



GENDER & SHELTER
GOOD PROGRAMMING GUIDELINES



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GENDER & SHELTER

Good programming guidelines

Acknowledgements

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Introduction

CARE has made a long-term commitment to strengthening gender equality and women's voice in both emergency and development contexts. In support of this commitment, CARE's humanitarian and emergency goal is to have a lasting impact on the needs of poor women, girls, boys, and men affected by humanitarian crises, and specifically **to reach and empower women and girls who are disproportionately affected in a humanitarian context**. Placing a special emphasis on women and girls is vital because existing gender roles and power dynamics most often discriminate against them, and create significant obstacles to their ability to access safe housing¹.

The **aim** of these guidelines is to provide clear and practical guidance on **how to integrate gender in the shelter sector**. Effectively integrating gender issues into shelter programming will support CARE's commitment to working towards gender equality. It will also enable shelter programmes to address the needs of affected communities more successfully, and therefore to be more effective.

These guidelines:

- Outline the different ways that gender can affect the ability to access the right to adequate shelter, and what can be done to address differences in enjoyment of these rights.
- Provide information and tools to ensure the specific needs of women, girls, boys and men are being addressed throughout the programme cycle, with particular emphasis on how to reach and empower girls and women.
- Describe shelter activities that may contribute to changing inequitable power structures, systems, and divisions in society that can prevent women, girls, and other vulnerable groups from enjoying equal rights, opportunities, resources and rewards.
- Present practical ways to mitigate sexual exploitation and abuse (SEA) and gender-based violence (GBV) through humanitarian shelter programming.
- Identify areas where evidence about the integration of gender into shelter practice is limited, and further learning and research is needed.

¹ CARBONELL, LUCILA, 2015. *Literature Review: Gender, Shelter, and Disaster*.



The guidelines combine information from existing key guidance and best practice literature and new “how to” information on effective gender integration in shelter captured from CARE’s work and beyond. The target audience for this guidance document includes those involved in planning and managing emergency shelter preparedness, response, or construction activities or programmes, who want to achieve best practice in their shelter projects.



Relevant documents, tools, and further learning



Important issues to consider



Field examples

Structure of guidelines

PART I:

GUIDING PRINCIPLES & ESSENTIAL CONCEPTS

PART II:

HOW TO INTEGRATE GENDER IN SHELTER PROJECTS

Practical ways to apply the guiding principles and essential concepts into the different stages of the programme cycle.

PART III:

INFORMATION GAPS IN GENDER & SHELTER

An outline of the existing gaps and the areas of potential development for guidance and tools.

1

PART I: Guiding principles & essential concepts

Guiding principles

There are four guiding principles that underpin effective gender integration in shelter programming:

- **Rights-based approach:** Adequate housing is a human right. All shelter interventions should aim to overcome the barriers that prevent women, girls, boys, and men fulfilling this right.
- **Needs responsiveness:** Conflicts and natural disasters affect women, girls, boys, and men in different ways. Shelter interventions must respond to their specific needs and vulnerabilities, and must not put anyone at greater risk.
- **Participation:** All shelter interventions should ensure equitable participation among women, girls, boys, and men throughout the project cycle.
- **Resilience building:** Vulnerability to hazards and crisis should be reduced through shelter activities. Shelter interventions should aim to build the resilience of individual women, girls, boys, and men and their communities in facing future emergencies.

1.1 Principle of a rights-based approach

A rights-based approach to shelter programming recognises that housing is more than an acute need that must be satisfied during times of crisis; it is a legally binding human right. This principle is the foundation of CARE's rights-based mandate to undertake emergency shelter work.

The right to adequate housing is enshrined in human rights law, and is made legally binding through customary law and international legal instruments ratified by UN member states. The Universal Declaration of Human Rights, Article 25, states that:

Everyone has the right to a standard of living adequate for the health and well-being of himself and his family, including food, clothing, housing and medical care and necessary social services, and the right to security in the event of unemployment, sickness, disability, widowhood, old age or other lack of livelihood in circumstances beyond his control.

Article 2 of the Universal Declaration of Human Rights and Articles 2 and 3 of the International Covenant on Economic, Social and Cultural Rights confirms that everyone, without distinction of any kind – such as race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status – is entitled to all the rights outlined in both international legal documents. The duty-bearer, typically a national government with support from the international humanitarian community, carries an obligation to guarantee these rights. Survivors of an emergency are the right-holders entitled to protection of their rights.

For housing to be adequate, a number of conditions must be met²:

- Security of tenure: its occupants must have a degree of tenure security that guarantees legal protection against forced evictions, harassment and other threats.
- Availability of services, materials, facilities and infrastructure: its occupants must have safe drinking water, adequate sanitation, energy for cooking, heating, lighting, food storage and refuse disposal.
- Affordability: the cost of housing must not threaten or compromise the occupants' enjoyment of other human rights.
- Habitability: it must guarantee physical safety or provide adequate space, as well as protection against the cold, damp, heat, rain, wind, other threats to health and structural hazards.
- Accessibility: it must take into account the specific needs of disadvantaged and marginalized groups.
- Location: it must provide access to employment opportunities, health-care services, schools, childcare centres and other social facilities, and it should not be located in polluted or dangerous areas.
- Cultural adequacy: It must respect and take into account the expression of cultural identity.

Although equal rights are enshrined in human rights law, in practice these rights are not consistently accessed by all. The position of women and girls in society may limit their opportunities to exercise and fully enjoy their housing rights at any time, including during a humanitarian crisis. Shelter programmes aim to ensure that everyone affected by a humanitarian crisis is able to access adequate housing – this means that effective shelter programming needs to take into account the impact that gender issues may have on achieving this goal (see Section 2 for more information on gender issues and housing, land, and property rights).

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LEARN MORE ABOUT THE RIGHT TO ADEQUATE HOUSING:

- The right to adequate housing toolkit: www.ohchr.org/EN/Issues/Housing/toolkit/Pages/RighttoAdequateHousingToolkit.aspx
- Handbook on Housing and Property Restitution for Refugees and Displaced Persons: Implementing the “Pinheiro Principles”
- The Universal Declaration of Human Rights
- International Covenant on Economic, Social and Cultural Rights

1.2 Principle of needs responsiveness

The shelter needs of women, girls, boys and men will differ in humanitarian situations; their prior needs will not have been the same, and their responses to an emergency will differ too.

Women, girls, boys and men experience and respond to crises and emergencies differently, resulting in distinct needs, vulnerabilities, protection risks, and coping methods.

² UNHCHR, UNHABITAT, 2014. *The Right to Adequate Housing*. Fact Sheet No. 21/Rev. 1.



The best way to understand these differences is by conducting a thorough assessment at the onset of the emergency response, which will inform all subsequent shelter planning, implementation, and monitoring and evaluation. By carrying out a detailed and systematic assessment, shelter interventions can fully reflect the needs, vulnerabilities, and concerns of everyone who has been affected, and in doing so will maximise the programme's potential efficacy.

Gender is only one factor that may affect a person's vulnerability or relative advantage. Compound discriminations, or intersectionality, can also determine specific needs and vulnerabilities.

Discrimination on the basis of gender may be combined with other areas of marginalization such as class, ethnicity, caste, age, disability status, or sexuality. Such compound discrimination based on overlapping identities is called *intersectionality*.

Understanding these differences, that are dynamic and may change over time, can help shelter practitioners to design and deliver programs that assist the population in the most effective and responsive manner. See Section 3 for more detailed information on conducting a gender sensitive shelter assessment.

1.3 Principle of equitable and meaningful participation

All people have a right to participate in and influence decisions that affect their lives. Equitable and meaningful participation of stakeholders in a shelter programme not only contributes to the fulfillment of that right, it makes for good shelter practice.

Shelter programmes can incorporate participatory approaches that are designed to strengthen the voice of affected women, girls, boys, and men, and to increase their ability to make informed decisions about their own recovery. They enable shelter programmes to prioritise the needs of families and communities, and can be a powerful tool to increase self-confidence and self-reliance. Beyond being equitable, participation must also be meaningful; the participation of everyone should be more than symbolic presence in meetings or consultations. Shelter interventions can provide women, girls, boys, and men with safe and comfortable spaces to express themselves openly, where their input can be heard, respected, and responded to appropriately.

In order to ensure that all members of the affected community have equal opportunity to participate, a shelter programme needs to identify potential obstacles to participation at all stages of the project life cycle, and take specific actions to address them. Barriers to participation and useful activities to include in a shelter programme are discussed more fully in section 3.4.

1.4 Principle of building resilience

Encouraging future resilience and equitable development is a key element of CARE's humanitarian action.

UNISDR defines resilience as “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”³.

To reduce the potential impact of future disasters most effectively, shelter programmes need to take into account pre-crisis needs and vulnerabilities. Needs and vulnerabilities are related to access to resources, power, and influence, all of which can be experienced differently by women, girls, boys, and men. Shelter interventions that consider the relationship between vulnerability and gender will more effectively build the resilience of women and girls; programmes that address these issues have the potential to be gender transformative (see section 2.2). Vulnerabilities and their gender dimensions are discussed more fully in section 2.3.

³ United Nations Office for Disaster Risk Reduction, 2015. *Terminology on Disaster Risk Reduction* Available at www.unisdr.org/we/inform/terminology#letter-r.

2

Essential gender concepts

SEX AND GENDER

Sex means the biological differences related to chromosomes, hormones, and internal and external sex organs. Sex is what makes humans male or female. In rare cases, a person may be biologically male and female (intersex) with a combination of male and female chromosomes, hormones, and sex organs⁴.

Gender is a social construct that defines what it means to be a man or woman, boy or girl in a given society. This social construct carries specific roles, status and expectations within households, communities and cultures. Individuals may also self-identify as neither male or female, feminine or masculine, or both male and female⁵.

2.1 Gender equity and gender equality

Gender equity is the process of being fair to women and men. To ensure fairness, strategies and measures must often be employed to compensate for disadvantages that prevent women and men from operating on a level playing field. Equity leads to equality.

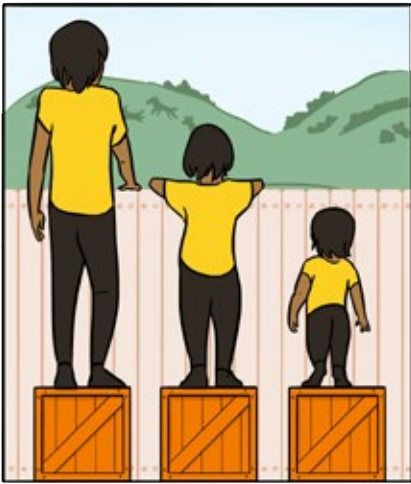
Gender equality refers to the equal enjoyment by women, girls, boys and men of rights, opportunities, resources and rewards⁶.

⁴ <https://www.plannedparenthood.org/learn/sexual-orientation-gender/female-male-intersex;www.med.monash.edu.au/gendermed/sexandgender.html>.

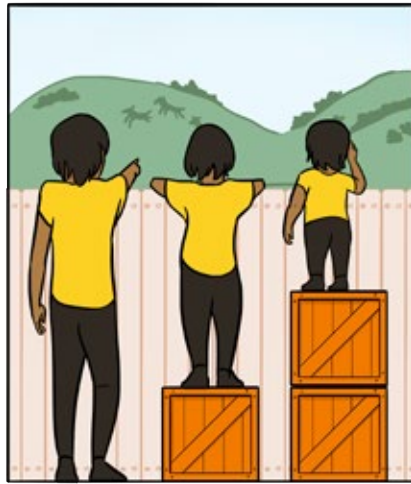
⁵ CARE International Gender Network. 2012. *Explanatory Note on CARE's Gender Focus*.

⁶ Definitions for gender equity and gender equality adapted from : CARE International Gender Network, 2012. *Explanatory Note on CARE's Gender Focus*.

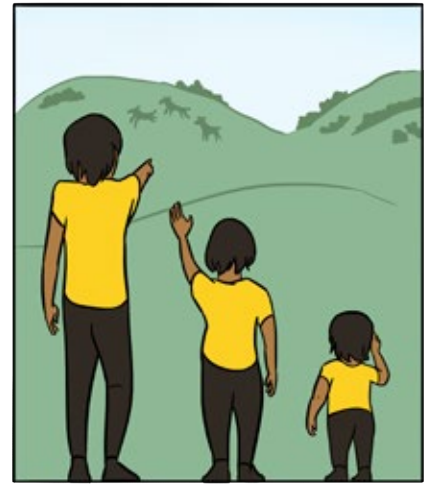
Figure 1: Equality versus Equity



If people receive the same support regardless of their situation, they are being treated **equally**.



If people receive support according to their needs so they can be in an equal position, they are being treated **equitably**.



Instead, sometimes inequity can be addressed by **removing the systemic barriers** that cause it.



INDIA – EQUITY AND EQUALITY IN PRACTICE

After the 2007 Bihar floods in India, CARE India built houses for affected households. In an attempt to ensure equal ownership of the houses, CARE India included the female head of household on the property title, designating ownership, of each house. This measure was taken to ensure women have fair and equal opportunity (gender equity) to benefit from housing and land ownership with their husbands or other male head of household (gender equality). The post-response evaluation revealed that women largely did not understand why their names had also been placed on the property titles. If a person does not understand a right, he/she cannot exercise the right and all the legal protections it entails. In this case, the legal rights would include protection from dislodgement by the State, the right to leave inheritance to female children, and the right to use the home as collateral for accessing formal credit. Conducting thoughtful and in-depth conversations and reflections with both the men and women of the household about the meaning and benefits of ownership would have been another means (gender equity) by which full enjoyment of ownership would be enjoyed (gender equality). It often requires multiple interventions aimed at achieving gender equity to achieve gender equality.



WOMEN AND THE RIGHT TO ADEQUATE HOUSING

The position of women and girls in society may limit their opportunities to exercise and fully enjoy their rights. Gender inequality in accessing housing rights can be caused by many factors:

- **Control over land and property:** In many parts of the world property – house, land, and other assets – is controlled by male relatives. This reduces women’s personal and economic autonomy and makes them more vulnerable to abuse within the family or in the community.
- **Discriminatory laws:** Laws that discriminate against women, including customary or religious laws, leave women unprotected from violations of their rights.
- **Power and influence:** When women have limited participation in the public sphere it limits their ability to influence decisions and policies, which affects their access to adequate housing.
- **Security of tenure:** When tenure to land and property is registered in the name of men, whether husband, brother, father, son, or other relatives, women become vulnerable to homelessness and destitution.
- **Forced evictions:** Women are often exposed to violence before, during and after evictions. Verbal violence, beatings and rape can be used to force women from their homes and property.
- **Domestic violence:** Many women become homeless because of domestic violence. When women lose their homes and are forced to live in inadequate conditions often without privacy or security they may be exposed to sexual and other forms of violence.
- **Access to services and infrastructure:** Lack of basic services may increase the time women and girls spend collecting water and fuel. Reduced access to health services increases maternal mortality, and the lack of accessible education may discourage investment in girls or put them at risk when travelling to and from schools.
- **Income security:** In many countries informal employment is a larger source of employment for women than for men. The lack of regular and reliable income from formal sources limits women’s ability to access loans and thus reduces access to adequate housing.

2.2 Gender transformative programming

Gender transformative programming is central to CARE's commitment to realising gender equality. A gender transformative approach is one that not only aims to ensure equitable allocation of support and resources; it also aims to change gender roles and structures that have upheld inequality, and to enhance gender equitable relationships between men and women. Gender transformative approaches and activities actively seek to build equitable social norms and structures.

While there is recognition in the humanitarian sector that all programmes should at minimum be gender sensitive (see the gender continuum overleaf), CARE has a commitment to gender transformative programming. Although finding the required resources for gender transformative programming can be challenging in a humanitarian and emergency setting, programmes can aim to be as gender transformative as possible.





Figure 2 The gender continuum

2.2.1 THE GENDER CONTINUUM AND CARE'S GENDER MARKER

The **Gender Continuum** categorizes interventions according to how well they address gender norms and inequities in their design, implementation and evaluation. The diagram below illustrates five levels on a gender continuum, from what would be considered gender harmful programming through to the ideal of a gender transformative intervention.

Gender Harmful: Interventions ignore the economic/social/political roles, rights, entitlements, responsibilities, obligations, and power relations associated with being female and male, as well as the dynamics between and amongst men and women, boys and girls. This would result in an intervention that may cause harm to project beneficiaries, specifically those already typically more vulnerable such as women.

Gender Neutral: Interventions take advantage of existing inequitable structures, systems, divisions in society relating to gender and age. This would result in an intervention that reinforces gender norms and/or stereotypes, and is blind to the effects of leveraging gender roles for the outcomes of the intervention.

Gender Sensitive: Interventions ensure equitable allocation aligned with the pre-existing inequitable

structures, systems, divisions in society relating to gender and age. This would result in an intervention that accommodates gender norms in creative ways to achieve equitable allocation, and aware of the effects of the intervention.

Gender Responsive: Interventions open space for discussing, challenging, and engaging with the inequitable structures, systems, and divisions in society relating to gender. This would result in an intervention that provides the opportunity for the community to begin questioning, experimenting and challenging inequitable gender norms.

Gender Transformative: Interventions that change the inequitable structures, systems, and divisions in society relating to gender. This would result in an intervention that transforms the inequitable gender norms in society.

CARE's **Gender Marker**⁷ is a self-assessment tool that measures how well gender is integrated into all stages of a programme, including strategy, design, and implementation. Scores on the Gender Marker range from 0 to 4, and translate directly to stages of the Gender Continuum. Using the Gender Marker to assess gender integration in a shelter programme can enable the identification of opportunities for improvements in programming, and increase understanding of how well a programme matches CARE's strategic goals.

⁷ CARE International 2014. Gender in Emergencies Guidance Note: Gender Marker.

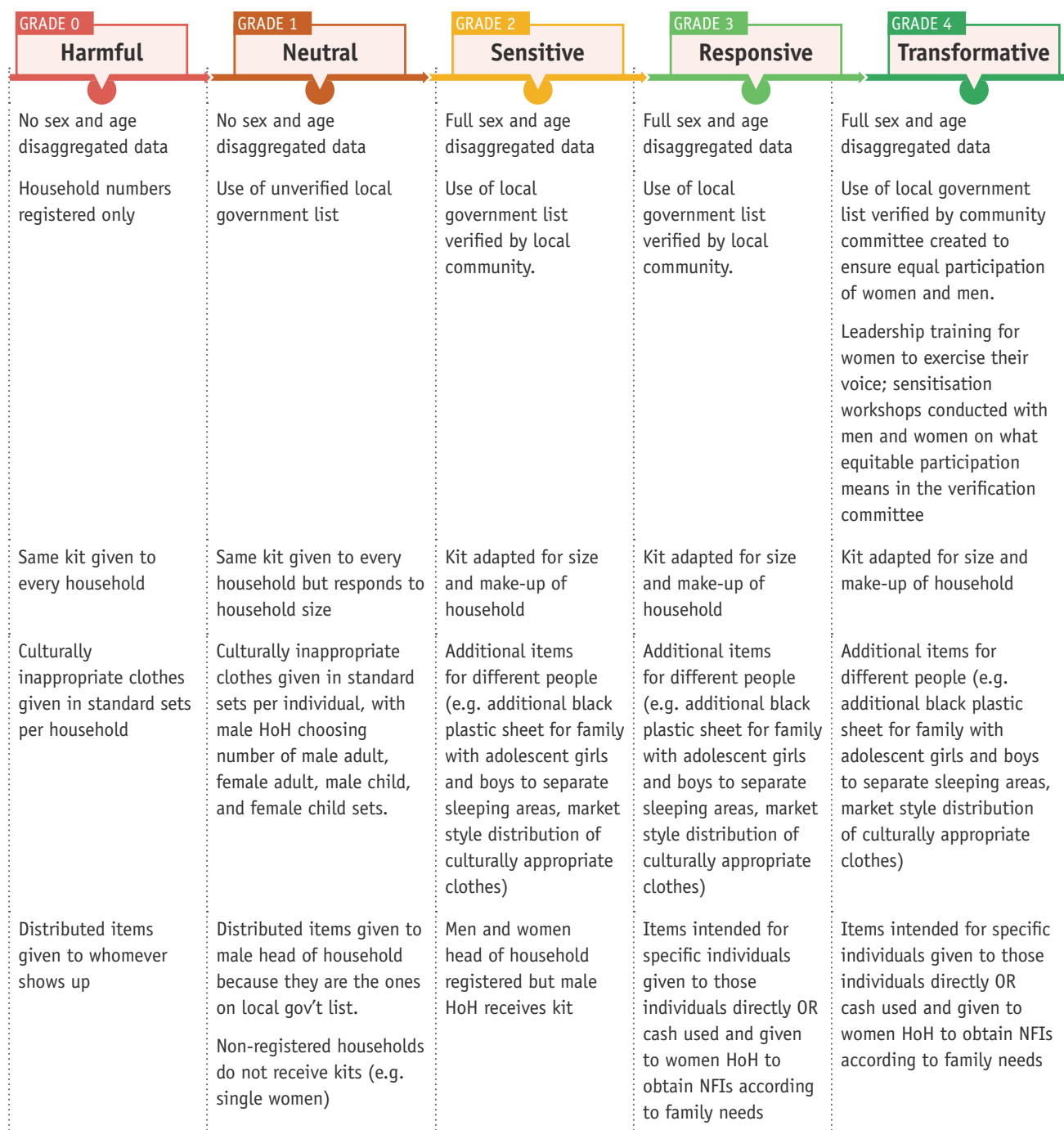


Figure 3 The gender continuum in shelter activities. An example of how different emergency shelter NFI activities might fall into each of the continuum categories.



LEARN MORE ABOUT CARE'S GENDER FOCUS:

CARE International Gender Network 2012, Explanatory Note on CARE's Gender Focus

www.care.at/images/_care_2013/expert/pdf/COE_Resources/Gender/Explanatory_Note_on_CAREs_Gender_Focus_2012.pdf

2.3 Working towards gender equality

2.3.1 WOMEN'S EMPOWERMENT

Women's empowerment is one of the approaches that CARE focuses on in its work towards the goal of gender equality. Based on findings from the Strategic Impact Inquiry (SII) on Women's Empowerment⁸, women's empowerment is defined by CARE as the **combined** effects of changes in three **domains**:

- women's own knowledge, skills, and abilities **agency**)
- societal norms, customs and policies which shape women's choices in life **(structures)**
- power relationships which affect women's lives **(relationships)**⁹

For women's empowerment to be effectively realised, shelter practitioners need to implement activities in each domain of change.

The illustration below provides examples of different types of construction-related shelter activities in each domain of change that together would work towards empowerment of female project beneficiaries:

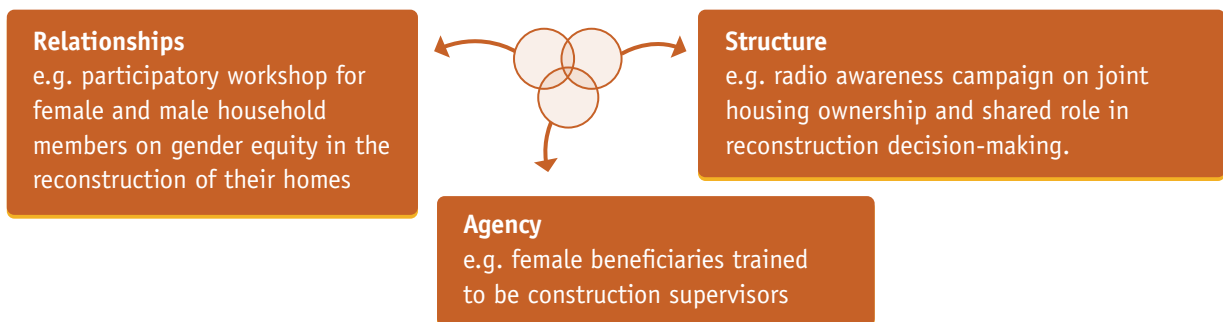


Figure 4 Shelter construction activities within the three domains of change of women's empowerment

2.3.2 WORKING WITH MEN AND BOYS

Programmes that seek to address gender inequality cannot do so by working with women and girls alone. Changes to social structures, roles, and power imbalances come about when everyone, including men and boys, changes their behaviours and ways of thinking. Programmes that work towards gender equity focus on both women's empowerment and men's engagement.

Cultural norms can compel men and boys to think and act within an inflexible set of behaviours and ideas, which can be harmful to themselves and those around them. Engaging men and boys in shelter programme activities that address gender equality can benefit all members of the community.

"A programmatic focus that includes men and women leads to the most sustainable gains. Instead of viewing men and women as oppositional groups with power transferred from one to the other, it is important to create new structures and change attitudes that foster interdependent, mutually supportive relationships. It is about working on relationships between men and women within the context of household, community and society as a whole. Engaging men and boys in gender equality programming ensures that everyone is making necessary changes and is involved in the process of creating new, more equitably beneficial social structures"¹⁰.

See section 3.4.1 for more about working with men and boys.

⁸ CARE International. April 2014. Strategic Impact Inquiry: Women's Empowerment.

⁹ CARE International Gender Network. 2012. *Explanatory Note on CARE's Gender Focus*.

¹⁰ Ibid.



MULTI-COUNTRY – HOW PROTECTION AND GENDER INTERACT

Two examples of how socially assigned gender roles affect protection in emergencies come from the 2004 Indian Ocean tsunami and the 2013 Typhoon Haiyan in the Philippines.

The 2014 Indian Ocean tsunami disproportionately affected women as a result of socially defined gender roles. Existing gender biases prevent women and girls from learning to climb trees and swim¹¹, and this had a significant impact on the number of women who were able to stay safe – research found that up to four women for every one man died in the most affected communities near Banda Aceh during the 2014 Tsunami.

In other contexts, men and boys can be subject to particular risks because of their gender. Men were more affected by socially defined gender roles in the coastal village of Candahug during Typhoon Haiyan. When the village received news that a typhoon was coming, most husbands and fathers sent their wives and children to emergency shelters located in a city about 30-minutes away, but stayed in the village themselves. The men made this decision due to their role in the community as protectors and providers. They wanted to protect their homes against damage and possible theft. Anecdotal evidence suggests that men were more likely to be killed by the typhoon.



FEMALE-HEADED HOUSEHOLDS

Young families with children are most likely to be poor, especially if they only contain one adult; young families with children headed by women may be more vulnerable. Other female-headed households may have greater access to support such as community networks, or financial support through remittances. Some male-headed households may be more likely to include elderly persons, pregnant women, and children.

Households headed by women are often, but not always by definition vulnerable. Targeting must not automatically equate female-headed households with vulnerability without first doing a more detailed analysis of other factors, such as family composition, access to resources, or poverty.

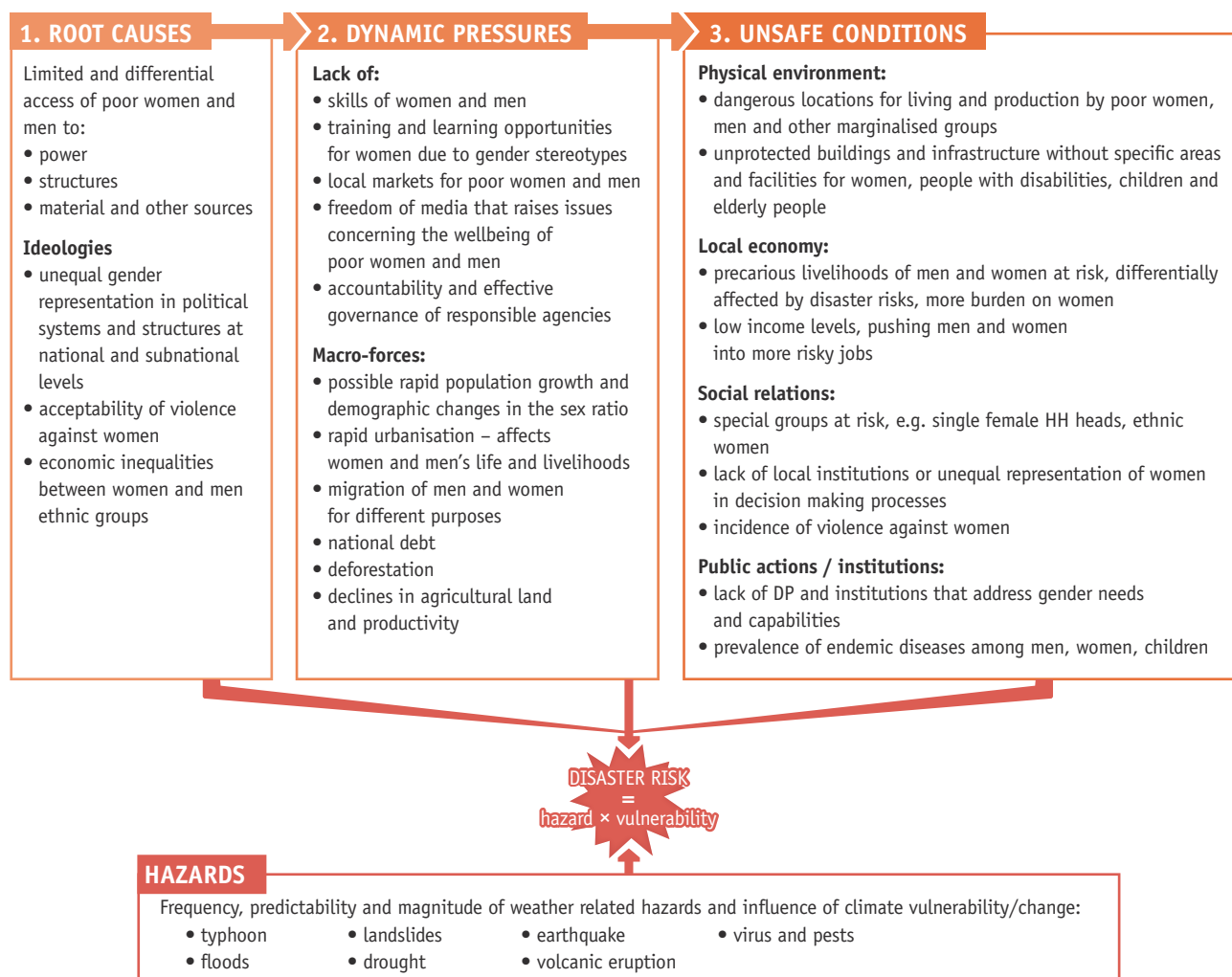
Widows and divorced women may be deprived of their marital assets by their former partners or his surviving family, or may find themselves at risk of eviction. In these cases their stigmatization and marginalization may be the determinant of their vulnerability.

¹¹ policy-practice.oxfam.org.uk/publications/the-tsunamis-impact-on-women-115038.

2.4 What makes men and women less resilient?

Needs and vulnerabilities are related to access to resources, power and influence, which can affect women, men, boys, and girls differently, particularly in an emergency context. Figure 5 presents a useful framework for understanding how women may be affected by inequalities and vulnerabilities in several areas, including socio economic and political factors. This “progression of vulnerability” takes into account gender considerations at three levels: root causes, dynamic pressures, and unsafe conditions. These three levels correspond to the three domains of change – structures, relationships, and agency – for women’s empowerment outlined above.

Figure 5 Gender dimensions of vulnerability¹²



¹² OXFAM, 2012. Minh Hai ,V. Smyth, I. *The disaster crunch model: Guidelines for a gendered approach* policy-practice.oxfam.org.uk/publications/the-disaster-crunch-model-guidelines-for-a-gendered-approach-247511.

2.5 Protection

Protection in the humanitarian context typically refers to the safeguarding of fundamental human rights. It means ensuring the safety, well-being and dignity of those affected by a crisis, and includes protection from specific risks that may arise in emergency situations. Following a natural disaster, for example, the affected population may be exposed to risks related to other environmental hazards, such as mudslides, floods, and aftershocks. Protection is also about preventing and responding to abuse, exploitation, and violence. To ensure protection, programmes need to take into account the potential risks that affected communities face, and provide appropriate support to prevent those risks being realised.

Shelter programming is a protection intervention

Shelter and protection are intrinsically linked. Safe and adequate shelter can contribute to the restoration of dignity, including privacy, to those affected by disaster, and can help to keep them from harm. Shelter can be a critical protection against abuse, violence, exploitation, and environmental hazards, and is essential for physical and psychological wellbeing.

Certain individuals or groups within an affected population may be more vulnerable to potential risks. Some of these risks may have been present before the disaster, or may be exacerbated by it. Other risks can develop as a consequence of the way in which humanitarian assistance has been delivered. Many of the protection issues that can arise in emergency situations will disproportionately affect women: protection and gender are intrinsically linked, too.

2.5.1 GENDER-BASED VIOLENCE (GBV) AND SEXUAL EXPLOITATION AND ABUSE (SEA)

Women and girls are at increased risk of experiencing gender-based violence (GBV) and sexual exploitation and abuse (SEA) during humanitarian emergencies. Many factors can intensify these risks, including increased militarization, lack of community and State protections, displacement, scarcity of essential resources, disruption of community services, changing cultural and gender norms, disrupted relationships, and weakened infrastructure.¹³

Gender-based violence is defined as:

“any harmful act that is perpetrated against a person’s will and that is based on socially ascribed (i.e. gender) differences between males and females. It includes acts that inflict physical, sexual or mental harm or suffering, threats of such acts, coercion, and other deprivations of liberty. These acts can occur in public or in private.”¹⁴

Even without material evidence, it must be assumed that GBV is occurring within crisis-affected populations – GBV is under-reported and it happens everywhere.¹⁵

GBV is a serious and life-threatening problem that may become worse during times of crisis.

Sexual Exploitation means any actual or attempted abuse of a position of vulnerability, power, or trust, for sexual purposes. **Sexual abuse** means actual or threatened physical intrusion of a sexual nature, whether by force or under unequal or coercive conditions.¹⁶

The circumstances that affected populations find themselves in during a humanitarian crisis can increase the risk of SEA. In particular, dependence

¹³ IASC. 2015. *Guidelines for Integrating Gender-Based Violence Interventions into Humanitarian Action*.

¹⁴ Ibid.

¹⁵ Ibid.

¹⁶ ECHA/ECPS UN and NGO Task Force on Protection from SEA, 2010. *Preventing Sexual Exploitation and Abuse (SEA) by Agency Personnel during the Haiti Emergency*. www.who.int/hac/crises/hti/haiti_guidelines_on_sexual_abuse.pdf (Last accessed: 24 July 2016).

on others for survival can make women and girls especially vulnerable to sexual exploitation and abuse. Sexual exploitation or abuse can be part of the coping strategies used to survive day-to-day in the aftermath of a disaster or prolonged crisis – sex may be traded for material goods or assistance, or for favours from those in positions of power. Child prostitution or pornography may be used in a similar way.

Specific shelter-related circumstances may contribute to domestic, intimate partner, and other types of gender-based violence or sexual exploitation and abuse.

Abuse and exploitation can also result from opportunistic targeting by criminals and others in authority.

Agencies need to be aware that members of both the humanitarian aid community and the disaster-affected population may use resources to sexually exploit women, girls, boys, or men.

Shelter programmes have the potential to reduce the risks of GBV and to contribute to prevention of sexual exploitation and abuse (PSEA). Integrating understanding of GBV and SEA into shelter programming can lead to more effective shelter projects that improve the safety, dignity and protection of women, girls, and other vulnerable groups. Addressing these issues can improve conditions in the community and society more broadly, empowering women and girls as well as improving access to relief items and services, reducing violence, and protecting families. Shelter programmes should budget for key project activities that ensure location of safe emergency housing, specifically for women survivors of GBV, and establishment of female friendly spaces.



PREVENTION OF SEXUAL EXPLOITATION AND ABUSE (PSEA)

An important component of accountability is establishing an effective mechanism for Prevention of Sexual Exploitation and Abuse (PSEA). Specific SEA preventive and mitigation measures can be taken in the context of shelter programming:

- Create and enforce a zero tolerance policy for staff engaged in using their relative power over the shelter resources and allocation to obtain sexual or other favours.
- Provide specific staff training of sexual exploitation and abuse.
- Establish a monitoring system of sexual exploitation and abuse that includes at minimum an anonymous complaint mechanism for all community members to provide feedback on the project. This should not be exclusively for project beneficiaries. The mechanism should be established by consulting all cross-sections of the community. Consider who is at risk of exploitation and why and what mechanisms need to be in place so they can report abuse without fear of retribution e.g. host and hosted households may have particular risks. Discuss those risks separately with hosted and host women, girls, men or boys, and the possible mitigation measures or support them in finding alternative shelter arrangements. See section 6.2 for more information about monitoring and evaluation.
- Include sensitization about sexual exploitation and abuse during all shelter related community meetings, etc. The content of the sensitization should be explicit in outlining that humanitarian aid is free, beneficiaries have the right to complain, and how they can complain and access justice.
- Include specific clauses in construction and all shelter related contracts prohibiting sexual exploitation and abuse and outlining the consequences should they be found guilty of this human rights violation.



SHELTER AND CHILD PROTECTION

Shelter practitioners should keep in mind that children, in particular, may be particularly at-risk of exploitation and abuse related to the emergency that could be mitigated or addressed through shelter programming. For example, human-made and natural disasters typically cause a loss of livelihoods. This places families at risk of making decisions they would not otherwise make as a coping mechanism. This includes selling their children or sending them away in exchange for false promises made by traffickers of a better future for their children. Both girls and boys are vulnerable to being trafficked, specifically for commercial sexual exploitation; typically, though, girls are most at-risk. Restoration of shelter is the first step towards a family regaining their sense of normalcy during a crisis, and having a base on which to build back their means of income. In this way, shelter can indirectly reduce the risk of trafficking. Shelter practitioners are also in a unique position to observe what is happening with family household dynamics since they have access to homes. Shelter programmes can incorporate a check in on the children in the household when conducting shelter site visits (1) to ensure all children are accounted for; (2) to observe in general terms their well-being overall; (3) alert a designated child protection focal point, organization, or authority should a child be missing without explanation and/or signs of abuse be present. The following are additional recommendations adapted from the 'Checklist for keeping children safe in different programme areas' from CARE's Emergency Toolkit:

- Invite child protection workers to trainings, retreats or workshops where you think their perspective and information may enhance the outcome.
- Work with child protection workers to ensure that personnel working in shelter and settlement projects have adequate information and training on child protection issues, including unaccompanied and separated children, sexual exploitation and abuse, and exploitative child labour.
- Ensure that community mapping activities take place to identify areas where children feel safe/unsafe to identify areas where shelter work can take place.
- Support the development of community-based child protection committees when the existing system provided locally by authorities is inadequate.

Even if a programme specifically aims to have a positive impact on existing gender roles and norms, GBV can be an unintended consequence. For example, women's adoption of traditionally male roles or their increased access to and control of economic resources can appear threatening, or can reduce the time that women have to tend to duties at home. New roles can lead to disrespect or ridicule from the community; a perceived challenge to household power dynamics may lead physical or psychological abuse from partners.¹⁷ See section 3.7 for further discussion of unintended consequences.

¹⁷ CARE, 2014. Guidance for Gender Based Violence (GBV) Monitoring and Mitigation within Non-GBV Focused Sectoral Programming.



BENIN – GBV AND SHELTER

During the 2010-2011 floods in Benin, CARE provided cash transfers to households to support basic needs and to move from temporary to permanent housing. Unfortunately, although cash was assigned to the female head of household, the project design did not take into account the polygamous nature of many households. The result was increased tension and arguing amongst wives over control of the distributed cash and gender-based violence of husbands towards the wives. Reasons for this increased intimate-partner violence, a type of GBV, in this case are not fully clear. However, the increased household stress caused the way cash was distributed likely served as a trigger. To avoid repeating this situation, a thorough gender assessment (See Section 3) should be completed to identify the specific household dynamics in the recipient community. This would include interviews and/or separate focus group discussions with women and men from the community to determine the best way to equitably distribute the cash.

.....

HAITI – HARMFUL COPING MECHANISM AND SHELTER

Coping strategies are any set of behaviours or actions that an individual or groups of individuals may use to meet their basic needs during times of extreme hardship. These can manifest themselves in many ways, including specific ways related to shelter and related programming, and can often involve exploitation and abuse of women, girls, and boys.

In the aftermath of the 2010 earthquake in Haiti, adolescent girls in particular were vulnerable to practicing harmful coping strategies, placing them at further risk of abuse and exploitation. In October 2011, an organization conducted a study that surveyed 2000 pregnant adolescent girls in areas most affected by the 2010 earthquake in Haiti’s Ouest Department. The survey aimed to measure the scope of early pregnancy since the disaster and explore possible connections between the pregnancies, sexual violence, and transactional sex. The following is a key finding:

“64% of 981 adolescents reported they got pregnant from rape. Of 1251 pregnant girls, 37% also admitted engaging in survival sex, primarily for shelter, as well as food. A number of respondents who claimed rape as the source of their early pregnancies also acknowledged engaged in survival sex¹⁸.”



FOR FURTHER INFORMATION ON GBV AND SEA, AND INTEGRATING GBV IN SHELTER INTERVENTIONS:

Rule, A., Pattni, T. and R. Baron 2016, Good Shelter Programming: Tools to Reduce the Risk of GBV in Shelter Programmes – Trial Edition. Global Shelter Cluster Working Group on Gender-Based Violence www.sheltercluster.org/sites/default/files/docs/gbvtoolkit-trial_edition-web_version.pdf.

¹⁸ D’Adesky, Anne-christine and PotoFanm+Fi PotoFi, 2012. Beyond Shock: Charting the Landscape of Sexual Violence in Post-quake Haiti. otherworldsarepossible.org/sites/default/files/documents/11-30-press-copy-beyond-shock-abridged-nov-2012-report-gbv-progress.pdf (Last accessed: 24 July 2016).

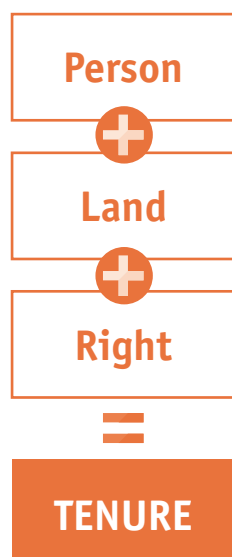
2.6 Housing, land and property (HLP) and gender

A home is often the most significant asset a person will own. Who holds the title and has rights over that property will affect the security of tenure for those living there.

Housing, land and property (HLP) rights are about having a home, free from the fear of forced eviction; a place that offers shelter, safety and the ability to secure a livelihood¹⁹

Housing Land and Property rights are a key component of the right to adequate housing. As such, the protection of those rights is an essential aim in shelter programming. Shelter programmes need to understand local property rights and the type of tenure prevalent where they are operating.

Land tenure can be understood as the conjunction of a person, the land, and a right.²⁰



Who are the right holders and how does gender make a difference?

In societies where women and girls suffer from discrimination, they are almost certain to face obstacles in exercising their housing, land and property rights. Women who are displaced, refugees, and members of ethnic or religious minorities suffer additional discrimination. Women's security of tenure can be fragile, as their rights to access housing, land and property is often highly dependent on their relationship to men.

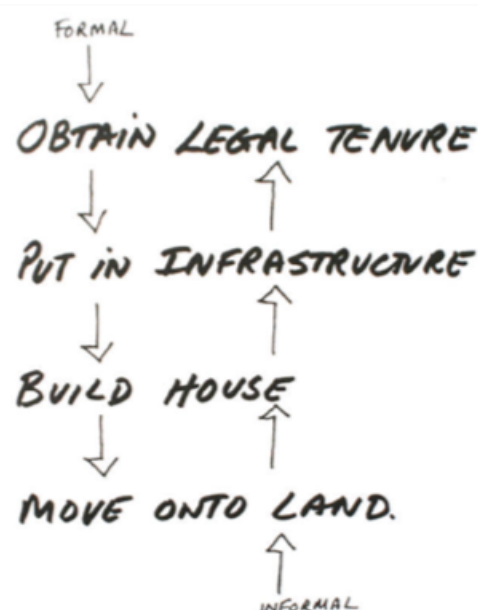


Figure 6 Formal and informal housing processes
(Image: Nabeel Hamdi 2010)

Factors that can limit women's ability to enjoy HLP rights:

- **Citizenship:** This may be denied to certain groups, and others may not have access to legally recognized documentation proving citizenship. In Nepal, citizenship is required to own property. CARE found that women are discouraged from applying for citizenship certificates so that they are not able to claim inheritance and thus reduce the share for their brothers, whilst in-laws oppose applications in fear that family property will be taken if a wife should divorce and re-marry.²¹

¹⁹ The Importance of addressing Housing, Land and Property (HLP) Challenges in Humanitarian Response IFRC NRC 2015.

²⁰ CARE Housing, land and property issues in Nepal. February 2016.

²¹ Ibid.

- **Ethnicity:** Women belonging to certain ethnic and religious sub-groups experience restricted movement and are not allowed to travel alone.
- **Time poverty:** Women living in remote areas may not have time to travel to apply for documentation due to their obligations to generate income, care for children and perform household duties. This can be a particularly difficult issue for widowed, divorced or separated women.²²
- **Property titles:** Women are often excluded from property deeds.
- **Personal Identification:** Women may be less likely to have the necessary identification. In Afghanistan, where takzeras (ID cards) are often a requirement for accessing assistance, surveys have reported that only 18 per cent of women have ID cards, compared to 83 per cent of men.²³
- **Literacy:** Women often have lower rates of literacy, limiting their ability to apply for documents, to understand temporary tenure agreements and to access legal representation
- **Inheritance:** Laws may prohibit property inheritance for some women. Until 2002, in Nepal a law required daughters to be unmarried and above 35 years old to inherit parental property.²⁴

The “Head of Household” concept and its impact on women’s rights

In Sri Lanka after the 2004 tsunami, some owner-driven reconstruction programmes were found to have a negative impact on the land tenure security of women. In predominantly Tamil and Muslim matrilineal communities, land ownership and houses are traditionally given to women as dowry upon marriage. Post-disaster assessments in these areas recorded the male as head of household even when the land belonged to the female. In many cases, women were subsequently forced to transfer ownership of their land to the males, or had to give permission for the male to construct on the land. Where women had transferred ownership, they lost their land and property ownership rights, disempowering them in the context of their family and their communities.²⁵

During the implementation of an urban affordable housing programme in Kenya, where the right to control property is based on a person’s place of residency. Women who moved to the city with their husbands were unable to prove residency because only men as head of households had been registered as Nairobi residents; some women who had since separated were thus denied access to affordable housing schemes.²⁶

²² Ibid.

²³ Security of tenure in humanitarian shelter operations, NRC and IFRC 2013.

²⁴ UN OHCHR Women and the right adequate housing. New York and Geneva, 2012.

²⁵ Lyons, M. and Schilderman, T. (Eds.) 2010. Building Back Better: Delivering People-Centred Housing Reconstruction at Scale, Practical Action (2010) practicalaction.org/docs/ia3/building-back-better-lyons-schilderman.pdf Practical Action, London South Bank University, and International Federation of Red Cross and Red Crescent Societies.

²⁶ Paula Nimpuno, 1991. Working Paper No. 56 Gender Issues in Project Planning and Implementation: The Case of Dandora Site and Service Project, Kenya.

Legal framework guaranteeing rights

In order to support the development of a sustainable environment that enables women to have equal access to housing, land and property, the legal frameworks that support property rights, land administration, marital relations and inheritance should²⁷:

- a. Acknowledge the right to secure tenure and adequate housing
- b. Affirm the equal rights of men and women, regardless of their marital status, making full community of marital property (and its joint administration) the default marital regime
- c. Mandate joint tenure for urban men and women in civil, customary and consensual unions
- d. Entitle spouses to a share of the deceased partner's estate, and sons and daughters to equal shares

Laws and practices that discriminate against women and girls can include:

- Legal frameworks that prevent women from owning property or transferring property
- Inheritance laws that give preference to sons, or other male family members over widows or daughters
- Marital laws that grant official head-of household status to the male and thus control over marital property
- Laws that fail to recognize customary or religious marriages
- Laws that require male approval of property transactions
- Laws that discriminate women in marital property
- Lack of protection to land or housing tenants
- Laws that allow levirate marriages (the practice of widows being forced to marry their late husband's brother)
- Practices of polygamy where wives have different status and allowed rights
- Laws that prevent women from accessing loans without spouse approval.

²⁷ World Bank Expanding women's access to land and housing in urban areas Women's Voice and Agency Research Series 2014 No.8 Carole Rakodi.



INDIA – THE IMPACT OF POWER RELATIONS

A CARE review of a number of shelter programs in India highlights opportunities for using shelter interventions as vehicles for challenging power relations, especially around the control of assets, and the exercise of rights. It also shows however how without understanding more profound issues it is easy to engage in interventions that may have little impact on improving gender relations or inequalities. The projects reviewed in the study vary in scale and scope, but they all ‘attempted to empower women by ensuring they had sole or joint title to the houses that were provided’. Some women reported feeling safer knowing they couldn’t be thrown out of their home and in general having ownership of the house or land was seen as a benefit and an improvement to their status and confidence.

Despite the positive views of women’s rights to own property, the longer-term impact of the interventions is uncertain due to a combination of factors:

- Some women did not really understand in practical terms the importance of joint ownership or understood why they were given title
- In some cases title was given to women and this means they have a legal right to their home, but men still owned the land. This can create potential conflict if the couple decide to separate for example or it may prevent women from using the house as a collateral to access loans if land ownership is required.
- In some cases ‘ownership’ was a certificate or plaque not supported by legal documentation. In these cases women did not have ownership rights before the law and could still be forcibly evicted from their homes, or lose this asset in case of separation.
- Despite women feeling proud of their ownership, many still would not pass it along to their daughters. Boys are almost always prioritised over girls when property is passed down to the next generation. Girls rarely inherit land or property title.
- There was little evidence that having title had any effect on unequal power dynamics or men or women’s understanding of gender roles
- Although the objective of providing women with property titles was mostly achieved, the opportunity for creating lasting impact was lost. Consider what could have been different:
 - If the projects had understood why boys are prioritized in inheritance, they could have developed partnerships and interventions that explored and challenged this practice, and contributed to larger conversations on investing in the development and welfare of girls and improving the rights of women.
 - If the projects understood more about power relationship in the household and why it is traditional that men hold title to the land, women and men could have discussed how household resources are controlled or shared, and the economic advantages of joint or equal ownership.
 - If the authorities had been involved in raising awareness of what property rights mean, men and women would have information on the legal protection mechanisms to which that they have access, their responsibilities as land owners such as property taxes, the importance of having updated legal identification documents for men and women, etc.

What HLP support may look like?

Patriarchal land inheritance systems can deny women opportunities, resources and services, and a gender transformative programme will take steps to change such systems. **Programming to empower women to exercise HLP rights can include a whole range of activities, including:**

- helping men and women obtain legal identification;
- helping men and women obtain land registration documents;
- ensuring women are included on title deeds of land and houses where permitted by law;
- helping women access financial services such as bank accounts, savings, loans, and insurance;
- working to achieve consistency in statutory, customary and religious frameworks with regards to equal rights for men and women;
- advocating with and providing training for community leaders and local government;
- advocating for policies that do not discriminate against women and girls in the purchase, registration and inheritance of land and property;
- support grassroots movements and organizations that advocate for or provide specific support to women in exercising their rights;
- provide access to legal aid for women
- Informing women and men of the advantages and disadvantages of different forms of cohabitation or marriage, including how they affect property rights

Advocating for women's rights can be unpopular and can put women at risk; mechanisms must be in place so that women are not harmed through humanitarian interventions. Women's rights advocacy should not be stand-alone interventions, and they must be well-linked to protection and governance programming.

Key actions to address gender and HLP rights in shelter programming

- Carry out an assessment of housing, land and property rights, customs, and legislation to inform early recovery programming. This includes the rights of renters, tenants, squatters or other occupiers of land owned by others. The status of any indigenous or minority groups, disabled people, and women in these laws and customs should be explicitly considered.
- Shelter programme staff must be aware of how gender can affect access to housing, land, and property, and can identify when women's rights are not recognised.
- Programming must consider women's equitable housing, land and property rights at all levels: the household, the community, and the government. Lasting control of these rights and of women's free choices related to them need to be ensured.
- All efforts should be made to ensure property is jointly owned by the heads of household, and that there are guarantees to protect both from forced eviction, and to ensure equal rights for men and women to purchase, sell, and inherit property.
- Government agencies responsible for ensuring the upholding of property rights must be identified, dialogue opened, and processes agreed for securing land rights and addressing the rights of women. This may be through the shelter cluster.

LAWS PROTECTING WOMEN'S EQUAL RIGHTS TO HOUSING, LAND AND PROPERTY²⁸

- The 1996 Married Persons Equality Act of Namibia states that husbands and wives married in community of property have equal capacity to dispose of the assets and administer a joint estate. The Act provides for equality between spouses in financial transactions and marital property.
- The 1999 Land Act of the United Republic of Tanzania provides for joint ownership, and land occupied by both spouses is presumed to be co-registered unless otherwise indicated by the spouses.
- Under the new Turkish Civil Code, spouses are equal partners, jointly managing the matrimonial union with equal decision-making powers, and equal rights over the family residence and property acquired during the marriage.
- The 1989 Law on Marriage and Family of Cambodia provides for equal ownership rights of spouses. Property acquired during the marriage belongs to both husband and wife, and should be divided if they divorce.
- The 2007 Marriage Law of Sierra Leone (the Registration of Customary Marriage and Divorce Act, 2007) requires customary marriages and divorces to be registered. The Act also entitles a wife in a customary marriage to acquire and dispose of property

ADDITIONAL RESOURCES

Significant examples and documentation exist on incremental approaches to securing tenure within developmental practice, and there are a number of resources that can be drawn upon by humanitarian workers:

- Global Land Tool Network – GLTN
- UN-Habitat Land and Housing resources
- Geoffrey Payne – www.gpa.org.uk – Land Rights and Innovation; Urban land tenure and property rights in developing countries: a review of the literature; The Urban Housing Manual
- Alain Durand-Lasserve and Lauren Royston – Holding their Ground
- Slum and Shack Dwellers International – sdinet.org
- Urban Landmark – urbanlandmark.org.za

²⁸ UN OHCHR Women and the right adequate housing. New York and Geneva, 2012.



MULTI-COUNTRY – ESTABLISHING SECURITY OF TENURE DURING CRISIS²⁹

NRC's Shelter Programme in the Democratic Republic of the Congo (DRC) has cooperated with the Information Counselling and Legal Assistance (ICLA) Programme to provide building materials to returnees who have reached negotiated agreements through collaborative dispute resolution procedures.

In Puntland (Somalia), World Vision secured land for a housing construction project through a consensus-driven customary law process involving extensive engagement of the council of elders, *shari'a* practitioners, local government, the host community and beneficiaries. Each beneficiary was eventually allocated a 100 square metre block of land on the site. Through robust advocacy and extended consultation, beneficiaries were given individual ownership of a block. The housing erected on each block was given to beneficiaries through joint ownership between husband and wife.

During the response to the 2010 floods in Pakistan, IFRC and the Pakistan Red Crescent Society undertook a tenure programme in Sindh, the worst affected province. Some 1.5 million people were rendered homeless, the majority tenant farmers without any type of land ownership or documentation. In order to overcome the challenge of supporting these people with shelter, agreements were signed between the beneficiary farmers (*haris*) and landlords (*zaminders*), stipulating a minimum five-year period in which the landlord agreed not to evict the beneficiary.

MULTI-COUNTRY – IMPACT OF INCREASED TENURE SECURITY

Some studies suggest that shelter and settlement programmes which increase tenure security and promote equal rights to housing, land, and property can result in the improvement of other wellbeing indicators for women.³⁰

- In Peru, following a programme that regularized squatter settlements, a study found a reduction in fertility rates of 22% for families who received property title, and that this reduction doubled when title was jointly held. Fertility rates are used in the study as indicators of women's empowerment.
- In India, following a reform to make inheritance laws equal to men and women there was an increase in the investment on daughters' education.
- Another study in India on the effect of regularization of informal settlements concluded that risk of domestic violence was reduced when women owned the house and land, because owning such assets increased self-esteem, improved their economic security, and was seen to provide a viable exit option. Women with property were also more able to make decisions about contraception, taking out loans, and whether to have sex with their husbands.

²⁹ Security of tenure in humanitarian shelter operations, NRC and IFRC 2013.

³⁰ World Bank 2014 Expanding women's access to land and housing in urban areas. Carole Rakodi.

3

PART II:

How to integrate
gender in shelter projects

Integrating gender into shelter assessments, planning and programme design

Shelter programmes aim to meet the needs of everyone affected by a crisis effectively and equitably. To do this, programmes need to make use of information about gender roles and relations within local communities, and the different needs, capacities, and coping strategies of affected women, girls, boys, and men. This information will be essential throughout the project cycle, from assessment and planning to monitoring and evaluation, to ensure that the project remains relevant and appropriate.

Some of this information will be collected in the initial stages of the programme, through **gender-sensitive shelter assessments** (see sections 3.2 and 3.3). Even before this phase of the project has begun, shelter programmes can draw on valuable information that has already been gathered, in an existing pre-crisis **Gender Analysis**, or immediately post-crisis **Rapid Gender Analysis** (including a **Gender in Brief**).

3.1 Gender Analysis, Gender in Brief and Rapid Gender Analysis³¹

A **Gender Analysis** is usually carried out by CARE's country office before a crisis, and is critical for defining CARE's impact goals in countries of operation. This process examines the relationship between women and men, their access to resources, their roles, and the constraints they face relative to each other, at interpersonal, household, community, provincial and national levels. It explores how power relations relating to gender cause discrimination, subordination and exclusion in society, particularly when combined with other areas of marginalization such as class, ethnicity, caste, age, disability status, or sexuality (*intersectionality* – see section 1.2).

³¹ Adapted from CARE's Gender in Emergencies Guidance Note Rapid Gender Analysis gender.care2share.wikispaces.net/Gender+in+Emergencies.

A Gender Analysis identifies key issues that contribute to gender inequalities within several areas:

- Sexual/gendered division of labour
- Household decision-making
- Control of productive assets
- Access to public spaces and services
- Claiming rights and meaningful participation in public decision-making
- Control over one's body
- Violence and restorative justice
- Aspirations and strategic interests

This information in the Gender Analysis is used to compile or update a country specific **Gender in Brief** (GiB), a summary of the state of gender roles and relations in a country pre-crisis. The GiB is designed to provide accessible and practical information to non-gender specific specialists, by addressing key questions such as:

- How many women, men, boys and girls were there in the population before the crisis?
- What was the average household size?
- What were relations like between women, men, boys and girls before the emergency?
- What social/cultural structures does the community use to make decisions? How do women and men participate in these?
- What is the role of religious and cultural practices, beliefs and institutions in the community? How do they affect gender roles?
- Which groups are particularly vulnerable or marginalised and likely to require particular considerations in emergency response?

Information in the Gender in Brief can be utilised to understand what gender relations were like before the crisis and how they have changed since, and to identify the gender issues that are likely to arise. These are key concerns of the **Rapid Gender Analysis** (RGA).

The RGA incorporates information from the Gender in Brief alongside a wide range of new information captured through the use of different tools, such as focus groups, key informant interviews, and demographic datasets. The RGA provides essential information about gender roles and responsibilities, capacities, and vulnerabilities pre- and post-crisis, together with programming recommendations; it is begun at the same time as initial programme assessments and continues throughout the project cycle. Information gathered by the RGA from affected women, girls, boys, and men about the gendered impact of the crisis is likely to include:

- sex and age disaggregated demographic data
- vulnerabilities and protection needs
- coping mechanisms, capacities, and support
- gender roles and responsibilities
- access to support and participation

Some of the issues addressed in the RGA will directly concern shelter. It is good practice to update the Gender in Brief following the emergency with information from the needs assessments and rapid gender analysis, and is recommended.

The Gender Analysis, the Gender in Brief, and the Rapid Gender Analysis will all inform shelter project assessment, planning, and design.



LEARN MORE ABOUT GENDER ANALYSIS AND RAPID GENDER ANALYSIS:

The CARE Gender Toolkit is a comprehensive online resource that supports gender analysis. For more detailed guidance and tools on CARE's approach to gender analysis, refer to the Gender Analysis Good Practices Framework Guidance Brief at gendertoolkit.care.org/Pages/core.aspx

CARE's Gender in Emergencies Guidance Note Rapid Gender Analysis
gender.care2share.wikispaces.net/Gender+in+Emergencies



NEPAL – USING GENDER ANALYSIS TO GUIDE PROJECT DESIGN:

CARE's RGA in Nepal in 2015 looked at gender, caste, language, economic standing, location of residence, and property ownership status – all important factors determining relative advantage or disadvantage. The assessment also included an analysis of specific vulnerabilities for lesbian, gay, bisexual, transexual, and intersex persons. The RGA revealed that “women and girls in Nepal are disadvantaged by traditional practices like the dowry system, early marriage, preference of sons, stigmatization of widows, seclusion of women (purdah), family violence, polygamy, and the segregation of women and girls during menstruation (chhaupadi)”.³²

Some of the most relevant cultural practices identified in the RGA were:

Chhaupadi: common in the Far and Mid-Western regions of Nepal is the practice of isolating menstruating and/or post-partum women. For 5-6 days per month many women and girls are forced to stay outside of the house, often in an open shed. They are prevented from entering houses, kitchens or temples, from attending school, from touching other persons, animals, plants, fruits and vegetables, and are forced to consume a restricted diet.

Early marriage: CARE found that almost half of the population gets married between the ages of 14-19, and girls leave home to live with in-laws after marriage. In some areas marriage occurs as early as age 10. The groom's family receives payment from the bride's family, and the amount increases with the girl's age – this dowry payment is “a major driver of child marriage”.

Stigmatization: Widows face exclusion and persecution as they are “often blamed for their husband's deaths, ostracised and seen as a burden on her family – particularly in rural areas”. With the high death toll causes by the earthquake their vulnerability increased.

Shelter interventions need to adapt to these kinds of circumstances through appropriate programmatic and management decisions. For example, in areas where chhaupadi is practiced and women are considered ‘impure’ during their periods, this practice may have an impact on the hiring of female staff and their ability to work on those days. In designing shelter interventions, it is useful to consider the findings of a gender analysis in the context of **needs, power/resources and effects**. These are some of the issues that a shelter programme would consider in this example:

Needs

- What interventions need to be designed so that services are provided to women and girls who are isolated during their period or post-partum?
- Due the practice of early marriage, programmes are likely to encounter child-headed households. What additional resources would the programme need to ensure child protection?
- Power/resources
- How will widows be represented in decision making, provided with appropriate support to rebuild or repair their homes, and adequately protected from discrimination and exploitation, including from programme staff?

³² CARE. Nepal Gender and Protection in Brief. 2015.
www.care.org/sites/default/files/documents/RGA%20overview%20Nepal_Final.pdf.

- How will child-brides living with their in-laws be consulted in household decision making and the use of shelter and non-food items? How will the programme ensure items intended for their use reach them?

Effect

- What mechanisms should be in place to monitor that in accessing shelter and non-food items widows will not be exposed to sexual, physical and psychological abuse, exploitation, survival or transactional sex?
- If financial/labour contribution is required from families to repair or rebuild their homes, could this further encourage the marriage of young girls?
- How could shelter interventions link to longer-term sexual reproductive health interventions contribute to the elimination of the practice of Chhaupadi?

3.2 Gender sensitive shelter assessments

A first and critical step in shelter programming, assessments are used to gather information about the needs, vulnerabilities, and capacities of affected people. Like a gender analysis, they guide decisions throughout the project cycle about the design, implementation, and monitoring and evaluation of an intervention. Shelter assessments will be informed by the information available in the gender analysis, and there may be some overlap between them in the kinds of gender relevant questions that are investigated; however, gender sensitive shelter assessments will be able to explore gender issues that are directly relevant to shelter interventions in greater depth.

Incorporating important gender issues in shelter assessments will allow an effective and gender-equitable response to be designed, including gender-sensitive monitoring and evaluation.

The assessment process also provides an opportunity for shelter programmes to have a broader impact on gender roles and relationships – its participatory nature has the potential to facilitate inclusion and engagement in decision making, and to build a sense of ownership and self-esteem for women, girls, boys, and men.

Essential concepts of data collection:

Primary data: Data gathered directly from information sources, typically through individual face-to-face interviews or group discussions with members of the affected community; also through phone interviews, radio communication, email exchange, and direct observation.

Secondary data: Information produced before or during the crisis; informs primary data collection by identifying pre-crisis issues and vulnerabilities; collected and compiled by others.

Quantitative data: information which can be analysed numerically; results are typically presented using statistics, tables and graphs.

Qualitative information: descriptive information from the perspective of different groups and individuals, usually gathered via interviews and focus-groups; helps understanding of relational dynamics and different experiences of subgroups of the population.

Assessment design

Information available in the gender analysis will guide the design of shelter assessments. Some of the issues that will need to be addressed or investigated as part of a gender-sensitive assessment process include:³³

- **Respect:** Assessments should be planned and conducted responsibly ensuring that they do not place a burden on affected men and women, that they do not significantly disrupt self-recovery activities, and that they do not place vulnerable populations at heightened risk.
- **Inclusion of all groups:** Hold separate discussions and interviews with different groups, for example, local officials, community groups, men, women and local staff. If it is not possible to consult all groups within the community at one time, state clearly which groups have been omitted on this occasion and return to meet them as soon as possible.
- **Informed consent:** Signing a consent form during an assessment without understanding what is written does not constitute informed consent. An individual must fully and clearly understand purpose, implications and possible consequences of participating. Language barriers, low literacy and low levels of education should be considered; the purpose of the assessment may need to be explained using different methods. Factors such as intellectual or emotional maturity, high levels of stress such as post-traumatic stress disorder (PTSD), severe intellectual disability, severe mental illness, intoxication, or sleep deprivation, may make it impossible for men or women to give informed consent.
- **Working in conflict contexts:** In conflict areas, information could be misused and place individuals at further risk. Only with an individual's informed consent may information about them be shared with other humanitarian agencies or relevant organisations (see Protection Principle 1 in Sphere). This also applies to any images taken of those people, or any other media that shows or affects them.
- **Marginalisation and discrimination:** Identify which groups are marginalized and why. Assess the needs and capacities of people potentially at risk, and find out whether there are discriminatory practices that disadvantage women, girls, boys, or men in the allocation of shelter sites, rooms in collective accommodation, or access to land for housing.
- **Assessment teams:** Recruit a gender-balanced assessment team; recognize that in some cultures women can only talk to women.
- **Comprehensive data collection:** Collect qualitative and quantitative sex-and age-disaggregated information. This will help to identify the diverse needs of women, girls, boys and men of different ages and subgroups, and to identify which groups are marginalized and why, including underlying difficulties in tenure security.
- **Participation:** Consult with women, girls, men and boys of all backgrounds about their needs and priorities, including persons with specific needs. Find out whether cultural norms enable women and men to participate equally in decision making, and take positive action to enable participation. Carry out individual- and/or mixed-sex focus groups or individual interviews (see section 3.4 for further discussion about participation).
- **Safe spaces:** Conduct separate women's groups and men's groups or individual consultations in a secure setting where all individuals feel safe to contribute to discussions. Speaking openly

³³ Adapted from Inter-Agency Standing Committee (IASC) 2006. Gender Handbook in Humanitarian Action: Women, Girls, Boys and Men: Different Needs – Equal Opportunities; CARE. Emergency Shelter: Gender Mainstreaming Tip Sheet: Gender Equality in Emergency Project Design; Inter-Agency Standing Committee (2015) Guidelines for Integrating Gender-Based Violence Interventions in Humanitarian Action: Reducing risk, promoting resilience and aiding recovery; and Rule, A., Pattni, T. and R. Baron. September 2016. Good Shelter Programming: Tools to Reduce the Risk of GBV in Shelter Programmes – Trial Edition. Global Shelter Cluster Working Group on Gender-Based Violence.

may be difficult or dangerous for some men and women. Where culturally appropriate, men and women should be interviewed separately. In most cases, women, girls and other marginalised groups should be consulted in separate spaces. Talk with boys and girls separately as they are unlikely to speak in front of adults and/or doing so may put them at risk.

- **Risk:** Shelter projects are usually high value and often involve moving large amounts of materials or money. Actual or potential risks to vulnerable groups should be identified (e.g. security threats, conflict, crime, abuse, sexual and non-sexual violence and exploitation). Understanding these risks during assessments will help to identify ways to eliminate, mitigate or manage all risks to people's safety during implementation.
- **Shelter construction and use:** Find out about what the different roles of women, girls, boys and men in building shelters have been; what women, girls, boys and men do in their home/shelter; what design features do they need to carry out these tasks with dignity, safety and comfort.
- **Land and property:** Establish who owns land and property; what the laws are governing land and property ownership during displacement and return.
- **GBV and SEA:** If assessments directly or indirectly touch upon GBV or SEA, teams must have received appropriate training for researching, documenting and monitoring GBV/SEA in emergencies. Make sure discussion forums are confidential, with female facilitators for women's and girls' discussion groups, so that participants feel safe to raise GBV issues. Anyone engaged in the collection of systematic information from people who have been abused or violated should have the necessary skills and systems to do so safely and appropriately, and should be trained in the PSEA and fully understand and follow their organisation's child protection policy. If assessments directly or indirectly touch upon sexual violence, teams

must be trained in the WHO Ethical and safety recommendations for researching, documenting and monitoring sexual violence in emergencies.

- **Triangulate data:** Triangulate assessment information with information from the gender analysis.
- **Communication of results:** Put in place systems to communicate the results of assessments effectively to women, men, boys and girls in the participating communities.

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LEARN MORE ABOUT DESIGNING GENDER-SENSITIVE ASSESSMENTS:

Rule, A., Pattni, T. and R. Baron. September 2016. Good Shelter Programming: Tools to Reduce the Risk of GBV in Shelter Programmes – Trial Edition. Global Shelter Cluster Working Group on Gender-Based Violence
www.sheltercluster.org/sites/default/files/docs/gbvtoolkit-trial_edition-web_version.pdf.

Inter-Agency Standing Committee (IASC) 2006. Gender Handbook in Humanitarian Action: Women, Girls, Boys and Men: Different Needs – Equal Opportunities
www.humanitarianresponse.info/system/files/documents/files/Gender%20Handbook.pdf.

Inter-Agency Standing Committee (2015) Guidelines for Integrating Gender-Based Violence Interventions in Humanitarian Action: Reducing risk, promoting resilience and aiding recovery.
gbvguidelines.org/.

CARE International (2009) Emergency Pocketbook
www.care.at/wp-content/uploads/2016/05/CARE_Emergency_Pocketbook.pdf.

CARE Emergency Shelter: Gender Mainstreaming Tip Sheet: Gender Equality in Emergency Project Design. Available at
sheltercluster.org/sites/default/files/docs/Emergency%20Shelter-%20Gender%20Mainstreaming%20Tip%20Sheet.pdf.

3.2.1 GENDER SENSITIVE SHELTER ASSESSMENTS – DATA COLLECTION

There are a number of methods and tools that can be used to gather information at the household and community level. For more specific guidance on assessment tools and methods, see the resources listed at the end of this section. To build a gender-sensitive assessment process, consider these key issues regarding who, when, and how to assess.³⁴

Needs and capacities of crisis-affected populations change over time, so assessments should be updated as part of a programme’s monitoring system in order to ensure that interventions remain relevant and appropriate (see section 6 for information about integrating gender issues in monitoring and evaluation).

Who to assess	<ul style="list-style-type: none">• Actors providing services in the community• GBV, gender and diversity specialists• Males and females of all ages and backgrounds of the affected community, particularly women, girls and other at-risk groups• Community leaders• Community-based organizations (e.g. organizations for women, adolescents/youth, persons with disabilities, older persons)• Representatives of humanitarian response sectors• Local and national governments• Members of receptor/host communities in IDP/refugee settings
When to assess	<ul style="list-style-type: none">• At the outset of programme planning• At regular intervals for monitoring purposes
How to assess	<ul style="list-style-type: none">• Review available secondary data (existing assessments/studies; qualitative and quantitative information; IDP/refugee registration data)• Conduct regular consultations with key stakeholders, including relevant grass-roots organizations, civil societies and government agencies• Carry out key informant interviews• Conduct focus group discussions with community members that are age-, gender-, and culturally appropriate (e.g. participatory assessments held in consultation with women, girls and boys, and men, separately when necessary)• Carry out site observation• Perform site safety mapping• Conduct analysis of national legal frameworks related to gender and GBV, and whether they provide protection to women, girls and other at-risk groups

Figure 7 Key points to consider when conducting assessments, adapted from Inter-Agency Standing Committee (2015) Guidelines for Integrating Gender-Based Violence Interventions in Humanitarian Action

³⁴ Inter-Agency Standing Committee (2015) Guidelines for Integrating Gender-Based Violence Interventions in Humanitarian Action.

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FOR FURTHER GUIDANCE ON HOW TO CONDUCT ASSESSMENTS:

- IFRC 2008. Guidelines for Assessment in Emergencies
- Groupe URD, Participation Handbook for Humanitarian Field Workers
- Humanitarian Needs Assessment: The Good Enough Guide
dx.doi.org/10.3362/9781780448626
- Safeguarding Children in Emergencies
www.keepingchildrensafe.org.uk/emergencies-toolkit
- CARE's Rapid Gender Analysis toolkit for recommendations on assessment tools
gender.care2share.wikispaces.net/Gender+in+Emergencies

3.3 Needs analysis

The shelter needs analysis, based on the findings of the shelter assessments, will determine the design and implementation strategy of the shelter intervention.

The analysis should identify the main problems to address – It should describe who is affected, how they are affected, the level of access of women and men to adequate shelter, and the barriers that men, women, boys and girls face accessing shelter, livelihoods and services. It should identify who are priority groups for assistance and why, and the possible appropriate interventions to respond to the needs.

The analysis should describe gender differences between different cultural, age and economic groups. It should define how the crisis has affected the roles and power relationships between men and women.



IRAQ – ANALYSIS OF THE DIFFERENT NEEDS AND PRIORITIES OF MEN AND WOMEN


In 2015, CARE conducted a multi-sector assessment in the city of Kirkuk in the Kurdistan Region of Iraq, where at the time more than 221,000 IDPs had arrived since 2014. Shelter, livelihoods and food security were identified as priorities for the displaced population; however the analysis revealed some differences in how men and women were affected by the crisis and their priorities.³⁵:

Roles and decision making: In Iraq, women's main role is to look after their families and home, and men are primarily responsible for providing for and protecting their families. In pre-crisis Kirkuk only 12.6% of women worked, whilst more than 40% of Iraqi men reported that they do no household chores at all.

Overall decision-making usually lies with the male head of household or a male relative for female-headed households. The male head of household usually manages all finances of the household and controls the budget, deciding when to make purchases. For most Iraqi women, decisions about accessing medical services or taking longer journeys usually require a man's permission. Widows reported more decision-making power than other women.

Changes in roles and decision making: Because of security concerns men were less able to leave the home resulting in more women, girls and boys going out. Displaced women in Kirkuk reported making many decisions related to the home, food, children, and local trips to visit neighbours or relatives.

³⁵ CARE April 2015 Multi-Sector Needs Assessment, Kirkuk City, Iraq



Iraq – Analysis of the different needs and priorities of men and women (continued)

Priorities for men and women: The first priority for women is shelter, as dwelling conditions have led to life-threatening situations. For men, it is livelihoods. Those different prioritisations underline traditional roles, with men being the “provider” for the household and women’s focus being towards the home. Protection/safety/security was the priority ranked the lowest by male respondents, whereas it is a key priority for female respondents, especially when they are hosted IDPs or host families.

Vulnerability perceptions for men and women: Female respondents identified pregnant and lactating women amongst the most vulnerable groups, as they are at risk of limited access to pre-and post-natal care and particularly suffer from food insecurity. Male respondents identified single/widowed women as the most vulnerable, as this group is traditionally thought of as being at risk – female-headed households are likely to have fewer financial resources than other households and are at greater protection risks due to the absence of a male figure.

Overcrowding: 70% of respondents reported that families shared a room in their building, 90% said there were no separate rooms for female and male inhabitants in their housing. Women mentioned that families often share a room with a variety of others, including polygamous families, extended family, neighbours, and strangers. As GBV aggressors tend to be relatives or friends, overcrowding and lack of private space increase protection concerns for these women and girls. This situation may also increase stress on women and girls, since they lack space to bathe, change clothes and remove their veil.

Protection: Women and men reported high levels of psychological trauma related to the conflict and to displacement. Qualitative research highlighted child labour, physical violence against children and intimate partner violence. Family separation has left children potentially exposed to exploitation and abuse. An estimated 9% of the country’s women are widows; older women have specific vulnerabilities especially if they are also female-headed households. Furthermore, polygamous households are quite common (12%). Social norms appear to prevent women from living without men, leaving female-headed households particularly at risk of violence.

Thermal comfort: concerns were raised regarding the lack of air conditioning in their current shelter. Considering the levels of overcrowding, sharing with other families and strangers and the need for women to wear a veil, this was a critical concern for the summer months when temperatures can reach 43 degrees.



3.4 Participation

“The participation of disaster-affected people in decision-making throughout the project cycle (assessment, design, implementation, monitoring and evaluation) helps to ensure that programmes are equitable and effective.”³⁶

Shelter programmes that engage local people and facilitate meaningful participation will be better equipped to prioritise the needs of families and communities, and thus to deliver an effective response. More than this, participatory activities can be a path towards the goal of gender equity and

equality. By engaging men and boys, encouraging women and girls to take part in decision-making, and providing opportunities for participants to take on new roles and learn new skills, shelter projects can maximise their potential as gender transformative programmes.

Participatory activities in a gender sensitive programme can ultimately be gender transformative. For example the participation of women on a committee created to determine contents of the household NFIs may indirectly lead to new recognition of women as leaders in the community.

³⁶ The Sphere Humanitarian Charter and Minimum Standards in Disaster Response Common Standard on Participation

Women and girls often face constraints that affect their ability to access public spaces and to contribute in decision making processes. If they are not recognized and addressed appropriately, these obstacles can restrict women's ability to participate in the shelter programme.

Obstacles to meaningful participation

Some of the barriers to participation that women and girls face include:

- Fewer opportunities to take part in decision-making; limited understanding of the importance of and their right to participation.
- Having decisions made on their behalf by another member of the household, who may not fully understand their rights, needs, and desires. Where men occupy the role of head of household, women may have limited control over assets including property, and may not be able to express their preferences, opinions or concerns.
- Compared to men, women are more likely to have lower literacy rates and language skills, affecting their ability to communicate with shelter staff or authorities
- Restrictions on their ability to participate in activities outside of the home
- Household responsibilities – child care, care of elderly relative, and other domestic duties that can limit their time, mobility, and consequently their ability to attend decision-making gatherings.
- A lack of safe, reliable, and affordable transportation can prevent women and girls from being able to attend meetings.
- In some cases, the way consultations are conducted (e.g. in public gatherings) may prevent some groups from voicing their opinion. Even when men and women are consulted, some groups may not feel confident to voice their specific needs or preferences, or may worry that if they criticize a design they may be denied support.

Key actions to ensure equitable and meaningful participation across the project cycle:³⁷

- Consult local and national governmental organizations on the longer-term design of gender-sensitive programmes
- Provide information about the programme in ways that can be easily accessed to affected women and men of all ages, and give them the opportunity to comment during all stages of the programme cycle. Communicate information about the programme clearly and using appropriate means. Make the “right to participate” and the importance of equal participation known.
- Make sure that programmes are based on the willing cooperation of the affected population. Providing women and men with opportunity to choose to be part of the decisions or activities that affect them.
- Ensure that groups, activities, trainings, and workshops include a balanced representation of women and men, with representation from community and local groups and networks such as youth and women's organizations and other collectives
- Maximize the use of local skills and capacities in programming, including those of women and young people
- Design mechanisms to reach those in the community who may typically be marginalised, such as age-and gender-specific meetings, or outreach for those who may have problems accessing services.
- Establish mechanisms that allow all sections of the affected population to give their input and feedback (see section 6.5 for more about participation in monitoring and evaluation).
- Make meetings easier to attend and encourage participation by providing sanitation facilities, childcare, and food and drinks in meetings that interrupt meal times or are scheduled to last several hours.

³⁷ IASC, 2006. Gender Handbook in Humanitarian Action.

- Hold meetings in safe and accessible locations.
- Provide transportation stipends or create a community plan of transportation that will allow women to participate in all meeting and activities safely
- Choose appropriate locations; for a mixed-gender group, identify locations where both men and women can participate, including those from various ethnicities and religions, such as public spaces like a town square, a municipal building, or a community centre.
- Find out times when women are most available and when men most available. Design the consultation process around the schedules of women and men. For example, consultations can take place around market days or by a river when women or men go to wash their clothes in groups, or later in the day after people finish their work.
- House-to-house consultation can be a way to include groups who have mobility challenges.
- In households that include multiple families or multiple generations, ensure all members of the family are consulted so that all of their needs are taken into account. Similarly, in polygamous households, consult with all the wives and children.



AVOID OVERBURDENING WOMEN

Participation requires time and effort, which can add to the burden of women who may already be encumbered with other duties. Efforts to ensure equitable participation of women should be balanced by an awareness of the potential negative impact of increasing this burden, which ultimately could worsen stress, trauma, and physical illness caused by the initial disaster.³⁸ Shelter practitioners should avoid what is often called the “feminisation of responsibility”, or placing an unfair amount of responsibility on women in the post-disaster period. Often, women begin to take on all roles in society post-disaster—the “productive role” of earning household income, the “reproductive role” of managing all domestic and household duties such as child rearing, cleaning, and cooking, and the “community role” of participating in all decision-making and action oriented groups and activities related to the shelter response.

Key actions to avoid overburdening women:

- Hold related meetings in the places where women are most likely to be – a shady spot by the river where women wash clothes, a store at the market where women sell goods and food.
- Ask women about when the best times for meetings and distributions would be to accommodate their needs – what are the specific days that do not conflict with market days? When are the times during the day when they must be at home?
- Set up rotational systems of leadership and participation for women that gives voice to those who cannot be physically present.
- Provide vouchers for construction or repair labour to women and others who are unable to physically participate in shelter construction.
- Engage men and boys to take on more household responsibilities.
- Provide childcare at meetings and distributions as women are disproportionately tasked with caring for the elderly and young.

³⁸ Bradshaw, Sarah and Maureen Fordham. 2013. Women, Girls, and Disaster



3.4.1 ENGAGING MEN AND BOYS

Below are some ways of engaging men and boys that have been used in other sectors, such as sexual and reproductive health, education, nutrition, and food security and/or by other organizations. These could all be adapted by shelter programmes.

- **Supportive men** Conduct a rapid assessment through focus groups and informal conversations in the community to identify “supportive men”. These are men who support their wives, sisters, or daughters in non-traditional ways, such as with cleaning, cooking, or supporting their business ventures. These supportive men could be encouraged to champion these behaviours in areas where there is resistance to female participation in shelter activities. They could go door-to-door with the shelter workers or hold meetings with other men. As with any individual who challenges social norms, these men and boys would need the support of the programme to manage any opposition that they might face.
- **Social Analysis & Action** Adapt as needed and use gender awareness activities found in CARE’s Social Analysis & Action (SAA) guide during all shelter related meetings with the community. CARE developed SAA as an approach for working with communities through regularly recurring dialogue, including with CARE’s own staff, to address how their social conditions perpetuate their health challenges. In this way, SAA sought

to enable communities to identify linkages between social behaviours and health and then determine how to address them. Although originally applied to the health sector, the tools are applicable to the social conditions that prevent many, particularly women and other vulnerable groups discussed throughout this guide, from enjoying their right to adequate housing. The full SAA manual can be found here.

- **Gender transformative dialogues** Use shelter discussions to challenge stereotypes. In assessments and community consultations, ask men questions about the household tasks that would normally be posed to women – for example, what children eat, how long it takes to prepare food, what is the typical amount of time it takes to collect water. Use these discussions to encourage men and boys (in separate consultations) to reflect on what their wife, mother, or sister does with their time. The impact of this approach can be investigated through the programme’s monitoring and evaluation activities, through focus groups with these men about the experience of having to answer those types of questions, and whether it led them to do anything different at home. Document all gender sensitisation conversations with boys and men during the course of regular shelter programming and keep track of anecdotal information received about possible changes because of this work.



CARE RESOURCES ON ENGAGING MEN AND BOYS AND EXAMPLES OF CARE'S DOCUMENTED EXPERIENCE ENGAGING MEN AND BOYS IN OTHER SECTORS:

- CARE's Gender Wiki: Engaging Men and Boys
- The Hidden Half of Gender Equality Work: Engaging men and boys in food and nutrition security
- Engaging Men and Boys for Gender Equality Series: Lessons Learnt



USEFUL TOOL: RESOURCE ACCESS ASSESSMENT

This participatory technique provides insights into how access to and control of domestic and community resources varies according to gender. The technique can be used as part of a group discussion involving both men and women, if appropriate, or in gender-specific groups.

Tools:

- Three large drawings of a man, a woman, and a couple
- A set of cards showing different resources and possessions owned by people in the community (e.g. house, land, furniture, currency, livestock, bicycle)

Participants assign the resources to the man, woman, or couple, according to patterns of ownership (rather than use) in their community. The process helps to raise awareness about access and control of resources, and can be used to discuss who benefits from this access.³⁹

³⁹ CARE's project design handbook, 2002. Richard Caldwell. From the World Bank Participation and Social Assessment: Tools and Techniques 1998

3.5 Gender in shelter programme planning and design

The gender analysis and assessments will have identified key issues that will need to be considered in programme planning and design. As well as enabling the design of an effective, gender sensitive shelter programme, using the gender analysis and assessments to inform programme planning will enable project staff to identify possibilities for making the shelter intervention as gender transformative as possible.

Alternative programme proposals can be critically evaluated according to their potential impact on women, girls, boys, and men, and whether and to what extent they likely to have a broader impact on gender equality. This process should also highlight potential risks, areas that need further consultation or consideration, and activities or decisions that may have unintended consequences. The following example illustrates an evaluation of two proposed shelter responses to a crisis.

The Crisis

- An earthquake destroyed or damaged many homes that the local population were renting.
- Most rental units were destroyed or have been damaged.
- Most damaged homes are in informal settlements with limited access to services.
- A large number of urban households remain in self-settled camps unable to find or afford rental accommodation.
- Many households have been displaced multiple times, resulting in a breakdown of traditional community structures and support mechanisms.



Issues to consider	PROPOSED INTERVENTION 1 <ul style="list-style-type: none"> • Increase the number of rental units be by repairing damaged houses in exchange for free rental period for displaced households 	PROPOSED INTERVENTION 2 <ul style="list-style-type: none"> • Improve governance in informal settlements • Strengthen links to government structures through improvement of infrastructure in informal settlements
Community support	<ul style="list-style-type: none"> 🎯 The option to repair damaged homes was proposed by some displaced households during assessments. Displaced women in particular mentioned relatives and friends who had returned to damaged homes in neighbourhoods, who could make rooms available for them if the house was repaired. 	<ul style="list-style-type: none"> 🎯 Similar initiatives to improve infrastructure exist in other areas, municipality is keen. ⚠️ Residents worry house improvements may lead to taxation, particularly affecting men and women without reliable income
Sustainability	<ul style="list-style-type: none"> ⚠️ It is unknown if families will be able to continue to rent after the free period ends. Women head of household in particular who have unreliable, informal or no income, and households with high dependency ratios may not be able to pay rent. 	<ul style="list-style-type: none"> ⚠️ If the municipality and community is not involved in maintenance of infrastructure, the responsibility for maintenance of infrastructure may add to the burden of women or men.
Links to other CARE interventions	<ul style="list-style-type: none"> 🎯 Economic empowerment, especially for marginalized women with less income earning opportunities; facilitates inclusion in education for out-of-school children. 	<ul style="list-style-type: none"> 🎯 Integrated programming can address multiple obstacles to adequate housing in informal neighbourhoods, for example: regularization of land ownership and rental agreements to reduce risk of eviction, infrastructure and disaster risk reduction activities to make the location safer and increase access to services, enhancing women's participation in community decision making.
Opportunities to empower women and girls	<ul style="list-style-type: none"> 🎯 Women in management roles, and in supervision of the works. Supporting diversification of income for female homeowners (rental units). Recognized rental agreements, security of tenure. 	<ul style="list-style-type: none"> 🎯 Participation in decision making on public affairs, better infrastructure reduces the burden on women.
Protection risks (including GBV)	<ul style="list-style-type: none"> ⚠️ Risks of abuse or exploitation in rental units and eviction threats, especially for women and girls. Despite rental agreements tenants may be forcibly evicted, or owners may increase rent prices. Lack of mechanisms to enforce rental agreements or to access legal representation. 	<ul style="list-style-type: none"> ⚠️ Exposure to harassment from authorities, particularly affecting women and girls 🎯 Better relationship with authorities, reduced risk of eviction, improvement of isolated, dark and dangerous areas. Integrated programming may include protection and GBV reduction initiatives
Changing social norms related to gender	<ul style="list-style-type: none"> 🎯 Some opportunities to reduce gender inequalities in the control of assets, decision making at household level. 	<ul style="list-style-type: none"> 🎯 Greater participation in public sphere for women

Figure 8 Programme design: Evaluating proposed interventions

Key	<ul style="list-style-type: none"> 🎯 Opportunity ⚠️ Threat
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3.5.1 DEFINING PROGRAMME GOALS AND OBJECTIVES

Programme goals and objectives

The **programme goal** of a shelter intervention should aim to meet the specific needs of women, girls, boys, and men, and to contribute to CARE's longer term goal of gender equality. Shelter programmes can look to goals defined in CARE's long range strategic plans for guidance, for example:

CARE Pakistan: by 2026, 28 million marginalized women are making choices that reduce vulnerability and affect their lives positively. These women will have control over productive assets and exercise their rights in formal and informal decision-making process at all levels.

CARE Kenya: by 2030, women and girls in Kenya will be self-reliant, have a sustainable, high quality of life and fully realize their rights.

Tackling structural issues and entrenched gender inequalities through shelter programming may seem a formidable task. However shelter programmes can contribute to these long-term goals by focusing on selected issues that affect gender equality, and by working to stimulate community-wide behavioural change and introducing or reinforcing positive social norms. Using the gender analysis and needs assessment, shelter programmes can identify goals that aim to meet urgent needs and also have a transformative effect. When selecting which gender equality issues to focus on, a programme might consider:

- Does the issue impact women and men's equality of opportunity to access shelter and/or enjoy equal rights to shelter and housing?

- Has the issue been identified in other CARE programmes or government initiatives? For example, the rights of a particularly marginalized group of men or women?
- Is there potential for CARE and partners to continue working with the target population and/or the issues after the shelter programme ends?
- If resolved, which issues would make the most significant contribution to solving the underlying problem and/or ensuring equal rights and access to shelter for men and women?
- Are the issues identified a priority for the men and women affected?
- Is there potential for partnering with other organizations from the start? Particularly organizations advocating for the rights of women, or providing legal assistance particularly where gender might hinder men or women's specific access to legal protection mechanisms?

Furthermore, shelter programmes must work with other sectors, especially longer-term programmes that may be able to continue and build on positive outcomes.

Objectives describe the expected changes in individual behaviours or organizational systems (outcomes) resulting from an intervention. Shelter programmes should ensure that objectives are explicitly related to and reflect the findings of the gender analysis and gender-sensitive assessments, including the specific needs of women and girls.

Programme goals and objectives should avoid being "gender blind" – paying insufficient attention to how the intervention will respond to the needs of women, girls, boys, and men. Gender equality is an end in itself – it should be reflected in the goals and objectives of all programmes.

When developing programme objectives, consider the following key questions; many of these questions should be asked in the design stage, and then revisited during implementation:⁴⁰

⁴⁰ The questions combine abstracts from World Bank Gender and development training manual info.worldbank.org/etools/docs/library/192862/index.html and Naila Kabeer (1994), *Reversed Realities, Gender Hierarchies in Development Thought*, pp. 302-303.

Anticipated effects:

- Will the programme reduce women's access to or control of resources and benefits?
- What will be the effects on women and men in the short and longer term? How are those effects different and where might they create negative impacts for one group or the other?
- Will the project bring about changes in the gender division of labour and workload reduction or increase for either women or men?
- Will it bring about increased access to and control over resources for women as compared to men or vice versa?
- Will it bring about increased influence in decision-making at household, community and society levels for women?
- Will it increase organisational capacity for women and representation of women's interests in women only and mixed (women and men) organizations?
- Can it increase self-esteem of women and positive changes in the images of women in society?
- Can it decrease violence against women (including safe mobility)?
- Can it increase self-determination of women over their body, reproduction and sexuality?

Impact on women and men's activities:

- Does the project affect the productive, reproductive, socio-political roles of women or men? And, if so, how? Are all of the effects positive or is there the potential for unanticipated negative consequences?
- Does the planned activity challenge the current gender roles associated with that activity (for example income generation or construction) and related inequalities (for example discrimination of women in the construction industry) If so, is this feasible, and what positive or negative effects would there be on women and/or men?
- If it does not change, is this a missed opportunity for women's or men's roles and changing any associated inequalities?

Impact on women's and men's access and control:

- What resources or benefits are being made available through this intervention? Who is likely to have access to these resources, who is likely to manage them, and who is likely to control them?
- Would this result in extra responsibilities for either women or men? If so, are extra resources being made available to match them? And, if not, how does this affect their lives and work – both positively and negatively?
- How will each of the project components affect women's and men's access to and control of resources?
- How can the project design be adjusted to increase women's access to and control of resources and benefits?
- Who is likely to lose from this intervention (which men and which women)?
- How can the project design be adjusted to decrease resistance and/or potential backlash from those men and/or women who might lose from this intervention?
- What kind of resistance is the project likely to meet – from women and from men – and how can they be dealt with?
- Can increasing women's access and control led to a decrease in men's access or control and could this inadvertently trigger GBV as those losing power seek to regain it?

Defining the goals of a shelter programme entails analysing the causes of the problems that have been identified in the analysis and assessments, and identifying outcomes that may be desired. The following three examples show how the degree to which gender issues have been integrated into the analysis of underlying causes can lead to different outcomes and interventions.

THE PROBLEM: The majority of IDPs who are renting are at risk of eviction.

GENDER BLIND

The analysis does not take into account that the circumstances of men and women are different. The causes identified are the direct causes of the problem, but not the underlying causes. As a result, the interventions are gender blind.

Causes

- IDPs are vulnerable and easily exploited by landlords.
- IDPs are less likely to have stable income sources

Consequences

- IDPs are likely to live in poor quality accommodation with a lack of tenure security, leading to frequent evictions and relocations.

Desired outcomes

Possible interventions to address the causes, mitigate the consequences, and achieve the outcomes

IDPs have adequate housing

Rental agreements will establish minimum standards for accommodation addressing privacy, security, water, sanitation and heating.

Landlords will be given cash grants to upgrade accommodation.

Households have greater tenure security

Legal assistance will be offered to heads of households and landlords to establish fair rental agreements.

Households have access to income generating activities

So they are able to generate a more sustainable income, IDPs will be given training and support to find employment, and urgent cases will receive cash grants or cash-for-work.

GENDER SENSITIVE

The analysis identifies differences in women's and men's circumstances. However, the causes identified are the direct causes of the problem, but not the underlying causes. As a result, the interventions only address these direct causes and are unlikely to be transformative. For example, by not identifying the childcare burden or harmful coping mechanisms affecting children there is no intervention that address these issues. This would be a gender sensitive, or possibly responsive, programme.

Who is most affected

Female-headed households (FHH) (approximately 60% of the affected population)

Causes

- IDPs are vulnerable and easily exploited by landlords.
- FHH are less likely to have a rental agreement
- IDPs are less likely to have stable income sources. This is even more the case for female headed households
- Social stigma around single mothers

Consequences

- IDPs are likely to live in poor quality accommodation with a lack of tenure security, leading to frequent evictions and relocations.
- FHH are twice as likely to move from one location to another within three months
- FHH are more likely to live in substandard conditions.

Desired outcomes

Possible interventions to address the causes, mitigate the consequences, and achieve the outcomes

Women, men, girls and boys have adequate housing

Rental agreements will establish minimum standards for accommodation addressing privacy, security, water, sanitation and heating and the specific needs of men, women, girls and boys.

Landlords will be given cash grants to upgrade accommodation.

Households, including female-headed households, have greater tenure security

Legal assistance will be offered to heads of households, in particular single women, and landlords to establish fair rental agreements. Both male and female lawyers will be available.

Women and men, including single-parent households, have access to income generating activities

So they are able to generate a more sustainable income, single women will be given training and support to find employment, and urgent cases will receive cash grants or cash-for-work.

GENDER TRANSFORMATIVE

The analysis identifies differences in women and men's circumstances. The causes and consequences address root causes and not just the direct causes of the problem. They also look at the gender-specific consequences in detail.

Who is most affected

Female-headed households (FHH) (approximately 60% of the affected population) are disproportionately affected and suffer worse consequences than most other groups.

Causes

- IDPs are vulnerable and easily exploited by landlords because they do not have access to normal support networks, have limited funds and many do not know their rights or have necessary papers.
- Because of cultural and social barriers, reduced power in society, and a lack of understanding/acknowledgement of women's rights, FHH are less likely to have a rental agreement in place.
- IDPs are less likely to have stable income sources. This is even more so for FHH because of stigma around women working and because of childcare burden.
- Because of social stigma around single mothers, FHH are less likely to be offered good quality accommodation and are more likely to be evicted.

Consequences

- IDPs are likely to live in poor quality accommodation with a lack of tenure security, leading to frequent evictions and relocations.
- FHH are twice as likely as male headed households to move from one location to another within three months.
- FHH are more likely to live in substandard conditions.
- Single mothers are more likely to resort to harmful coping mechanisms, such as sexual favours, sending their children to work or early marriage of daughters.

Desired outcomes	Possible interventions to address the causes, mitigate the consequences, and achieve the outcomes
Women, men, girls and boys have adequate housing	Rental agreements will establish minimum standards for accommodation addressing privacy, security, water, sanitation and heating and the specific needs of men, women, girls and boys. Landlords will be given cash grants to upgrade accommodation.
Households, including female-headed households, have greater tenure security	Legal assistance will be offered to heads of households, in particular single women, and landlords to establish fair rental agreements. Both male and female lawyers will be available. Communication materials will be used to explain women's rights to single women and to landlords. Training will be given to local government officials and police to ensure they understand women's rights and why it is important they are able to exercise them.
Women and men, including single-parent households, have access to income generating activities	Single-parent households will receive cash assistance to enrol their children in school or provide childcare so they are able to work. So they are able to generate a more sustainable income, single women will be given training and support to find employment, and urgent cases will receive cash grants or cash-for-work, Partnering with local women's groups, single women will be supported to undertake collective income generation activities and form cooperatives to improve their income security.

3.5.2 PROGRAMME ACTIVITIES AND OUTPUTS

When defining a programme's activities – the intervention itself – and outputs – what the programme aims to achieve in the short term as a result of its activities – consider the following questions:

- Are there activities specifically designed to address challenges to accessing resources?
- Does the programme include activities that aim to enhance participation in decision-making?
- Are there activities that address the different areas of intervention identified in CARE's women's empowerment framework: agency, relations, structure?
- Which specific outputs result from activities specifically target women? Which to men? Which to both?
- Which specific outputs are generated by activities that address women and/or men's individual needs, opportunities, priorities, capacities and/or choices? (agency)
- Which specific outputs results from activities designed to change unequal decision making, participation, access or control of resources between women and men? (relations)
- Which specific outputs are produced by activities designed to improve women or men's capacity to engage with the institutions, structures, authorities, etc. that govern them? (structure)

The inputs and indicators that are also usually identified in a programme's logframe are discussed more fully in section 4 (resource mobilisation) and section 6 (monitoring, evaluation, accountability and learning).

3.6 Targeting

Targeting is the process of identifying groups of people who may benefit from a shelter intervention. At a minimum, targeted populations should be disaggregated by sex and age. Use the gender analysis and assessments to define target groups. Targeting criteria in a shelter programme will be based on an understanding of the programme's specific context; the gender analysis and assessments will reveal the levels of vulnerability of different households, and of women and girls within those households.

Why disaggregate? Using generic terms like displaced population, families or households can obscure the different needs of the women, girls, boys, and men within those groups.

Use appropriate terms that reveal differences within the sex disaggregation – for example “single female heads of household of reproductive age”, “single male-headed households with high dependency ratios”, “male and female tenants living below the poverty line”. When defining the targeted groups to this level of detail be careful not to create or reinforce stigma, or use labels that have the potential to cause offence.





Make sure that the targeting and selection criteria reflect an understanding of:

- who is affected (women, men, boys, girls, elderly women, elderly men)
- who needs protection and how
- who has access to what assets and services, and what prevents access
- how different groups cope; what capacities each group has
- whether women and men participate equally in decision-making

Targeting criteria must be clear and disseminated to the affected population and local authorities in language and formats that are easily accessible, and must justify the prioritisation or exclusion of specific groups of men and women.

Do no harm: Targeting mechanisms should by no means undermine the dignity and security of individuals, increase their vulnerability, or exposure to exploitation or abuse. Targeting of women and girls should not result in the exclusion or marginalization of men and boys. Groups of men and women should be consulted separately to identify any negative impact of targeting criteria and possible mitigation measures. Programmes must monitor any obstacles to safe and equitable access to assistance, particularly for those men and women that risk being excluded.

For a programme to be gender transformative, targeting women in shelter activities may not be enough.

Traditional gender roles may be challenged if women engage in certain activities such as training, community-based early warning systems, or managing the construction of their own homes. Nevertheless, this may sometimes be temporary effect that does not automatically lead to a longer-term change in gender relationships. For example, training women in carpentry can provide them with new skill and potentially some income diversification, but the longer-term impact of this may be limited if control over resources such as tools, cash, land and property remains with male members of the family.

Targeted activities are more likely to be gender transformative if they are enhanced by longer term interventions that address underlying issues such as control of assets or joint decision-making.

Addressing gender equality doesn't mean working only with women – it means working with women, girls, boys and men to enable women's potential to the benefit of society as a whole. Working with men and boys is a key component of a good shelter programme. See sections 2.4 and 3.4.1 for more information about the importance of working with men and boys.



IDENTIFY-COORDINATE-REFER – MINIMUM STEPS TO SUPPORT WOMEN OF REPRODUCTIVE AGE

UNFPA estimates that in crisis situations, one in five women of childbearing age is likely to be pregnant.⁴¹ The risks surrounding pregnancy and childbirth increase during crisis as reproductive health services such as natal and neo-natal care collapse exposing women to an increased risk of life-threatening complications. Without access to family planning, and with increased risks of sexual abuse and exploitation women are exposed to unwanted pregnancies and to HIV or other sexually transmitted infections.

Shelter programmes have direct access to households and almost always collect data identifying women of reproductive age and pregnant women who may be in need of sexual and reproductive health (SRH) support. Use this disaggregated data to coordinate with other CARE programmes or other organizations providing SRH services and where appropriate support them by providing referrals in the communities where interventions are implemented.

Positive Deviance – This concept proposes that in every community or group there will be male and female individuals who demonstrate positive behaviours or coping strategies that differ from the local norms. This concept can manifest in different ways: In patriarchal societies, some men despite their expected role as decision maker in the household may make decisions jointly with their partners; in areas where open defecation is the norm, some men and women may use or want to use latrines; men and women may refuse to send their children to work or beg to supplement income; etc.

Using a positive deviance approach means focusing on the positive behaviours and working with men and women to amplify them. In other words, it highlights that the community itself already has found and applied the solution to the problems (e.g. poor construction techniques, open defecation, gender-based violence, etc) and places emphasis in providing ways to support and encourage others community members to adopt or copy them.

It is important to recognize that in some cases, those men and women who behave differently from the norm may feel pressured by their peers to change their behaviours or reluctant to publicly acknowledge them for fear of ridicule or tensions. Programmes using a positive deviance approach should identify these individuals and the behaviours and support them to be champions of change in their community.

⁴¹ www.unfpa.org/emergencies

3.7 Identifying and responding to unintended consequences

Despite their purpose as facilitators of positive change, humanitarian programmes can have unintended consequences that negatively affect the people that they aim to support. This can be due to incomplete consideration of the context in which the programme is operating. To avoid any negative consequences of an intervention only coming to light during monitoring and evaluation – at which point it may be too late to make constructive changes to the programme – potential negative effects need to be identified during the planning stage of a project.

Careful consideration of key issues that have been revealed by the Gender Analysis and gender-sensitive assessments can help to identify potential unintended consequences.

Once any potential negative effects have been identified, necessary changes or mitigation measures can be included in the programme design. A well-designed monitoring and evaluation system (see section 6.2) will include a mechanism to gather feedback from beneficiaries and other stakeholders, and can be used to assess periodically and monitor whether there have been (or are likely to be) any unintended consequences of the intervention.



INDIA – UNINTENDED CONSEQUENCES

Beneficiaries in Amaragiri, India, reported that CARE's support, through relocation and housing, had greatly improved their lives and opportunities. Women and men said that they had better access to health facilities, education, and improved livelihood opportunities. However, women also reported that the relocation had given access to alcohol, sold by inhabitants of the original village. Women said that this caused increased spending by men, and that they were afraid of the possible financial consequences of alcohol addiction. It had also led to an increase in domestic violence against women. They explained that there was tension with the other community in Amaragiri as a result, and that they had tried to negotiate with the alcohol sellers, but couldn't resolve the situation.



FOR DETAILED INFORMATION ABOUT ADDRESSING GBV IN SHELTER AND RELATED PROGRAMMING:

- IASC. 2015. Guidelines for Integrating Gender-Based Violence Interventions in Humanitarian Action gbvguidelines.org/
- CARE, 2014 Guidance for Gender Based Violence (GBV) Monitoring and Mitigation within Non-GBV Focused Sectoral Programming www.care.org/sites/default/files/documents/CARE%20GBV%20M%26E%20Guidance_0.pdf
- Rule, A., Pattni, T. and R. Baron. September 2016. Good Shelter Programming: Tools to Reduce the Risk of GBV in Shelter Programmes – Trial Edition. Global Shelter Cluster Working Group on Gender-Based Violence www.sheltercluster.org/sites/default/files/docs/gbvtoolkit-trial_edition-web_version.pdf



PRACTICAL ACTIONS TO MITIGATE GENDER BASED VIOLENCE

While it is beyond the scope of these guidelines to provide a comprehensive overview of all aspects of GBV interventions during emergency shelter programming, below are some basic steps that should be taken to ensure GBV is addressed in shelter programming:⁴²

- Engage influential leaders, male and female beneficiaries, and other key stakeholders, whenever possible, in confidential dialogues. Ask questions about how people are reacting to the interventions and whether anyone is reporting risks, threats, or violence as a result of project activities. For example, ask if women or men (or boys versus girls) are dropping out of the project more quickly, or if it is more difficult to recruit men over women or vice versa. If there are differences, find out why and ask what changes could be made to remedy those issues – for example, more community level advocacy or household level discussions, or different ways to channel resources.
- Monitor changes in staff attitudes, skills and behaviours, as staff members might undergo transformations themselves. These changes can occur because of new exposure to gender-related issues that are being addressed in the programme, or due to GBV-related issues, which the programme is now addressing. Male and female staff need to feel safe and they need resources to turn to in order to deal with their own emotional well-being and threats to personal safety.
- Avoid inadvertently encouraging GBV by ensuring a gender analysis is undertaken to inform what assistance should be given to who and how it should be distributed.
- Unless otherwise justified by a gender analysis, shelter projects should avoid forcing people to share beds and bedding. This requires that each person has their own bedding and sleeping mats or mattresses.
- Establish a safe and confidential mechanism for reporting GBV within the project. This mechanism should exist in a country office's standard operating procedures.
- Provide all personnel who engage with affected populations with written information about where to refer survivors for care and support by carrying out a capacity assessment and mapping of GBV service providers in the area (e.g. medical, psychosocial, legal, security, and emergency shelter).
- Locate safe emergency housing and/or female friendly spaces for survivors or those at risk of GBV.
- Train all personnel who engage with affected populations specifically on GBV, sexuality, and psychological first aid. This should include how to supportively engage with survivors and how to provide information in an ethical, safe and confidential manner about their rights and options to report risk and access care.
- Incorporate GBV messages into shelter-related community outreach and awareness-raising activities. For example, shelter practitioners can partner with protection and sexual and reproductive health colleagues to conduct mini-discussions during the various trainings and community meetings. Small business cards that list phone numbers to call or organisations with addresses to visit should they be victim of GBV or in case they meet someone who is a victim of GBV. These cards could also simply be given to all female beneficiaries explaining that are receiving it in case they know someone who is being abused. Even if you suspect that a person is a victim, sometimes addressing it indirectly is safer for them.

⁴² IASC. 2015. Guidelines for Integrating Gender-Based Violence Interventions in Humanitarian Action; CARE, 2014 Guidance for Gender Based Violence (GBV) Monitoring and Mitigation within Non-GBV Focused Sectoral Programming

3.8 Integrating with other sectors

Shelter programmes cannot work in isolation. A house without water supply, sanitation and access to livelihoods and services cannot be an adequate home. Shelter programmes must be designed to integrate with other sectors to maximise their ability to address gender-specific needs.



INDIA – HOUSING AND WASH REHABILITATION PROJECTS

CARE conducted a study in 2015 to evaluate the long term outcomes of ten post-disaster shelter programmes in India. Households affected by the 2004 Indian Ocean tsunami and the 2009 Andhra Pradesh flood response were supported with housing, toilets and hand pumps as part of shelter and housing interventions. Generally in the women’s focus groups there was a consensus that the houses have been a great support for the community, and are a big improvement on the traditional houses they had prior to the disasters.

The vast majority of respondents felt that the project had addressed the WASH needs of women and girls, especially because almost none had toilets before the tsunami. However, the programme did not sufficiently take into account social norms during the design and provision of WASH infrastructure and this influenced the success of the project.

Many of the women reported that as long as the toilet was constructed outside the house (with its own entrance) it was used and allowed them to save time when compared to the previous practice of open defecation. Indoor toilets built in some villages were considered unhealthy and not in keeping with their traditional sanitation practice, so most had been converted into prayer-rooms or kitchens instead, and men and women resumed the practice of open defecation. Women and girls, concerned with security and privacy in their sanitation practices, mentioned that they were using the toilets at night and during menstruation.

Some women in the community preferred to use the indoor toilets, but community pressure forced them to revert to open defecation. They also noted that they received no education or support on using the toilets, and faced with significant pressure from their families and the wider community had no option but to move back to unsafe practices. The programme failed to identify these cases and did not provide any support to change behaviours. An opportunity was lost to support the women who were champions of change.



JORDAN – GOOD GOVERNANCE IN CASH FOR RENT SUPPORT FOR SYRIAN REFUGEES

Whilst CARE's Inclusive Governance teams often ensure the participation of women, most often through targeted consultations with women and women's groups, they also address women's leadership roles in decision-making. The key distinction is about deliberately shifting power toward women at various levels, and identifying structures and channels through which women tend to ask for things. These structures often mask women's needs as they are channelled through the leadership of men.

In work with Syrian refugee populations living in Jordan, CARE's Inclusive Governance team has developed a response programme that entails setting up and working with refugee community committees. These community committees have various roles, including helping to organise community events and mobilising community participation in consultations and community uptake of services. The committees support CARE and partner staff to identify vulnerable members of the refugee populations who should be prioritised for cash transfers or other benefits, or otherwise be supported through programmatic services. However, during the first phase of the programme, problems persisted with ensuring that vulnerable women (and the families of vulnerable girls) were receiving the benefits and support they were eligible for.

In Phase two, CARE has prioritised working on female leadership in the community committees as one means of establishing a more holistic view of vulnerability, understanding that men may overlook certain types of vulnerability among women and girls in their communities.



LEARN MORE

- CARE's Project Design Handbook by Rich Caldwell
- CARE The Basics of Project Implementation, A guide for project managers
- World Bank Gender and development training manual
info.worldbank.org/etools/docs/library/192862/index.html
- Naila Kabeer (1994). Reversed Realities, Gender Hierarchies in Development Thought
- EVALUATING PROGRAMMES FOR WOMEN: A Gender-specific Framework (2000 Revised Edition) Joan McLaren. Prairie Women's Health Centre of Excellence Canada
- CARE's Gender in Emergencies guidance notes: gender.care2share.wikispaces.net/Gender+in+Emergencies

4

Effective resource mobilisation

This section provides practical guidance on how best to integrate gender into shelter resource mobilisation efforts.⁴³ It includes tips for preparing winning proposals, budgeting, leveraging resources, and ensuring adequate human resources.

4.1 Preparing proposals

The proposal preparation process goes hand in hand with the assessment and planning stages of the project cycle. The gender sensitive assessment, gender analyses and gender in brief will inform the overall programme design, which in turn informs the content of project proposals. The gender in brief should be referenced in a project proposal (see sections 3.2 and 3.3 for a more detailed discussion of how to incorporate gender analysis and gender sensitive assessment into shelter programme design). The following is summary of key points to include in core sections of the proposal:⁴⁴

Humanitarian needs overview

- Overview of the needs, capacities, opportunities, and barriers for women, girls, boys, and men
- Outline of the gender-related safety risks, protection needs and rights
- Description and analysis of specific forms of GBV related to housing, land, and property/shelter
- Clear recognition and description of the vulnerabilities of women, girls and other at-risk groups in relation to accessing shelter after and during an emergency
- Clear description and analysis of gender dynamics in the household and how these dynamics affect ability to access safe shelter and related assistance during an emergency

⁴³ Section guided by IASC. 2015. Guidelines for Integrating Gender-Based Violence Interventions into Humanitarian Action. 2015 & CARE. The Basics of Project Implementation

⁴⁴ Adapted from: IASC. Guidelines for Integrating Gender-Based Violence Interventions into Humanitarian Action. 2015

Project rationale/justification

When drafting a proposal for emergency preparedness:

- Include a description that shows a thorough understanding of how contextual issues may prevent women, girls and other at-risk groups from accessing adequate shelter in their current location
- Include a strategy for cooperative learning among government, humanitarian actors, and community members on the safe design and implementation of shelter activities that promote gender equality in housing and shelter and mitigate the risk of GBV.

When drafting a proposal for emergency response:

- Include a clear description of how the planned intervention(s) will support women's empowerment and mitigate the risks of GBV for women, girls and other at-risk groups. Should the gender assessment reveal that certain women's empowerment and education initiatives could place women at greater risk of GBV, this should be explained fully here.
- Clearly explain how women will be involved in the distribution of shelter materials and how, if they are most vulnerable, women, girls and other at-risk groups will be prioritized for the allocation of shelters and why.

When drafting a proposal for post-emergency and recovery:

- Explain how the planned intervention(s) will contribute to sustainable strategies that (1) support the rights of women, girls and other at-risk groups and (2) promote the safety and well-being of those at risk of GBV, and to long-term efforts to reduce specific types of GBV.
- Describe the potential positive and negative cultural changes that affected individuals and communities may face in accessing adequate shelter and how the project will help them to cope.
- Outline clearly how the community will be involved to ensure sustainability.

Project description

- Activities should reflect guiding principles and key approaches for integrating gender-responsive work.
- Activities should illustrate links with other humanitarian actors or sectors in order to maximize resources and work in strategic ways towards sustainable women's empowerment and gender equality.
- Activities and strategies should promote and support the participation and empowerment of women, girls and groups identified as being most vulnerable or marginalized in the targeted communities.



4.2 Budgeting

Specific and budget lines must be included to ensure the intentional efforts are taken to integrate gender into shelter programming.

Staffing

Key Personnel

- Having dedicated gender technical assistance is an important part of any shelter budget, and including additional support in the staffing budget to ensure gender balance is crucial. This can be done in a variety of ways and according to availability of funds.
- Ideally, there should be at least one .25-.5 FTE (Full Time Equivalent) position dedicated to gender integration in the shelter response.
- This person could be shared with other CARE sectors in an emergency response, or share a gender in shelter specialist with another 1-2 organizations working on similar or complementary shelter-related responses.
- If the above is not possible, include a .10-.15 FTE contribution towards the Gender Advisor from one of the lead country offices to provide dedicated support.
- Complaint phone line staff will be needed if a telephone system is established to act as an anonymous complaint mechanism.
- Designated funds to ensure an equitable, safe, and effective working environment for female staff when specific cultural, security, and/or human resource contexts may limit their equal access to work.
- Ensure budgets are available to allow meaningful partnerships with local NGOs, and in particular women's groups, so they can take an active part in programmes.

Staff Training/Continued Professional Development on gender integration

Providing sufficient funds for shelter staff to building their knowledge is necessary for significant and sustainable change.

- Consider budgeting for at least one day of gender training for non-technical project staff and at least 2-3 days of gender training for technical shelter staff members each year of the project.
- The amount budgeted will depend on whether the training is external or internal to CARE. Include at least enough for one international flight, 5 days of hotel, and 5 days of per diem should an opportunity arise for participation in a global oriented capacity building opportunity for the technical shelter staff on the project.
- Staff retreats with gender as core topic can, if done in-house, be a relatively low-cost way of delivering training and enabling team discussions about how to strengthen the way programmes addresses gender. Having a one-day dedicated retreat per year would be a minimum.

See also section 4.4 for further discussion of gender training for shelter staff.

GBV It is recommended that all work on GBV is conducted by experts. If CARE is unable to provide in-house technical support in this area, an important budget inclusion will be small sub-grants to local or international partner agencies specializing in GBV. While sub-grant amounts will vary based on the scope of the work to be completed, \$20,000-\$25,000/year would be the likely minimum cost. See section 3.7 for useful GBV resources.



BUDGETING FOR CHILD AND ELDER CARE

Child and/or elder care during community consultations and meetings will require planning and inclusion in the overall project design and budget. The ratio of adult to child in a childcare situation varies depending on the age and specific needs of children: the younger the children, the more adults are needed. A limit would be 10 children per adult for younger children; 5 children per adult is a good average. Check with the local community to determine the appropriate ratio number. The gender of the responsible adult should match that of the children; if it is mixed a group of children, male and female caregivers should be present. Some type of vetting process should take place for those identified to provide childcare – for example, consulting with trusted community leaders, particularly older women in the community, and local child protection authorities. Childcare ideally will be provided onsite where the parents will be. Children who have lived through an emergency may be experiencing trauma, and will need to have easy access to their parents.

Some budgeting issues that should be considered include remuneration for caregivers in collaboration with the local community to avoid potential conflicts, consider paying an honorarium instead of regular wage, and include snacks for children in the budget.

If funds are limited, consider the following ideas that can be gender transformative:

1. Establish a children's corner in all activities or meeting sites with some toys, arts/craft supplies, or other relevant materials to entertain and stimulate children. Request at the start of meeting that men and women volunteers rotate to the children's corner to provide supervision during the meeting. This allows all adults to assume childcare responsibilities whilst also participating in the meeting. This particular approach has the possibility of being gender transformative if the facilitators ensure equitable contribution, and this is used as an opportunity to talk about the role of women and men in childcare and the importance of both women and men's voice (see CARE's Social Analysis and Action guidebooks here for more information on gender transformative dialogues).
2. Encourage the presence of children at the meeting; this could entail a simple introduction at the beginning that children's ideas are welcome, as are interruptions such as crying and yelling. Men's attendance to their children's needs can be encouraged and modelled by facilitators. Facilitators will need to be prepared to keep the meeting moving forward despite possible interruptions, and will need to be conscious of involving older children, giving them a voice about their housing. This can be done by breaking the meeting into idea-generating groups, with children grouped together to give them a collective voice.
3. Identify another organization working on psycho-social support and establish a partnership with them to provide activities during meetings.



Materials & Services

Although it is difficult to outline all possible types of material related to gender that should be included in a shelter budget, below are some ideas of possible materials that might be considered:

- Awareness posters and flyers about key messages related to HLP, GBV, and gender equality
- Special translation and adaptation services for community outreach material
- Specialized NFI hygiene kits for different sex and age range combinations
- Age-, gender-, and culturally appropriate supplies that can mitigate risks of GBV and be more inclusive and gender equitable
- Adapted retrofit construction kits that are lightweight, easy to use with picture and written instructions to be as accessible to as many beneficiaries as possible.

- Material that separate the living and sleeping spaces of men, women, boys, and girls according to needs identified during the gender assessment and according to the specific needs of a household.
- GBV referral reference cards for dissemination.
- Complaint mechanism supplies

Budgeting for participation

Consultation and inclusion require investment of resources and must be included in a project budget. The cost will vary, but depending on the context may include: child/elder care, transportation, refreshments during meetings, securing adequate spaces that meet the needs of particular groups, and security. See section 3.4 for more information about participation.

4.3 Leveraging resources

As well as writing funding proposals, resource mobilisation involves actively working to maximise human resources, supplies, and donor commitment. Below are adapted action steps from the IASC GBV Handbook⁴⁵ appropriate for project level interventions:

- Submit joint proposals with shelter sector/ cluster partners to ensure that gender has been adequately addressed in the programming response
- Explore sharing gender, GBV, and child protection staff between shelter projects from different agencies.
- Work with national cluster/sector counterparts at different levels of government to ensure that different cluster/sector programming policies and plans include strategies for on-going budgeting for gender activities.
- Collaborate with the relevant Shelter Humanitarian Coordinator to ensure that CERF/ Flash and other funding mechanisms address gender equity and equality from the start of any emergency. Promote inclusion of the IASC Gender and GBV Guidelines' recommendations in the earliest drafts of appeals by all clusters/sectors.
- Work with government to advocate with donors on the importance of providing resources for gender and GBV interventions from the start of the response—including for targeted GBV programmes, sectoral prevention and mitigation interventions and cluster/sector coordination
- Work with partners to advocate with OCHA to ensure that reference to and use of relevant IASC Gender and GBV Guidelines' recommendations is a criterion for successful funding proposals in OCHA guidance for resource mobilization
- Coordinate the pre-positioning of age-, gender-, and culturally sensitive gender-related supplies where necessary and appropriate, in collaboration with other CARE sectors or organizations working in shelter.
- Involve government to ensure that initial assessment reports—which can influence funding priorities for the entire response—include anonymized data on GBV incidents, risks, and existing services.
- Ensure full participation of the relevant government authorities such as ministries of public works, housing departments, and land registry in integrating gender equality issues, and include strategies for on-going budgeting of gender related activities.

⁴⁵ Inter-Agency Standing Committee (2015) Guidelines for Integrating Gender-Based Violence Interventions in Humanitarian Action: Reducing risk, promoting resilience and aiding recovery

4.4 Gender in shelter human resources

Making sure that gender issues are integrated into a programme is the responsibility of everyone working it. This is not the exclusive responsibility of gender focal points, specialists, or advisors. Appropriate shelter sector staffing and professional development can contribute to ensuring sound gender integration in shelter responses. Here are practical ways to make this happen:

- Provide all shelter staff with at least 1 day to complete the following gender and GBV training, and to read the important documents listed below. To ensure that this has taken place, the policy should stipulate a requirement that the shelter team leader or gender focal point will have a 30-minute conversation about these tools to discuss ideas, questions, and reflect together at the start of an appointment.
- IASC Gender in Emergencies online training course, with a specific focus on the shelter chapter.
- CARE International Gender in Shelter (this document)
- The Gender and Non-Food Items in Emergencies section of the IASC Gender Handbook in Humanitarian Action
- Gender and Shelter in Emergencies section of the IASC Gender Handbook in Humanitarian Action
- Housing, Land, and Property section of the IASC GBV Guidelines
- Shelter, Settlement, and Recovery section of the IASC GBV Guidelines
- CARE's Emergency Toolkit sections
- The job descriptions of all shelter team staff must explicitly include a responsibility to learn about and consider gender issues in their work, and to promote gender equality.
- At least one member of any given shelter team, depending on the organizational structure of teams in each country, should be designated as a gender focal point to ensure that gender sensitivity is considered in all shelter activities. Consider rotating this responsibility every 2-3 months, to promote collective responsibility for gender integration. The role of gender focal point should be that of facilitator and questioner, encouraging all staff to think strategically and practically about gender integration and opportunities for gender transformative actions.
- Provide the gender focal point with 5 minutes at the beginning of each CARE and/or partner team meeting to review a specific aspect of one of these guides, or review how gender is being integrated in programming. Even in fast-paced emergency situations, creating regular discussion opportunities like this is a good way to institutionalise learning about gender integration.
- Make sure staff, community, and field teams and local committees are gender balanced, and that they reflect the diversity within the affected community.

LEARN MORE

IASC Training: Different Needs – Equal Opportunities: Increasing Effectiveness of Humanitarian Action for women, girls, boys and men.

Inter-Agency Standing Committee (IASC) 2006. Gender Handbook in Humanitarian Action: Women, Girls, Boys and Men: Different Needs – Equal Opportunities
www.humanitarianresponse.info/system/files/documents/files/Gender%20Handbook.pdf.

Inter-Agency Standing Committee (2015) Guidelines for Integrating Gender-Based Violence Interventions in Humanitarian Action: Reducing risk, promoting resilience and aiding recovery
gbvguidelines.org/

CARE International (2010) Emergency Toolkit
careemergencytoolkit.org/home/



5

Gender in shelter programme implementation

The types of shelter assistance that a programme might deliver, and the manner in which they are implemented, will need different considerations for women, girls, boys, and men. This section provides guidance on key issues to consider in the provision of some of the most commonly delivered modes of support in shelter programming:

- Non-food items
- Support for hosting arrangements
- Support for rental accommodation
- Permanent and temporary shelters and homes
- Collective centres
- Construction processes and support for self-recovery
- Disaster risk reduction
- Cash transfers
- Site planning and protection

5.1 Non-Food Items (NFIs)

Non-food items are vital for survival and recovery during crises, and timely access to adequate NFIs can have a significant impact in the health, dignity, privacy, and security of those assisted. They help

provide physical protection from the climate and other security threats, and facilitate the exercise of essential personal and household activities.

Gender responsive selection and distribution of emergency shelter NFIs can help restore dignity for women and girls, but failure to provide appropriate items can greatly limit their freedom of movement, self-confidence and choice, or force them to engage in harmful coping mechanisms.

Programme managers have to make two essential decisions in relation to shelter NFIs:

What items will best meet the needs of affected women, girls, boys, and men? The selection of items will be informed by the climate, household composition, cultural traditions that influence the lives and roles of men and women, and the needs of different groups such as people with disabilities, who are elderly, who are chronically ill, or pregnant and lactating women.

What is the most appropriate way to provide access to those items? Access should be equitable, safe and dignified. The best approach encourages choice and independence, and ensures that everyone is able to access, collect and transport those items to their home.



NEEDS ASSESSMENTS AND NON-FOOD ITEMS

Needs assessment should include the determination of the separate needs of women, girls, boys, and men of items such as clothing, bedding, personal hygiene items including sanitary needs during menstruation, and food storage and preparation including utensils, stoves and fuel. In Kenya, CARE experts found that for Somali refugees in Dabaab camps household items were “very important because in this context household management is seen as a women’s responsibility. Therefore the loss of these items during their displacement adds to women’s burdens when they reach their place of refuge”⁴⁶ The loss of household items makes cooking, fetching water, washing clothes, and caring for others more difficult.

5.1.1 GENDER SENSITIVE SELECTION OF SHELTER NFIS

Issues to consider:

- If women and/or girls are primarily responsible for household tasks such as cooking and washing, they will be more severely affected by the loss of NFIs.
- Required levels of privacy can vary between cultures; additional items may be needed to allow women to perform their every-day tasks, such as special clothing, additional partitions within the household, or materials to screen the shelter from outsider’s view.
- Develop a good understanding of what women and men already have and how they use it; blanket distributions of general items often occurs early in the response, which can result in the sale or exchange of items.
- Culturally inappropriate items (e.g. see-through clothing) will not be used, can cause tensions and hostilities between programmes and recipients, and may expose women and girls to ridicule or harassment (see below for more information on culturally appropriate clothing)
- When planning the distribution of winterization kits consider which spaces are heated or winterized; if boys and girls normally sleep in

separate spaces and only one space is winterized, privacy may be affected or some individuals may be denied access to the heated space.

Key actions

- Refer to the gender analysis and shelter assessment to identify female and male needs, and the cultural norms and gender roles that influence who needs, uses and has control over household items.
- Consult different groups for their specific needs, practices and preferences. Women and men of different ages should be consulted separately. Consultations should be conducted in safe spaces where people feel able to communicate their needs to the interviewers (see section 3.4 for further information about gender sensitive participation and consultation).
- Where appropriate challenge gender stereotypes by encouraging men and boys to be involved in the household responsibilities to ease the burden on women and girls. For example: With groups of men and boys try to determine how women and girls spend their time, how long does it take to do household tasks such as cooking, or washing, then compare their perceptions with the daily calendars of women prepared by women. Discuss ways in which the burden may be shared.

⁴⁶ ROHWERDER, B. 2014. *Non-food items (NFIs) and the needs of women and girls in emergencies* (GSDRC Helpdesk Research Report 1107). Birmingham, UK: GSDRC, University of Birmingham.

- Use tools to analyse who needs certain resources, who has access to them, and who makes decisions on how they are used, such as the “Control and Access to Resources” template below. Draw the grid using words or pictures to list household items or other important assets, and ask questions to find out which are controlled by men, women, boys and girls. Examine what has changed since the crisis happened.

ITEMS, RESOURCES AND SERVICES	ACCESS				CONTROL			
	Girls	Women	Boys	Men	Girls	Women	Boys	Men
Clothing								
Cash								
Tools								
Home								

Figure 9 Useful tool: Control and Access to Resources.



PHILIPPINES – ENGAGING YOUTH IN DIGNITY KIT DISTRIBUTION⁴⁷

In response to Typhoon Bopha in the Philippines young men and women were engaged in the distribution of dignity kits. They were trained on the contents and their purpose. With the support of a UN agency, young men and women developed short presentations in their local language explaining the purpose of the kits, how the items could protect the dignity and health of the recipients and also developed messages about sexual and reproductive health and how to access GBV services. The presentations were lively, entertaining and informative, and women who attended the sessions said it was the first time they laughed since the disaster. In this case dignity kits provided support to women and girls, but were also used as an opportunity to raise awareness in young men and women.

⁴⁷ *Minimum Standards for Prevention and Response to Gender-Based Violence in Emergencies* UNFPA 2015. New York



INDISPENSABLE ITEMS TO MEET THE NEEDS OF WOMEN AND GIRLS

A lack of sanitary supplies can severely affect the ability of women and adolescent girls to manage their menstrual hygiene.

- Know the number of girls and women between 13-49 years of age for the purpose of sanitary and hygiene kit distribution, and find out which products they typically use and need.
- Make sure underwear is provided with sanitary products and that they are suitably packaged.
- Women who have recently given birth will also require additional underwear and hygiene items such as sanitary napkins, incontinence pads, and maternity pads

Sanitary items protect women's health by preventing perianal rashes and urinary tract infections (UTIs) caused by damp menstrual rags. Providing these supplies also allows women and girls to participate in economic activities, attend school, and access other basic services. These items usually require accompanying hygiene promotion interventions and are provided and coordinated by WASH actors and the WASH cluster respectively.

Other items necessary for effective protection of women and girls may include:

- special items without which they cannot be seen in public, such as headscarves or veils
- torches to light up dark areas where they may be at risk of attack
- radios to keep them informed of developments in the crisis
- whistles to attract attention when they need help

Dignity kits

- Dignity kits combine important items to meet the needs of women and girls. These kits help to restore and maintain dignity, self-esteem, and confidence during a crisis, they increase mobility, and they help to prevent isolation.

The contents of dignity kits are customized to the needs of the affected population of women and girls. They may contain the items listed above, shawls, petticoats, saris and other appropriate clothing, small containers for washing sanitary items and underwear, soap, toothbrushes, toothpaste, combs, and other items. They may also contain information on available safe spaces and health programmes.

- The distribution of dignity kits must be supported by other interventions such as hygiene promotion, prevention and response to GBV, or sexual and reproductive health.
- The development and distribution of dignity kits must be coordinated with relevant sectors such as WASH, protection, and shelter and NFIs.

(see next page for more information on the provision of culturally appropriate clothing)



5.1.2 CULTURALLY APPROPRIATE CLOTHING

Clothing offers the most basic type of protection, and in emergencies it is important to ensure that women and girls have adequate clothing, including underwear and shoes. The type of clothing people wear and feel safe and comfortable in varies a great deal between climates, cultures, ages, and genders.

- Pregnant women may require special pregnancy clothing.
- Women who have recently given birth will require additional and appropriate underwear.
- Breastfeeding women may require special nursing bras and pads.
- Cultural practices will determine the appropriate type of clothing and some specific items of clothing such as veils that women may need to be seen in public.
- Older women and men are more likely to require forms of traditional dress no longer used by the younger population. Programmes must ensure that adequate clothing is available to protect their dignity.
- The opportunities to wash clothing, especially underwear, may be limited in emergencies. In addition to sufficient underwear, shelter programmes can provide additional containers/ bowls to wash clothing and underwear including sanitary cloths and reusable pads. Where appropriate provide washing lines (see above for more information about essential NFIs for women and girls, and “Dignity Kits”).

5.1.3 BEDDING AND SLEEPING ARRANGEMENTS

- Every individual must have their own bedding to enable separate sleeping.
- Power relationships within the household and gender roles will influence who has access to the bedding that is provided. For example, males (men and boys), first wives and their children, mothers- or fathers in-law may have priority within the household. This can leave some members of the household without adequate bedding or space, forced to sleep outside or without a mat or blanket.

5.1.4 COOKING UTENSILS, STOVES, FUEL AND LIGHTING

- Consider if the cooking practices are individual or communal, and who is responsible for cooking at the household and communal level.
- Consider who in the family/community is responsible for securing fuel, what type of fuel is preferred (fire wood, charcoal, dung, gas) and how are they accessing it (e.g. collection, purchase from the market, access in exchange for work)
- Firewood and charcoal are commonly used in open fires. Because women and girls are often responsible for cooking they face increased risks of burning and smoke inhalation.
- Consider the inherent risks in the process of securing, storing and using fuel. Women, girls and boys are often responsible for gathering fuel, exposing them to attack and/or GBV.
- Where fuel efficiency programmes have been in place prior to an emergency, or where emergency interventions can be linked to longer-term programming, consider the use of fuel-efficient stoves. (Changing cooking practices requires long-term interventions in order to be sustainable.) Fuel-efficient stoves can reduce the number of trips to collect fuel, as well as reducing the risks of uncontrolled fires or burns suffered by cooks and children.

5.1.5 EMERGENCY SHELTERS, TOOLS AND FIXINGS TO PROVIDE IMMEDIATE PROTECTION FROM THE CLIMATE

- Items that separate the living and sleeping spaces of men and women will be required and must be budgeted for.
- Some items will require additional instructions, promotion, or education. These instructional materials must be accessible to all men and women and consider their existing levels of knowledge and capacity. Consider the need for instructions in the appropriate use of construction items such as plastic sheets or bracing elements. The communications materials must be sensitive to cultural practices, but should avoid reinforcing gender stereotypes, such as pictures or drawings only showing men doing the construction work, or women using fuel efficient stoves.

5.1.6 EQUITABLE AND SAFE ACCESS TO SHELTER NFIS

- In all the different approaches that can be used to provide access to shelter NFIs, gender norms and power relationships will affect who has access to and control over the resources provided.
- Consulting with affected families and with women separately will help to identify the best way to distribute.

Issues to consider

- The means of distribution must ensure that items reach all of the intended beneficiaries. This may not happen, for example, if items are distributed only to one of the wives in polygamous societies.
- Appropriate childcare provision during distributions and market fairs can enable many women to participate, and fathers in single-headed households can benefit from the same considerations.
- Although in many contexts women are responsible for the care of children, programmes should consider fathers who play an equal role,

and should ensure that men and boys who are child carers have access to NFIs.

- Single men who head households require access to items that meet the needs of women and girls in their household.

Key actions

- Plan distribution times, locations and durations in collaboration with men and women from the community. Participatory tools such as daily time clocks can help determine which times of the day will be the least disruptive to the carrying out of household duties.
- Distribution sites should be located and distributions times arranged with consideration of the safety of women and girls. Avoid proximity to unsafe locations, such as isolated areas or forests paths, and conduct distributions at times that allow women to travel and reach home in daylight.
- Assess potential risks during distribution with input from protection and security specialists to help to mitigate them. Women and girls may be vulnerable if a distribution turns chaotic, and can be exposed to theft, sexual assault, and other forms of violence. A referral system for reporting and responding to security incidents during distributions should be in place.
- Establish mechanisms to monitor and respond to protection concerns including coercion, intimidation, extortion, violence, or exploitation. Distribute information on those mechanisms to the community in a variety of different formats so that all women and men, regardless of their literacy level, can understand their content.
- Packages should be a size and weight that women or girls will be able to carry. Potentially sensitive items (such as underwear) should be packaged so that they are not identifiable. Women-only distributions can prevent recipients from experiencing embarrassment when collecting personal items such as these.
- Ensure confidentiality during registration, especially for vulnerable groups. This includes female-headed and child-headed households.

- Issue vouchers or other means of identification for distributions in the name of both male and female members of the household where appropriate.
- Women should be actively employed in the registration and distribution processes, as registration officers, drivers, distribution officers, tally clerks, monitors and managers.
- Discuss with women and men with children which childcare alternatives would suit them best. Cash transfer and vouchers can provide flexibility for parents with children in when and how to access relief items.
- Women who may require additional assistance – pregnant women, for example – will benefit from having access to a separate queue, and from effective monitoring of queues.
- All staff must sign a code of conduct, and must participate in training about the prevention of sexual exploitation during distributions. Any complaints against staff must be investigated and disciplinary measures implemented when appropriate.
- Consider the distance from the distribution site to recipients' homes, and the transportation options available. Some transportation options may not be culturally acceptable for women according to the prevailing gender norms (e.g. motorcycles may be available but it may not be culturally acceptable for women to use them). The alternative transportation options may increase risks (e.g., women may have to walk or take delayed public transport, increasing their vulnerability en route).
- When there are serious concerns over women's safety, access, or the journey home, household level distributions to the front door should be implemented.



SEXUAL ABUSE & EXPLOITATION LINKED TO DISTRIBUTIONS

According to the IASC GBV guidelines, it must be assumed that all forms of GBV and SEA are happening at an increased rate during a crisis. The distribution of relief items introduces resources into the community that can be misused, and distributions can increase the protection risks to vulnerable groups. Perpetrators of sexual exploitation and abuse and gender-based violence can be members of the beneficiary group, community leaders, humanitarian staff, or other people in the area. Concrete measures and protocols must be put into place to minimize risk.

The relative power held by staff during the allocation of shelter resources can be misused in order to obtain sexual or other favours. One way to reduce the risk of sexual exploitation perpetrated by the humanitarian staff is to make sure that the distribution is carried out by a gender-balanced team who are trained to detect and respond to incidents. See section 2.5 for more information about GBV, and section 6 for more information about monitoring.



ADDITIONAL INFORMATION ON HOW TO CONDUCT DISTRIBUTIONS:

CARE emergency shelter guidance notes: shelter NFI distribution guidance notes

5.2 Shelter support in hosting situations

Finding shelter with families and friends is one of the most common coping mechanisms for displaced populations. Despite the challenges people face in hosting situations, living in host communities present greater opportunities for work, independence, education and socialisation than living in camps.

Assistance may be provided to the host communities, to displaced men and women, and to the hosts. The type of support to hosting households can include cash transfers, provision of household items, support to adapt existing homes by constructing separate rooms or shelters, support to improve access to water and sanitation facilities, or support to rebuild or improve livelihoods. For host communities, support often includes the repair or construction of infrastructure.

Issues to consider

- The composition of households (multiple wives, multiple generations, extended family), the roles of men and women, and the social or cultural restrictions that women may face will influence women's position in the host community and within the host household. For example, women may be required to remain veiled in the presence of members of the host family inside the house. This can restrict their ability to complete household tasks, and can be especially challenging in extreme heat.
- Not having enough to contribute can be a source of frustration and can have a negative impact on self-esteem; this may be more profound for men if they are traditionally expected to provide for their families.
- Hosting arrangements can in some cases become exploitative. Women and girls may be compelled to take over the household tasks; women, girls, boys, and men may be forced to provide labour for the host family.
- Hosting involves sharing – most often the sharing of a house or rooms, but also the sharing of food, household items, washing facilities, and toilets. There is likely to be a loss of privacy for washing, changing clothes, and sleeping. The loss of privacy affects women and girls in particular, especially during their menstrual periods, during pregnancy and after giving birth.

Key actions

- The type of support to be provided and who should receive support (host/hosted) must be decided in consultation with male and female members of both groups.
- Ensure that shelter interventions increase privacy between male and females, host and hosted. This can be achieved by building additional rooms or providing internal partitions.
- Ensure that NFIs adequately meet the needs of all men and women (host and hosted). Do not create disparities by targeting only displaced households with support. The hosts may also be affected or lack household items (e.g. mattresses, blankets, eating utensils, etc) or adequate shelter.
- Where materials or cash are provided to self-build or adapt existing homes, consider discussing the needs of women and girls with both households so that they prioritize those needs. For example discuss issues such as privacy for sleeping, changing, and washing, and the increased household tasks and care burden for women and girls.



SOMALIA – SUPPORT TO HOST COMMUNITY⁴⁸

In Somalia, protracted conflict and natural disasters (flooding and drought) have displaced many people. Community assistance interventions have been initiated in several host communities with crowding and infrastructure challenges. The two interventions comprised a legal clinic to offer free legal help to everyone in the community, and a GBV prevention and response initiative. This included community outreach volunteers trained to detect and raise awareness of SGVB problems in the community, referral of perpetrators to the legal clinic, and the establishment in communities of ‘safe houses’ for survivors, providing them with clothing and medical care and offering counselling. “These initiatives were found to promote peace and reconciliation between and within communities, both hosts and IDPs/returnees, proving that significant assistance can be provided through ‘knowledge-based’ services rather than material goods. Interventions can raise human rights and rule of law awareness while reducing tensions through the interaction of different clans and religions, obliged to live side by side in crowded spaces.”⁴⁹

5.3 Support for rental accommodation

Displacement in urban settings has become more common in recent years, leading to a rise in the frequency of use of cash-for-rent as part of shelter interventions. Rental subsidies can be provided to the tenant or paid directly to the landlord, once agreement has been reached that allows the displaced persons to reside in the rental unit for a defined period of time. The kinds of dwelling that are rented include houses, plots of land, apartments, rooms, or beds in rooms. In some highly populated areas people may rent a bed or room in shifts.

Issues to consider

- Female tenants are particularly at risk of exploitation, eviction or bullying, especially in informal settlements.
- Landlords may impose curfews or refuse to allow (often male) visitors, or feel accountable for the tenant’s safety and want to know their whereabouts. Some landlords may deny places to women to avoid such uncomfortable conditions.
- For many women renting a room is a source of income, particularly for widows or older women whose income generating opportunities may be reduced.

- Discrimination may prevent men and women from accessing rental accommodation even when cash support is provided. Discrimination can be based on a combination of factors, including sex, ethnicity, age, marital status, or caste. Single women, young males, female-headed households, and widows may face greater challenges in accessing rental accommodation. When men and women face discrimination, they may be forced to pay higher rents or deposits.
- Women can be considered unreliable tenants because they often lack formal employment, and single women living alone may be stigmatized as sex-workers.
- If rental agreements do not exist or are not enforceable, male and female tenants can be at risk of eviction, and may lose deposits, advance rent payments or even their assets.

Key actions

- Use the findings of the gender analysis and shelter assessments to consider how power dynamics between men and women, and between different groups of women, will influence the relationship between owner and tenant. Discuss with tenants what steps can be taken to prevent abuses of power by landlords. For example, rental deposits can be placed in a holding account

⁴⁸ Adapted from: IDPs in Host Families and Host Communities: Assistance for hosting arrangements. Anne Davies 2012. UNHCR.

⁴⁹ Ibid

(escrow), managed by a third party, which cannot be accessed without agreement of the tenant at the end of the rental period.

- Wherever possible ensure both men and women head of households are included in the rental agreement, and that they are jointly responsible for the rental subsidy. Discuss what will happen

in the event of separation or abandonment – e.g. the agreement may be void and may need to be re-drafted in a single name.

- Consideration should be given to tenancy rights and mechanisms to increase tenure security to affected men and women (see section 2.6 for further guidance on HLP).



MULTI-COUNTRY – BARRIERS TO ACCESS RENTAL ACCOMMODATION

A 2014 study by an NGO in Ecuador explored the challenges faced by Colombian refugee women in exercising HLP rights. Despite a strong legal framework to protect the rights of refugee women and asylum seekers, Colombian women are discriminated against and face great difficulty accessing adequate housing. Many of these women are settled in poor urban areas where housing shortages further reduce the availability.

All women interviewed reported being discriminated against because of their nationality, gender, ethnicity or their status as refugee; discrimination was increasingly marked towards single mothers of young children and furthermore women were stereotyped as sex workers. They were often refused rental accommodation, and when they were able to secure a rental unit they were asked to pay higher rents, pay three months in advance, and had difficulty recovering their deposits when they left the property.

Their economic vulnerability and stigmatization meant that they were forced to live in inadequate and often overcrowded conditions. Landlords extorted payments, and forcefully evicted them; employers mistreated and underpaid them, and both used threats of deportation to discourage reporting of these abuses.⁵⁰

In other studies in Lebanon and Jordan, female-headed households also reported having difficulty accessing rental accommodation. They faced higher risks of eviction, higher prices, and were less likely to have access to a housing contract, in part due to their lack of livelihood security making them high-risk tenants.⁵¹

⁵⁰ NRC 2014. Housing, land and property rights for Colombian refugee women and persons in need of international protection (PNIP) in Ecuador

⁵¹ Gabrielle Smith and Lili Mohiddin. 2015. A review of evidence of humanitarian cash transfer programming in urban areas. IIED Working Paper. IIED, London



JORDAN – DIFFERENT OBSTACLES AND NEEDS FOR MALE AND FEMALE HEADED HOUSEHOLDS

The findings of UNHCR Home Visits in 2014 and CARE's 2013 report on Syrian refugees in Jordan illustrate the vulnerabilities experienced by men, women and male and female-headed households in accessing shelter in host communities, particularly rental accommodation.⁵²

Just over 90% of refugees were living in rental accommodation, and almost half were deemed to have bad shelter conditions. Over half of FHH shared accommodation with other Syrian families, and almost all of elderly-headed households shared accommodation. CARE found in 2013 that 20% of FHH did not have a contract, 9% of FHH were at risk of eviction, and 33% were in debt to their landlord. Cash assistance through direct payments or vouchers was being used by many agencies. Some cash assistance programmes provided a monthly grant aimed at meeting some basic needs. Others worked with landlords by providing financial and technical assistance to increase the number of adequate rental units available to refugees. In exchange for the financial assistance to complete improvements, landlords agreed to provide free accommodation for 12–24 months. The rental agreements were formal and in line with Jordanian law. The programme helped refugees understand their contractual rights and obligations, and helped to resolve issues throughout the agreement period.⁵³

5.4 Permanent and temporary shelters and homes

Response programmes sometimes include the provision of individual shelters or homes. These may be temporary or transitional shelters, permanent houses, or home repairs and retrofits. Shelter designs need to take into account social customs and traditions, and be sensitive to the living habits and daily activities of women, girls, boys, and men.

Women and girls are likely to have particular needs that should be considered; effective, gender sensitive participation during the design process is a crucial first step (see section 3.4 for more detailed information on carrying out gender sensitive consultation). The design stage of the shelter programme can provide opportunities for enhancing women's empowerment and positively influencing traditional gender roles, while gender responsive design can contribute to ensuring the safety and well-being of women and girls.

Issues to consider

- The findings of the gender analysis and shelter assessments will indicate the different needs of men and women, and how their roles within the household and in society influence how they use their homes.
- Cultural norms can restrict women's mobility outside their homes, or impose privacy needs. Pregnant and lactating women, and women and girls during periods of menstruation may have particular needs that may dictate which spaces they have access to how they use them.
- Where men occupy the role of head of household, women may have limited control over assets including house and property, and may not be able to express their preferences, opinions or concerns.
- Even when men and women are consulted, some groups may not feel confident to voice their specific needs or preferences, or may worry that if they criticize a design they may be denied support. In some cases, the way consultations are conducted (e.g. in public gatherings) may prevent some groups from voicing their opinion.

⁵² Lives Unseen: Urban Syrian Refugees and Jordanian Host Communities Three Years into the Syria Crisis, CARE International in Jordan April 2014. UNHCR Living in the shadows. Jordan home visits report 2014.

⁵³ IFRC/NRC 2016 The Importance of addressing Housing, Land and Property (HLP) Challenges in Humanitarian Response

- The need for privacy can be internal, such as divisions between sleeping spaces, and also privacy from the outside environment – for example, the need for higher windows that cannot be looked into, or perimeter fences, walls, or screens.
- If men and women are not appropriately consulted, they may not use their homes as intended or may make modifications, which can weaken the structure and put them at risk. The consultation process takes time.

Key actions

- Build effective participation activities into the design process (see section 3.4)
- Discuss with men and women what their roles are in the construction and maintenance of the home, and how they divide labour inside and outside the home. Women may be responsible for the upkeep of some parts of the house (e.g.

mud walls) and men for others (e.g. thatch roof). Reflect the preferences and needs of women and men in the design.

- Where gender roles dictate that women are responsible for cooking, the design of cooking facilities should be based on women's preferences taking into account cultural practices such as communal cooking or eating. Provision should be made for safe access to cooking fuel.
- Providing sufficient sex-and age-specific sleeping space for all women, girls, and boys in the household will help to reduce the likelihood of sexual abuse. Winterization interventions should take into account separate living and sleeping arrangements for men and women, and provide more than one insulated room
- Consider the local practices around the use of showers and toilets in the design of household sanitation, especially regarding menstrual hygiene and any related customs, practices or needs.





MULTI-COUNTRY – SOCIAL, CULTURAL AND GENDER FACTORS THAT INFLUENCE SHELTER DESIGN

India: *If you get it wrong – people will change it.* In India kitchens have been changed into praying rooms and toilets used as bathing areas and storage.

Haiti: *safety concerns* – Some women felt safer in homes with outward opening doors, as they felt it would be easier for someone to kick-in the door than to pry it open. Also, women preferred to have an additional door, as means of escape.

Burkina Faso: *household composition* – Mali refugee households included domestic servants who were registered as “extended families” and received separate shelter assistance.

In addition, women traditionally had the responsibility for construction of homes, but men as head of household were initially consulted in the design of temporary shelters. Men’s input was insufficient, and only when women were consulted were decisions made about the type of shelter and materials that would be culturally appropriate.

Afghanistan: *polygamy* – A project providing winterized shelters for returnees found at least in one case second wives were denied access to the winterized shelter and were forced to sleep in a makeshift shelter close to the main family. The project mobilized the community to intervene on her behalf and ensure that she could live inside the winterized structure.



INDONESIA – DESIGN CONSULTATION PROCESS

In Indonesia an NGO held consultation workshops with men and women about the design of houses. The project managers were concerned that community members would not voice their concerns or preferences for fear of being excluded by the project and would agree to proposed designs even if they found them unsatisfactory.

Research had shown that a covered porch was essential for family life and livelihoods. The designers deliberately presented designs without a porch and asked participants to provide feedback. As anticipated, men and women were reluctant to criticise the design and only asked few questions about the materials. The facilitation team prompted questions about what activities took place inside, close to, and outside the home. These questions quickly brought the topic of porches. The facilitation team suggested that a porch could be easily added to the design. This showed participants that their input was welcomed and would be considered, and gave them the confidence to comment about other changes they wanted to see.

It is important to note in this example that the facilitators did not ask directly “do you need a porch?”. Asking such direct questions implies that those are the items the project is prepared to provide or consider. Men and women may say “yes” to what is offered, and then trade items or modify their homes to suit their needs better. Use prompt questions about how they are meeting their needs, their daily activities, and what is missing.



MITIGATING SEXUAL ABUSE OF CHILDREN THROUGH APPROPRIATE SLEEPING SPACES

Providing adequate privacy for children of the opposite sex can help prevent the occurrence of sexual abuse. Sexual abuse can be perpetrated by siblings or other children in the household, typically older male boys against younger girls and boys. Providing the space for sex-specific and age-specific sleeping quarters may help reduce opportunities for perpetrators to force sexual activity on other children. In the case of host family scenarios, a thorough mapping of the household space and members must be completed to ensure everyone has appropriate sleeping arrangements and private spaces. In the design of new shelters, sufficient private space for men, women, young and older/adolescent boys and girls in the household must be included.

5.5 Collective centres

Collective centres are 'buildings and structures where a large group of displaced people find shelter for a short time while durable solutions are pursued'.⁵⁴ Most structures used for collective centres are not designed for accommodation. Like settlements, collective centres require a range of services that will vary according to the duration of stay and the condition of each site – prepared food, water, temporary toilets, additional space, for example. Shelter and NFI related support may be required to create suitable spaces and to provide essential items. Providing adequate, secure and safe spaces for women and men, with access to suitable facilities and livelihood opportunities, may help to reduce the risk of GBV in collective centres.

Issues to consider

- Sex, gender identity, age, or ethnicity can all influence who has access to a collective centre. Some groups may face discrimination if they are expected to mixed with others (e.g. of higher castes). Women may need the company or authorisation of a male relative to access a collective centre if their movement outside the home or community is restricted.
- Women and girls may be reluctant to go to a collective centre alone for fear of harassment.
- Pregnant women, children under certain age and their legal guardians, people who are elderly or

ill may all be given priority to access collective centres. This can result in family separation and the exclusion of men.

- Collective centres are often buildings that have not been designed as accommodation, so private spaces and sanitation facilities may be lacking. This can place particular stress on women and girls, and makes personal hygiene difficult and potentially risky. There may be some dark or isolated areas that can be less safe for women, girls, the elderly or people with disabilities.
- Collective centres can become high-risk environments for violence and abuse. Women and girls can become target of violence and exploitation, especially if there are perceptions of inequity in access to assistance favouring women, girls or other specific groups.

Key actions

- Consult women and men to determine their preferences for temporary accommodation in emergencies, and always favour supporting those mechanisms people are familiar with, such as hosting arrangements.
- Discuss the location of collective centres with the host community, if there is one, and the women and men and who may use them. Define any potential risks, such as historic tensions, and opportunities, such as access to services, that the collective centre may present.

⁵⁴ [emergency.unhcr.org/entry/60840/collective-centre-rehabilitation](https://www.emergency.unhcr.org/entry/60840/collective-centre-rehabilitation)

- When adapting an existing building to be a collective centre, conduct a technical assessment and ensure that minimum standards for safety and privacy can be achieved. Necessary adaptations that particularly affect women and girls may include:
 - » Appropriate lighting
 - » Heating and cooking facilities located so that smoke does not pose health risks
 - » Separate toilets and showers for men and women
 - » Accessible facilities for people with disabilities
 - » Areas for bathing, washing of clothing, and washing of cooking utensils
- » Partitions to create spaces for different households
- » Additional partitions within households to create privacy for men and women
- » Child friendly and child care spaces
- » Communal meeting spaces
- Household items such as mattresses, sleeping mats, blankets, clothing including underwear, should be provided in sufficient quantity to women, girls, boys and men. Eating or cooking utensils, buckets, torches, whistles, and other wash items will be required (see also section 5.1 for information on essential NFI for women and girls).



CYCLONE SHELTERS IN BANGLADESH – DISASTER RISK REDUCTION AND GENDER

Bangladesh has developed a number of structures to provide temporary shelter during evacuations in emergencies. These collective evacuation centres are often used as community centres or schools in normal times.

In 1991, when a powerful cyclone hit Bangladesh an early warning information system was already in place. Community-based systems mobilized communities and encouraged villagers to take refuge in cyclone shelters. However, information on the incoming cyclone and the floods was mostly disseminated by men to men in public spaces. This information rarely reached women and this is understood to have contributed to the disproportionate death of women at a rate of five to one.⁵⁵ Even if early-warning information reached women, social norms would have made them more vulnerable.

In Bangladesh, many women cannot leave the home without permission from a male relative; women are the primary child and elderly care provider, which slow down their escape; they wear restricted clothing, and have limited practical skills like swimming or climbing trees.⁵⁶

In addition to these social norms that limit women's capacity to save themselves, the mechanisms for disaster risk reduction and prevention are not adequate. Cyclone shelters are not always considered safe; harassment is common on the way to and at the shelters. There is no lighting; sleeping and sanitary facilities are shared and there are complaints of unequal distribution of relief items and services that are managed by males.⁵⁷ In most cases if there are toilets they are located on the ground floor and rendered quickly unusable by rising waters.

For these reasons, many parents choose to leave women and girls at home and unaccompanied women are reluctant to expose themselves to the shame of going to the shelter alone where they will be interacting publically with men. Cyclone shelters are also inaccessible to persons with disabilities or limited mobility further restricting access to women with disabilities or women caring for PWDs.

⁵⁵ WOMEN, GIRLS AND DISASTERS A review for DFID by Sarah Bradshaw1 and Maureen Fordham 2 August 2013.

⁵⁶ Ibid.

⁵⁷ Cordaid case study



USA – SEXUAL VIOLENCE IN COLLECTIVE CENTRES, HURRICANE KATRINA^{58,59}

In 2005, after hurricane Katrina hit the United States over 30,000 residents of New Orleans found shelter in one large collective centre. Collective centres had been used in the past, but not at such scale. The length of stay in previous cases did not exceed one or two days while the hurricane passed. Due to the severe devastation created by hurricane Katrina men and women stayed in many collective centres for up to seven days.

The largest of the collective centres in the city, a sports arena, suffered storm damage to its roof and when the city lost power, relied on emergency generators which left many areas such as toilets in the dark; water pressure was insufficient and toilets quickly became unusable. Temperatures reached 38C and without adequate ventilation many evacuees were incapacitated by the heat. Many women, girls, boys and men spent the days and nights on stadium seating, as not enough beds were available. When supplies ran low, food and other items such as diapers were rationed which created tensions and aggressions.

Racial and socio-economic divides influenced how people grouped themselves. Tensions between groups resulted in outbreaks of violence, which caused injuries and in few cases deaths. Men and women were assaulted and robbed of belongings or supplies.

While many city residents left when a mandatory evacuation was declared, many others, because of their economic and social position, were unable to leave. The poorest and most marginalized men and women, those who were homeless, those who suffered from addictions, those who did not have means of transport, or a place to go outside the city went to collective centres. This included single women, unaccompanied elders, and single male and female headed households.

Increased cases of sexual violence, including rape against women, girls and boys were reported at the time and many more reported by survivors months and even years after the event. Many sexual assaults go unreported and after disasters the sense of helplessness and vulnerability can reduce survivors' emotional ability to report at all. In addition, many first responders at the collective centre were unprepared to support male and female survivors of sexual violence, which further reduced the number of men and women reporting incidents or receiving support.

⁵⁸ Louisiana Foundation Against Sexual Assault (LaFASA) & National Sexual Violence Resource Center (NSVRC), 2007. Klein, Alisa. Preventing and responding to sexual violence in disasters. a planning guide for prevention and response

⁵⁹ ftw.usatoday.com/2015/08/refuge-of-last-resort-five-days-inside-the-superdome-for-hurricane-katrina



5.6 Construction processes and support for self-recovery

Shelter and settlement programmes may require the construction of shelters, homes and associated infrastructure. Construction in shelter programmes is usually carried out by hired professional builders, skilled or unskilled labour, and by the affected men and women themselves; typically, it is a combination of all three. Community contracting is also sometimes employed, whereby groups of men and women take charge of construction of individual houses or infrastructure.

Programmes that support shelter self-recovery – that is, when men and women take action to repair or build their own shelters and homes using their own assets – often provide technical, financial and/or material assistance. This allows shelter programmes to reach a larger number of people, and facilitates participation of the affected population in finding their own shelter solutions. Participating in the construction process can be an empowering experience for women and men. It can create a sense of ownership, promote self-reliance, and build self-esteem and confidence.

Issues to consider

- The construction process creates an opportunity to expand the role of women in the design, procurement and construction of their homes and associated infrastructure, and provides
 - » an opportunity to transfer knowledge of building techniques.
- Construction creates employment opportunities for skilled and unskilled men and women, supporting them to respond to their needs and their households' needs.
- Daily tasks will affect the availability and ability of women and men to participate in the construction process.
- Because the proportion of female-headed households tends to increase in crisis, shelter construction that relies on family labour can be burdensome for women.
- If women are not involved in the construction tasks because of other duties or cultural norms, consider their participation in monitoring the construction progress. Women who are more often in the home can be empowered to participate in the construction process in a variety of ways.
 - » Helping women to be aware of good construction techniques will mean that they can identify when labourers are not following good practices, they can make decisions on the selection of materials, and they can schedule the works around their family life.
 - » Women may choose to be in charge of the site logbook, recording hours worked, materials used, collecting receipts and keeping track of expenses.

- For men and women with limited capacity or with specific needs (single-parent households, disabled men and women, elderly men and women, unaccompanied children) managing the construction process without adequate support can result in negative coping mechanisms that may affect women and girls disproportionately. Vulnerable women may have to rely on voluntary male help, engage other women and girls to help them with household tasks, or may be forced to make exchanges, including sex, for support.
- Sometimes programmes create groups of homeowners and provide the resources to the group. The group is in charge of managing the construction of houses for its members. The composition of the group and systems for decision making (e.g. open or secret votes, consensus building, majority rule) within these groups may prevent women having equal voice and influence. Women may be under represented in the groups, or may not have decision-making power within the group because of their position in society.

Key actions

- Construction programmes can provide opportunities for women to develop or strengthen skills. In consultation with men and women, determine ways in which women can be encouraged to participate in trainings or apprenticeships, and to apply for positions generally reserved for males.
- As well as the social norms that may have conventionally hindered women in accessing such opportunities, consider other practical obstacles such as restrictive clothing, child care arrangements, or difficulty meeting sanitary needs during menstruation.
- In addition to creating opportunities for employment of women in the construction trade, shelter programmes can encourage employment of women in supervisory positions on site, where they can oversee the works, control wastage, and control quality.
- Where men and women participate in the construction of their homes, their roles should be related to their capacities and preferences. Support should be provided to enable them to take on these roles confidently (e.g. financial management skills) and without putting them at risk.
- Where skilled or unskilled labour is required from women and men, programmes should consider whether this contribution might negatively affect their ability to generate income, add unwanted burdens to their household work, or if it poses physical danger.
- Programmes supporting self-recovery must provide additional support to the most vulnerable men and women. This can include: managing the construction on their behalf through professional builders; providing additional technical assistance (e.g. a dedicated technical officer to support day to day activities on site); additional financial assistance (e.g. to hire additional labour); providing materials directly to the construction site; providing access to professionals (designers and builders) who can provide solutions to specific needs such as physical and mental disabilities.
- Programmes must take into account who owns or has rights over the land and property. Women may have participated in the construction process but still not have equal tenancy or ownership rights to their home. See section 2.6 for more information about gender issues in housing, land and property.
- Consider who controls assets in the household and who will make decisions over the use of cash or materials provided. If women are targeted with assistance will they have control of the resources without exposing them to abuse or violence?
- Monitor incidences of child labour at housing construction sites or through cash for work schemes. This may require measures such as (1) sensitisation with communities about acceptable types of child contribution to emergency recovery and unacceptable child labour; (2) signed codes of conduct for construction site supervisors prohibiting the use of child labour; (3) community sensitisation on cash for work programmes to ensure only people of legal age can participate.



SRI LANKA – CONSTRUCTION SKILLS TRAINING FOR WOMEN

Most shelter programmes offer training in construction skills. Training is often necessary to improve the technical knowledge of construction workers such as masons, carpenters, plumbers, and labourers. It can have an impact in improving the quality of housing and reduce the risk of future disasters.

In an effort to include women in the construction process, programmes often encourage them to participate in training. Some develop training specifically for women, and often provide employment for women in the project itself. Training provides additional skills and may create income generation opportunities; however training alone does not remove the obstacles that men and women may have in accessing employment (e.g. discrimination, lack of opportunities in the market, etc).

A housing construction project in Sri Lanka enabled women to participate actively in construction activities as trained skilled workers.⁶⁰ During a temporary suspension of the housing project, trained male masons found employment outside the project area while trained women masons found it more difficult to demonstrate their employability. “One woman found employment with a small scale contractor who hired her to work on an extension to a middle-class home in the city as an unskilled worker, despite her protests that she was a skilled mason. The contractor was absent from work one day and the woman took over the masonry work, much to the amazement of the owner’s wife who kept an eye on the construction. The result was a new contract, issued to the woman mason”.⁶¹ Although she succeeded in getting the contract and be recognized as a skilled person, the contract was paid at a lower rate than for the man.

Activities that could increase opportunities for women to find employment in the construction industry include:

- Better awareness of construction bosses about training programmes for women
- The creation of apprenticeship schemes or job placements for women outside the project area
- The provision of industry-recognized certifications for trained men and women
- The provision of records of work or recommendations to demonstrate their experience
- A package of tools and/or capital so that women could act as independent contractors

Nevertheless, the construction training that women had received through this project led to better employment prospects in other ways. Women reported increased confidence as a result of their participation, which had a positive impact on their ability to find employment in areas outside the construction industry.

⁶⁰ Working Paper No. 46. 1985. Women’s Participation in the Housing Process: The Case of Kirillapone, Sri Lanka. Marina W.G. Fernando. Developed as resource materials for the Development Planning Unit’s Short Course on ‘Planning with Women for Urban Development’.

⁶¹ Ibid

5.7 Disaster risk reduction

Disaster risk reduction interventions in shelter programmes can include:

- Hazard mitigation such as improvements to infrastructure that protect homes (e.g. retaining walls, raised embankments, or flood barriers)
- Community based disaster risks management and early warning systems
- Promotion of safer building techniques that reduce the likelihood of severe damage
- Training of men and women in safer construction techniques

Issues to consider

- Women and men may have access to different social networks depending on their roles and daily tasks. Early warning systems need to engage women and men and their respective networks effectively. Women and men may access information differently depending on their roles and where they spend their time; for example, women who spend the majority of their time at home may not have access to public announcements regarding evacuations. In a crisis, both men and women may be unprepared and lack information on the most appropriate course of action to save their lives.
- Information must be provided in ways that men and women can understand regardless of their literacy rates, and it should take into account how different groups access information (e.g. radio or SMS, public notices or word of mouth)
- Not everyone takes action even if they know that there are risks. DRR programmes teach people about hazards and how their buildings might fail. This education in itself does not reduce the risks; men and women require support to take action.

Key actions

- Enhance community level organizations engaged in disaster risk reduction, and climate change adaptation. Take measures to ensure women and men are equally represented and their voices equally considered in community power structures. Challenge systems that prevent the equal participation or representation of women in decision-making and management structures at the community and household level.
- Create community structures that identify and highlight dangerous practices, provide technical assistance to those already engaging in construction, identify obstacles and consult communities on how to overcome them.





THE EFFECTS OF CLIMATE CHANGE:

*Abstract from: UN Women, Women, Gender Equality and Climate Change*⁶²

Detrimental effects of climate change can be felt in the short-term through natural hazards, such as landslides, floods and hurricanes; and in the long-term, through more gradual degradation of the environment. The adverse effects of these events are already felt in many areas, including in agriculture and food security; biodiversity and ecosystems; water resources; human health; human settlements and migration patterns; energy, transport and industry.

The effects of climate change are relevant to shelter and settlements in several ways: they make disasters more unpredictable; increase their severity which results in greater damage to land, homes and the infrastructure that support communities; environmental degradation leads to increases in migration; conflict over scarce resources can create forced displacements. Men and women who migrate to cities due to the effects of climate change are often forced to settle in unsafe, informal settlements with little access to services or adequate housing.

In many contexts, women are more vulnerable to the effects of climate change than men—primarily as they constitute the majority of the world's poor and are more dependent for their livelihood on natural resources that are threatened by climate change. Those charged with the responsibility to secure water, food and fuel for cooking and heating face the greatest challenges. Furthermore, they face social, economic and political barriers including unequal access to resources and to decision-making processes, and limited mobility.

It is important to remember, however, that men and women are not only vulnerable to climate change but they are also effective actors in relation to both mitigation and climate change adaptation. Programmes must engage women, men, girls and boys to develop disaster risk reduction and adaptation strategies.

5.8 The use of cash transfers to access shelter and related non-food items

Where markets are functioning and accessible, shelter programmes increasingly use cash transfers to support crisis-affected communities. Cash transfers are mostly used to provide access to NFIs, support basic shelter construction, support reconstruction and repairs, facilitate returns, support hosting arrangements, or provide access to rental accommodation.

Issues to consider

- Cash transfers can reduce the number of items that are re-sold or traded because men and women can purchase what they need.
- Cultural norms that shape women's roles and impose constraints on their behaviour will affect women's ability to participate in cash transfer programmes, and may limit their influence on how the cash will be used.
- Cash programmes that target women because they are perceived as better placed to use the resources may unwittingly reinforce women's role as wives, mother and carers for the household.
- Cash transfer programmes can create opportunities for longer-lasting change by facilitating discussions with men and women about shared decision-making within households.
- Participation in cash-based interventions allows women the opportunity to make choices about the quality and type of NFIs that will meet their

⁶² UN Women, Women, Gender Equality and Climate Change Fact sheet 2009.

needs. This increased financial independence and control can strengthen women's role in household decision making, and boost confidence and self-esteem.

- Cash-based assistance requires time and effort from recipients. Women in particular who already have demanding household responsibilities can be significantly affected by this increased workload.
- Cultural norms can prevent women from voicing complaints. If women experience instances of exploitation by vendors or service providers, they may be reluctant to report them.
- Women in cash transfer programmes have reported concerns about keeping cash at the home, or carrying large sums of cash. They have also reported concerns about having to leave children alone when collecting or using cash.
- The relationship between cash-transfers and GBV is complex. The risk of GBV is affected by a combination of factors acting at the individual level, on relationships, within the community, and within society at large.⁶³ Difficulty in providing for household expenses has been linked to increased frustration and deteriorating relations within households; having access to cash can reduce tensions within the household, but there is not sufficient evidence that this increases or decreases violence. Conflict over who controls the cash can result in increased tensions within the households, which could lead to increase incidents of violence. Programmes must design cash transfer programmes with a sound understanding of the gender and power dynamics within households and in society, and must monitor incidents of GBV linked to the use of cash transfers.

Key actions:

- If decision-making is not equally shared between women and men in the household, programmes must carefully consider who should receive the cash. Avoid the assumption that women will spend cash better, or that men cannot make good decisions regarding the needs of the household.
- Work to engage men and women equally in consultations, and discuss how decisions related to the use of cash will be made within households. Effective consultation will help to establish who will have a say on how cash is spent, or how each individual will feel if cash is given to the other.
- Certain markets may be located in unsafe or inaccessible places for women and girls, and may be difficult to access for people with disabilities. If additional support cannot be provided, non-cashed based interventions may be more appropriate in these circumstances.
- The method of delivery (cash, mobile payment, bank card) should wherever possible include mechanisms that promote financial inclusion, especially for marginalized women. Whenever possible support women in obtaining legally recognized identification.

i

RECOMMENDED RESOURCES:

- The Cash Learning Partnership: www.cashlearning.org/
- Rule, A., Pattni, T. and R. Baron. September 2016. Good Shelter Programming: Tools to Reduce the Risk of GBV in Shelter Programmes – Trial Edition. Global Shelter Cluster Working Group on Gender-Based Violence: www.sheltercluster.org/sites/default/files/docs/gbvtoolkit-trial_edition-web_version.pdf

⁶³ Adapted from: www.health-genderviolence.org/guidance-for-health-care-professionals-in-strengthening-health-system-responses-to-gender-based-vi-0



GENDER AND CASH FOR WORK:

“Cash for work” is a cash payment made to an individual in return for their undertaking of a specific activity. Participants are generally paid according to the time worked, or payment can be linked to output. Cash for work which is often used for carrying out community works, such as drainage, land clearing, or tree planting.

Because cash for work also has the potential to increase workloads, women with household responsibilities may be excluded from participating, or may be compelled to take girls out of school to replace them in the household tasks while they work in the programme. The type of activities that individuals are paid to undertake can exclude pregnant women, people who are less able-bodied, or the elderly.

When using cash for work as part of a shelter intervention, consider diversifying the activities so that as many women can participate as possible. Include, for example:

- cash for the care of children during communal interventions
- cash for helping with the provision of food or water to groups of workers
- cash for monitoring or recording attendance
- and other activities that are usually provided as “free” work by women and girls in the community.

5.9 Site planning and protection

New settlements are developed during humanitarian crises to host displaced and refugee populations or as part of relocation schemes. Where a new settlement is required, the location needs to be safe, the layout needs to respond to cultural preferences, and equitable access to livelihoods, infrastructure and services must be provided.

New settlements including relocation sites, or planned and unplanned camps house a specific vulnerable population (IDPs or refugees). This means that vulnerable men and women are grouped and easily identifiable, and can become an easy target for abuse and exploitation including theft, violent assaults, sexual abuse, trafficking, or forced labour.

Issues to consider

- The social and gender norms that influence the roles of men and women will have an effect on how they live and interact with each other in new settlements. The increased population density, living close to people they do not

know, and having to use communal facilities can all lead to a heightened expression of some social rules. For example, women and girls may experience greater restrictions on leaving their homes.

- The findings of the gender analysis and shelter assessments will provide guidance on the gender issues to be considered in the design of settlements.
- Site planning can reduce the risk of exploitation and abuse of women, girls, boys and men through well thought out layouts, lighting, and provision of secured public spaces and alert systems.
- Power dynamics within groups of the population can affect access to services or facilities. Women and girls can become targets of violence and exploitation, especially if there are perceptions of inequity in access to assistance favouring women, girls or other specific groups. Violence and threats can be used to acquire the best locations on site, or to secure first access to services or aid.

- The location of and access to the settlement should not pose additional security risks to women, girls, boys, and men or expose them to hazards.
- In many cases relocation and displacement can limit people's ability to earn a living. Lack of income and scarcity or conflict over resources can increase the risk of violence, child-labour, sexual exploitation, forced labour, coercion, trafficking, and transactional sex.
- New settlements can provide an opportunity for women and men to participate equally in community structures, and for traditional gender roles to be challenged.
- How camps and are managed can affect their capacity to respond to the needs of women and girls.
- Wherever possible, provide lighting for all walkways and roads, and ensure families are provided with torches and whistles (see also "dignity kits" in section 5.1). The design of the settlement should avoid isolated dark spaces where safety may be compromised.
- Security provisions should be discussed with the community, and in particular vulnerable men and women.

The design can contribute to the prevention of and response to GBV

Key actions

Stakeholders must be involved in deciding the location and layout of settlements

- Decisions about the design of settlements should be taken in consultation with affected women and men. See section 3.4 for more information on gender sensitive consultation.

The location and design of settlements can promote self-reliance and provide privacy and safety

- Separating water and sanitation facilities by gender, and making sure that they are adequately lit will help to ensure privacy and safety for women and girls. Shower areas must be secure. It may more appropriate to provide household toilets and showers instead of communal facilities.
- Private spaces for breastfeeding should be provided, especially when families stay in communal shelters or transit centres on arrival at the camp.
- Living and recreation areas may need to be separate for women, people with disabilities and children. Locate child friendly spaces in a safe central location within the residential area near families where children can be supervised.
- Effective consultation with women and girls is essential before making any decisions about mechanisms to prevent GBV, in order to avoid increasing their vulnerability to community-based perpetrators. (see also section 2.5 for more detailed information on GBV)
- Consider the different groups of men and women who will occupy the settlement and the mechanisms they currently exercise for protection; for example, extended family groups or existing communities may prefer to be grouped together to maintain existing social support networks.
- Registration or transit spaces may have areas where those at risk of violence can speak in confidence. Registration of residents should not be limited to head of household, but include every family member to avoid that vulnerable people become dependent on others to access assistance. (e.g. women on male relatives)
- A camp safety audit is a tool that can be used to identify risks of GBV in the daily activities of women and girls. The findings provide recommendations on mitigation measures that can be taken (see Rule, A., Pattni, T. and R. Baron 2016. Good Shelter Programming: Tools to Reduce the Risk of GBV in Shelter Programmes – Trial Edition. Global Shelter Cluster Working Group on Gender-Based Violence for more information).



SAFE SPACES, SAFE SHELTERS AND WOMEN, CHILD AND ADOLESCENT FRIENDLY SPACES⁶⁴

The design of camps includes the development of a safe and nurturing environment for women, girls, boys and men. Women and female and male adolescents often require specific spaces where they can access specialist services or information, or where they can feel safe and secure.

These spaces should provide support for residents and staff, should be easy to access, and developed in consultation with the intended users. Community consultation is essential to make sure that women, girls and boys are not prevented from attending because the spaces are regarded as a threat to social or religious traditions.

“Safe Shelters” refers to any physical space or network of spaces that exclusively or incidentally offers temporary safety to individuals fleeing harm.

“Child-friendly and adolescent-friendly spaces” Are safe and nurturing environments for children and adolescents, places where boys and girls can access recreation, leisure and learning activities. Adolescent girls are especially vulnerable during crises, and need safe environments and safe spaces where they can access psychosocial support (including in response to GBV).

“Women-friendly spaces” are safe and non-stigmatizing locations where women may conduct a variety of activities, such as breastfeed their children, learn about nutrition, and discuss issues related to well-being, such as women’s rights, sexual and reproductive health, and GBV.

The need for safe spaces is not exclusive to women and girls. Men and boys who are exposed to specific risks or who are target of discrimination – for example, child and adolescent soldiers, boys and male survivors of sexual assault, unaccompanied boys – also need to be supported

If a shelter or building is publicly identified as exclusive for survivors or marginalized groups, women and men may not access it for fear of being identified or stigmatized. Housing these services in multipurpose facilities make them less conspicuous.



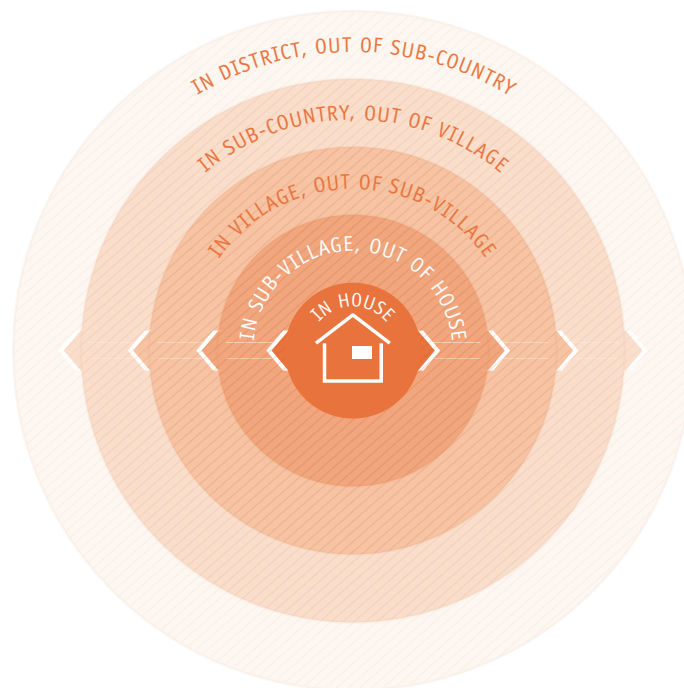
RECOMMENDED RESOURCES:

- UNHCR Emergency Handbook: camp planning standards: emergency.unhcr.org/entry/71246/camp-planning-standards-planned-settlements#2,1469406773956
- IFRC Post-disaster settlement planning guidelines
- IFRC Post-disaster community rehabilitation and (re)construction guidelines

⁶⁴ Adapted from Minimum Standards for Prevention and Response to Gender-Based Violence in Emergencies UNFPA 2015 new York, and Inter-Agency Standing Committee (2015) Guidelines for Integrating Gender-Based Violence Interventions in Humanitarian Action: Reducing risk, promoting resilience and aiding recovery.

USEFUL TOOL: MOBILITY ANALYSIS⁶⁵

Understanding the mobility of women, girls, boys, and men can provide useful information for gender responsive settlement planning. This mobility analysis tool can be used within households. Following introductions and an explanation of the objective of the exercise, begin by drawing a circle at the centre of a large sheet of paper or on the ground. The facilitator should explain that the smallest circle represents the space within the home. Ask what things women and girls do within their homes, writing or drawing responses within the circle. Draw a circle enclosing the first, and ask women and girls what work or activities bring them out of their homes; discuss with participants both where they went and what they did in those locations. Discuss with women what activities they did within their villages, and where. Draw another circle around the previous one, ask about activities women do outside of their parish (or village development committee, or other suitable region depending on the local context. Ask whether they move in many places of the village and why? Where and when do they go outside the village – for what purpose? Is it inside or outside the parish or sub-county? Continue the conversation, drawing additional circles to represent activities in or outside of the parish, district, etc. with each broader administrative unit.). Use a different symbol to mark where men and boys can go. Repeat the exercise for different community groups, for example by age, ethnicity, religion, caste, or disability. More information about how to use the Mobility Analysis tool is available at gendertoolkit.care.org/Pages/mobility%20analysis.aspx.



⁶⁵ CARE Gender Toolkit, 'Mobility Analysis,' gendertoolkit.care.org/Pages/mobility%20analysis.aspx

6

Monitoring, Evaluation, Accountability and Learning (MEAL)

6.1 What is monitoring, evaluation, accountability and learning and how do they relate to each other?

An effective MEAL system is a vital part of a good shelter programme. It provides evidence about the programme's implementation and impact that enables organisations to reflect, adapt, and capitalize on learning. Monitoring, evaluation, and learning systems support accountability by demonstrating that programmes have carried out their work as intended and in compliance with established standards. They provide opportunities for stakeholder feedback, particularly from beneficiaries. Most importantly, through all of this they lead to improved outcomes for disaster-affected populations. This means that monitoring and evaluation need to be embedded in the project cycle from the outset.

MEAL systems not only track progress against targets; they are needed to document changes power relations and social norms, and the empowerment of women. They help identify interventions or approaches that promote gender equality, and are an important way of establishing whether an approach has been

gender sensitive, responsive or transformative. The monitoring and evaluation (M & E) part of the project cycle can also contribute to the programme's gender responsiveness, by providing opportunities for the engagement and participation of women.

Monitoring: is the systematic and continuous collection, analysis, and reporting of information during the implementation of a shelter intervention. Monitoring allows shelter managers to

- measure progress against targets
- identify trends or deviations
- make changes when presented with obstacles or evidence of the need for alternative courses of action

Monitoring is used to check that:

- Shelter interventions 'do no harm' to women, girls, boys, or men
- The shelter assistance is suitable and adequate to meet the needs of both men and women
- Specific activities targeted to men and women are being implemented as necessary and that they are not posing risks to anyone
- Potential risks to vulnerable populations are identified and adequately mitigated

- Expectations of men and women are being met
- Male and female participants are involved in decision-making, and particularly that marginalized women have a voice
- Information and communication is clear
- The interventions support positive coping mechanisms
- Whether there are negative coping mechanism as a result of the interventions or caused by other stresses (e.g. food insecurity)

Evaluation: is the “systematic and objective assessment of an on-going or completed project, programme or policy, its design, implementation and results”.⁶⁶ Evaluations facilitate decision-making and contribute to learning. They can be used for information sharing, resource mobilization, and advocacy – for example, to identify the most effective approach to accessing shelter in a particular situation.

Evaluations support accountability by measuring performance against expected outcomes and impact,

and against established standards (e.g. Sphere). Most evaluations also assess performance against predetermined criteria such as impact, coherence, coverage, relevance, effectiveness, and efficiency.⁶⁷

Learning: is the process of acquiring knowledge and skills. Programmes and organizations learn by examining their decisions and the impact of their actions, and by listening to partners and the communities that they engage with. Learning is the result of effective monitoring and evaluation mechanisms; by capitalising on the knowledge gained, organisations can understand the strengths or weaknesses in the design and implementation of a programme, and how these have affected outcomes and impact.⁶⁸ From this understanding, organisations can develop recommendations that highlight best practice, and programmes can improve the way that they work.

To facilitate learning, monitoring and evaluation systems need to provide evidence that that can contribute to answering these questions:

Learning question	M & E evidence
What happened?	Did the project meet the needs of women, girls, men, and boys? Have attitudes or behaviours towards gender equality changed at the household or community level?
How did it happen?	What approaches were used to support access to shelter? Were changes intended or unintentional? Who benefited most from the approach?
Why did it happen?	What external and internal factors influenced the project outcomes? What obstacles to providing equitable access could not be overcome? Which specific opportunities did the project take advantage of and how?
What can we learn from it? What are the best practices and recommendations that we can bring forward?	What approaches to engage men and boys in promoting gender equality were successful, which were not and why? If we had to do it all over again, what would we do differently to ensure the most vulnerable men and women were empowered?

⁶⁶ OECD DAC Criteria for Evaluating Development Assistance
www.oecd.org/dac/evaluation/18074294.pdf

⁶⁷ OECD DAC Criteria for Evaluating Development Assistance
www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm

⁶⁸ OECD DAC Criteria for Evaluating Development Assistance
www.oecd.org/dac/evaluation/18074294.pdf

Accountability: CARE defines accountability as the means by which it fulfils its responsibilities to stakeholders, and the ways in which they may hold CARE to account for its decisions, actions and impact.

Programmes are responsible for ensuring that the objectives and targets set in the programme plan and logical framework meet the needs of the affected population and contribute to gender

equality. They are responsible for achieving those objectives in an efficient manner using resources in the best possible way. Most importantly, programmes are responsible for ensuring that beneficiaries have an influential voice in the planning and implementation of interventions, and programme monitoring and evaluation. Monitoring, evaluation and learning are all part of a process that upholds accountability.



A GOOD ENOUGH APPROACH:

How quickly and effectively CARE is able to meet accountability commitments will depend on the context in which a programme is operating. A 'good enough' approach acknowledges that in an emergency response adopting a quick and simple approach to outcome and impact measurement may be the only practical option. 'Good enough' does not mean second best; rather it means recognising and acknowledging limitations, prioritising appropriately, and reviewing and revising as the situation changes. The good enough approach recognizes that it may take days, weeks, or even months before agencies are able to achieve Sphere minimum standards for emergency shelter for everyone who has been affected. Nonetheless, it requires that programmes make all efforts to ensure those standards are reached as quickly as possible, and that the process prioritizes assistance to achieve standards for the most vulnerable men and women.⁶⁹

⁶⁹ CARE's Humanitarian accountability framework.

6.2 Monitoring and Evaluation (M&E) systems

For M&E systems to be meaningful and effective, it is important to have clear plans against which to assess progress and results.⁷⁰

An M&E system is the combination of processes, tools, and resources that are put in place to collect, analyse, and disseminate information effectively. Key activities in the M&E system take place across the programme cycle.



Figure 10 M&E activities through the project cycle, adapted from IFRC (2011) Project/programme monitoring and evaluation (M&E) guide

An M&E system is based on the programme’s logical framework. If the logical framework integrates consideration of gender issues, the M&E system can measure the differential effects of the intervention for women, girls, boys, and men.

What is measured?

Progress is measured through indicators against a baseline measurement.

Indicator is a “quantitative or qualitative factor or variable that provides a simple and reliable means to measure achievement, to reflect the changes connected to an intervention, or to help assess the performance of a development actor”.⁷¹

A baseline measurement provides a picture of the situation before the intervention, against which progress can be measured – e.g., the number of men and women displaced, or the percentage of those living in substandard conditions.

Programmes set objectives and specific targets against the baseline. Targets are the expected achievements at output, outcome, and goal levels. For example,

- the number of men and women who receive rental subsidies (**output**)
- the percentage of men and women in the targeted population who report living without fear from eviction (**outcome**)
- the percentage of men and women in the affected population that have adequate housing and sufficient income to continue to rent after the rental subsidy has ended (**goal**)

Programmes monitor targets and collect information to assess progress. Once an intervention is completed, programmes measure against the baseline indicators through an endline.

Consistent data collection throughout the programme is crucial for meaningful comparison. For example, if displacement data at baseline is gathered from a Displacement Tracking Matrix, the same source should be used at the endline.

⁷⁰ Food Security and Livelihood Monitoring and Evaluation Guidelines A practical guide for field workers ACF 2011.

⁷¹ OECD DAC Criteria for Evaluating Development Assistance www.oecd.org/dac/evaluation/18074294.pdf

An M&E plan outlines the approach to M&E in the shelter programme. It provides an overview of when monitoring activities will be implemented, and the resources that will be needed. The plan should outline:⁷²

- The monitoring information to be collected and analysed for each indicator, including sex and age disaggregated data
- The methodologies to be used for data collection and analysis, who will collect the information, who will participate in the analysis

- The frequency of data collection and analysis, taking into account the timing of interventions and the availability of the men and women who will provide information
- The responsibilities to collect, analyse and report on the data
- The usage of the data, in what format it will be distributed, and by whom

Monitoring systems should aim to answer the following questions:⁷³

Key questions monitoring should answer	Shelter programme examples
Has there been any change in the operating environment/context? If so what and why?	Has there been further displacement of men and women? Have particular target groups been subject to forced evictions?
Are the needs still the same, or have needs evolved that the programme is not addressing?	Have there been outbreaks of disease, further damage to assets or infrastructure?
To what extent are the right people being targeted by the project? How does it compare to overall needs and input of other agencies? Is any readjustment required?	Are there complaints from non-targeted men and women? Have the targeted persons been at risk?
Is the project activity plan on track? If not, why not and what can be done to correct this?	Are there changes necessary to the distribution modality so that men and women have equitable access to emergency shelter NFIs?
If the current rate of progress continues, will project activities achieve the intended objectives (outputs and outcomes)? If not, why not and what can be done to correct this?	Which groups will be most affected by the failure to meet objectives? Would the changes require a different vulnerability targeting strategy?
Is the project having any unanticipated effects? Are these positive or negative?	Do men or women report significant burden increase as a result of project activities? Are there tensions between men and women within a household or with the host communities?
How well is gender integrated into the project?	Are gender issues consistently considered by the shelter intervention in the design, planning and implementation? Are staff continually motivated to include a gender perspective in their work?

⁷² Food Security and Livelihood Monitoring and Evaluation Guidelines A practical guide for field workers ACF 2011

⁷³ Adapted from: Food Security and Livelihood Monitoring and Evaluation Guidelines A practical guide for field workers ACF 2011

6.2.1 INDICATORS

Indicators are units of measurement that provide answers to specific questions. Each indicator requires data collection, analysis, and communication, so the M&E system needs to have enough resources support all of these processes. Indicators should be SMART: Specific, Measurable, Achievable/appropriate, Relevant/realistic, and Timebound⁷⁴, and should each have a clear baseline against which to measure progress.

6.2.2 CARE STRATEGIC INDICATORS

CARE has adopted and/or developed a number of indicators to be used across programmes. These indicators require disaggregation by:

- Sex, age and disability/special needs (specify Head of Household);
- Type of shelter assistance received (cash; material; labor; transportation; other);
- Shelter damage category;
- Occupancy (multiple occupancy; single family occupancy; collective shelter);
- Context specific disaggregation including:
 - » legal status (host, IDP, refugee, registered / not registered);
 - » household tenure situation (owner / owner-occupier; renter; squatter; no tenure);
 - » type of settlement (urban / rural; formal / informal) or;
 - » displacement site/situation (self-settled / planned camp; collective center; host family);

6.2.3 GENDER SENSITIVE INDICATORS

Gender analysis should always be consulted before selecting indicators. When indicators refer to individuals they must always be sex and age disaggregated; when indicators refer to groups, such as households, it is important to understand what that grouping means in a particular context and whether it is appropriate.

Group profiling: When an indicator groups beneficiaries together, such as by gender or age, it is important to consider the differences that can exist within that group. For example, when targeting women as a group, other factors such as race, class, or age will affect individual experiences.

What makes indicators gender sensitive?⁷⁵

Disaggregation: sex and age disaggregated data is required in all types of monitoring and evaluations, whether monitoring progress against objectives or measuring impact. The effect and experience of an intervention is likely to vary between men and women of different ages, and across ethnicity, nationality, and disability.

Qualitative analysis: Sex and age disaggregated data is important but not sufficient to describe why there are variations in how men and women access shelter. To say, for example, that 60% of women have short term and informal rental contracts does not describe the specific obstacles and barriers that they face. Qualitative analysis is required to highlight power dynamics and to understand the social processes, why and how a particular situation has arisen and how it could be changed in the future.

The programme must include a balance of quantitative and qualitative indicators in its monitoring and evaluation activities.

⁷⁴ Food Security and Livelihood Monitoring and Evaluation Guidelines A practical guide for field workers ACF 2011

⁷⁵ Adapted from Institute of Development Studies Gender and Monitoring: A Review of Practical Experiences Paper prepared for the Swiss Agency for Development and Co-operation (SDC) by Paola Brambilla 2001

Quantitative indicators

Sex disaggregated quantitative indicators are primarily used to measure what has been delivered and to whom, and the number and percentage of men and women involved in or affected by a particular intervention. In a shelter programme, this could include the number of trainings in construction, the percentage of men and women participating, or the number of men and women who have used their new skills to find employment.

Qualitative indicators

Qualitative indicators focus on perceptions, experiences and behaviour. Some qualitative indicators can be developed in collaboration with beneficiaries, so that they can determine the

changes that they would like to see and how they can be measured. Measuring qualitative changes in gender equality usually requires baseline information on the attitudes, behaviour, or practices that prevent men and women from equally exercising their rights.

The greater the degree of existing gender inequality, the more subtle changes are likely to be. It is important in this context for indicators to recognise the significance of modest gains and breakthroughs⁷⁶

Combining qualitative and quantitative information gives a comprehensive understanding of the aspect of the shelter programme that is being measured:

Indicator	Quantitative data	Qualitative information
Female participation prior to the design of shelter activities	# of affected persons consulted before designing shelter facilities who are female	How do women and girls perceive their level of participation in the design? What enhances their participation in the design process? What are barriers to female participation in these processes?
	# of affected persons consulted before designing the shelter facilities	
Risk factors of GBV in and around shelters	# of affected persons who report concerns about experiencing GBV when asked about areas in and around shelters	Do affected persons feel safe from GBV in and around the shelters?
	# of affected persons asked about areas in and around shelters	What type of safety concerns does the affected population describe in and around shelters?

Combining qualitative and quantitative data⁷⁷

Project and programme indicators can be reported to the shelter cluster, which aggregates information to produce information at national level. Shelter Cluster Information Management Services.pdf

Indicators can be designed from the outset to be linked to feedback mechanisms. For example, the indicator “number of women who felt the NFIs received met their specific needs” would provide information that is different to that obtained by “number of women who received NFIs”.

⁷⁶ FDFID How to Note Guidance on using the revised Logical Framework

⁷⁷ AISC Guidelines for Integrating Gender-Based Violence Interventions in Humanitarian Action 2015

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ADDITIONAL SHELTER RELATED INDICATORS:

Humanitarian Response Indicators Registry: the registry is a guidance tool to select indicators developed by global clusters that are used and/or adapted to the context. It is likely that shelter cluster partners will be required to report programme activities using some of these indicators, therefore it is important to consider them from the start. <https://www.humanitarianresponse.info/en/applications/ir>

AISC Guidelines for Integrating Gender-Based Violence Interventions in Humanitarian Action

<https://interagencystandingcommittee.org/gender-and-humanitarian-action-0/documents-public/guidelines-gender-based-violence-interventions-7>

CARE Emergency Shelter Guidance Note: Indicators for shelter programmes https://www.humanitarianresponse.info/en/system/files/documents/files/3.0_indicators_for_shelter_programmes.pdf provides a list of indicators at various levels for a range of different types of shelter assistance

6.3 Types of monitoring

A programme will usually monitor a variety of indicators according to its specific needs, and will use a range of different types of monitoring activity to do this, often simultaneously. Types of monitoring that might take place as part of a shelter M & E system include:

- Results / progress monitoring
- Process or activity monitoring
- Beneficiary monitoring
- Post – distribution monitoring
- Protection risk monitoring

Time Frames in Post-Distribution Monitoring

PDMs can be done at different points in time – for example, they can be done twenty minutes, one week, three months and one year after the distribution. This is useful to see how items are being used and how needs are changing. With this information projects can adapt as need change. For example, in the immediate aftermath of a disaster, people may not have had time to think about what they really need; after some time has passed they may have a clearer understanding of which NFIs would be more useful for longer term recovery.

6.3.1 FEEDBACK AND COMPLAINTS MECHANISMS

Feedback mechanisms provide a structured way for project beneficiaries to communicate their experiences of an intervention, and allow programmes to respond in a co-ordinated way. They are one of the most important accountability tools in monitoring, evaluating and learning.

Feedback mechanisms can have enormous benefits for both communities and CARE staff. They can help to establish trust between staff and affected men and women, and can help build a safer environment for programme staff and for beneficiaries, especially the most vulnerable. Enabling beneficiaries to communicate effectively their experiences of an intervention means that programmes can better understand their impact, and can improve. A feedback mechanism that does not function well (for example if complaints are not followed up) may contribute to frustration and worsening relationships with communities and local stakeholders.

Feedback and complaints should be used to inform and revise shelter projects. In the best two-way communication systems, target groups will be informed about how their feedback has been used and what has changed as a result.

Feedback and complaints mechanisms should aim to be:

Appropriate:

- Take into account beneficiaries' different capacities. Power dynamics may prevent some groups from expressing their opinions. Consider whether women and girls will feel empowered to make a complaint, or whether they have mobility restrictions.

Safe:

- Men or women must not be put at risk – for example, of retaliation if they complain about staff members, or powerful individuals in the community.
- Confidentiality must be maintained, as required. Keep files confidential. Ensure discussions about feedback cannot be traced back to the individual providing it.

Well understood

- Tell people how to give feedback and complaints and that it is their right to do so. Use staff, notice boards, radio or other means to give information about processes.
- Be clear about the types of complaint you can and can't deal with. Know your agency's procedures on abuse or exploitation of beneficiaries. Explain details of an appeals process.

Promote transparency:

- Communicate how feedback is processed, who is responsible for dealing with which complaints, and the results of their feedback.
- Make sure each complaint has a number and wherever possible give people a receipt (for example a code if the complaint is by telephone, a copy of the complaint if in writing, a summary of the complaint if verbal).

Timely:

- Feedback mechanisms should be established from the planning stage of an intervention so that feedback can influence decision-making most effectively.

- Feedback and complaints should be responded to in a timely manner. A benchmark for how long it will take to respond can be agreed for different types of feedback.

Effective:

- It should be simple enough to be managed effectively, and to result in concrete actions.
- Put procedures in place that establish how complaints will be handled and develop a standard complaints record form. Develop a feedback and complaints mechanism procedure document.
- Build staff awareness of and commitment to the feedback and complaints mechanism
- Keep statistics on complaints and responses.
- Responding to feedback may require input from several people, including human resources, M&E, a gender specialist, or shelter technical specialist
- Monitor the feedback and complaints mechanism to ensure that it is effective

Accessible to all:

- The system should provide several options to gather and respond to feedback according to the needs and capacities of the affected men and women. consider for example:
- How will men and women in remote locations be able to give feedback?
- Can feedback be received verbally or only in writing?
- Is it possible to give feedback or file a complaint on behalf of somebody else (owing to their illiteracy, fears for their personal safety, limited physical mobility, or inability to travel)
- How can men and women who are working all day or who have limited mobility be included?

Widespread:

- Beneficiaries and people who have not participated in the project should be included.



PAKISTAN – FEEDBACK MECHANISMS FOR EMERGENCY SHELTER AND NFIS⁷⁸:

During the response to the 2005 Kashmir earthquake, an NGO realised that it needed a mechanism to address the frequent queries and complaints that it was receiving. The programme dedicated one hour per day to dealing with complaints at the main project base; this was the only time that complaints would be received. The office manager listened to the complainant, and tried to resolve the complaint informally. If this wasn't possible, the manager completed a complaints form and passed it to an Assessment Team. Complaints about staff members were investigated by the Project Manager at each project base. If a complaint was upheld, the beneficiary received assistance, subject to the agency's resources. Most complaints came from earthquake survivors who had not received a shelter. They also came from people outside the NGO's project area, in which case the NGO lobbied the responsible agency.

The numbers of complaints received from each village were recorded in a spreadsheet, along with how many complaints had been dealt with. This enabled project staff to assess progress and to integrate complaints into project planning.

Results:

- By the end of the emergency phase, the NGO had dealt with approximately 1600 complaints, 70% of all those it had received. Of the complaints investigated, 18% were upheld.
- Complaints about staff led to dismissal for three who had given preferential treatment to their tribal or family members.
- Through this mechanism, the NGO helped 290 families whose needs would otherwise have been overlooked.
- The complaints mechanism saved the NGO teams significant time in field and office, and in identifying gaps in coverage. As the teams were new to Pakistan, the mechanism helped to compensate for limited local knowledge
- By the end of the project, communities would contact the NGO about any discrepancy they saw in its distributions, confident that the agency would take appropriate action
- Not all complaints could be investigated because six months after the event the NGO had used up its project funds.

⁷⁸ Oxfam 2007 Impact Measurement and Accountability in Emergencies, The good enough guide



MYANMAR – MONITORING SEXUAL EXPLOITATION AND ABUSE IN SHELTER PROGRAMMING

In 2013, IDP camps in Rakhine, Myanmar experienced civil unrest. CARE responded with emergency shelter relief. As part of the response, CARE consulted women in the community about the design of a complaint mechanism for sexual exploitation and abuse. This gender-responsive consultation resulted in the design and implementation of a monitoring and complaint system with three mechanisms by which individuals or groups could raise concerns, anonymously if required:

- feedback boxes in the field
- volunteers and staff available to listen any concern who would report directly to the HQ
- a phone number to call or send SMS texts to the HQ

Special community outreach was conducted with men in the community to raise awareness of the importance of equal access to free and open communication for everyone. This outreach was prompted by the limitations that women in the community faced in communicating with foreigners or men outside the family, which often impeded their access to needed resources. Through the work that CARE's shelter staff carried out with community representatives, women enjoyed greater access to communication than they had previously experienced.

Gender balanced community monitoring teams were formed that reflected the diversity of the affected community. In each camp a female and a male volunteer monitored activities, incidences of sexual exploitation and abuse, and the installation of feedback boxes.

When monitoring SEA in Shelter Programming consider the following recommendations:

Engage both women and men in the community.

- Consult with women's groups and local organizations about how to best reach women and men for feedback on project implementation and impacts in the community.
- Capture positive project impacts, while also anticipating and documenting negative consequences (especially if they relate to GBV or SEA).

Engage influential leaders, programme beneficiaries, and other key stakeholders in private dialogues.

- Ask questions about how people are reacting to the intervention and whether anyone is reporting risks, threats, or violence as a result of project activities.

Incorporate gender into analysis of what works and what does not.

- For example, ask if women or men (or boys versus girls) are dropping out of the project more quickly, or if it is more difficult to recruit men over women or vice versa. If there are differences, find out why.

Monitor changes in staff attitudes/skills/behaviours, as staff members might undergo transformations themselves.

- These changes can occur because of new exposure to gender-related issues (including GBV and SEA) that are being addressed in the programme.
- Programme staff need to feel safe, and need resources that they can use to support their own emotional well-being and to manage threats to their personal safety.



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For more information about GBV monitoring and mitigation, see CARE's Guidance for Gender Based Violence (GBV) Monitoring and Mitigation within Non-GBV Focused Sectoral Programming www.care.org/sites/default/files/documents/CARE%20GBV%20M%26E%20Guidance_0.pdf

6.3.2 TWO WAY FEEDBACK – SHARING MONITORING AND EVALUATION RESULTS WITH COMMUNITIES

Feedback of monitoring and evaluation findings should be part of CARE's practice of sharing information with communities. Providing affected communities with this information in an accurate and timely way is a key component in building trust, which itself is an important factor in participation – people will only engage meaningfully with individuals or institutions that they believe they can trust.

When reporting findings:⁷⁹

- **Keep it short:** Do not hide information but aim to help people remember the main points about what has happened.
- **Think what people need to know:** Prepare a verbal presentation that suits people's needs.

- **Emphasise key points:** If you can, use posters, quotes, photos, slides, tables, and charts.
- **Encourage participation:** A Question & Answer session, a panel, or a short play can help.
- **Encourage people to say what they think:** People may have conflicting views of the project and the changes it is making. Think ahead about how you will deal with these different views.
- **Listen and be tactful:** Try to maintain a good atmosphere and good relationships between people, especially if they express different views. Try to end the discussion on a positive note.
- **Responses can be provided in several ways,** for example feedback gathered in community consultations can be addressed in the next community consultation; indicators can be used to communicate with participants the number of positive and negative feedback reports received, the subjects of complaints, and the rate of response.
- **Provide key complaints data in public places,** such as websites and community notice boards.
- **Make reports reader friendly** and share them as much as possible with all staff

⁷⁹ Oxfam 2007 Impact Measurement and Accountability in Emergencies, The good enough guide.

6.4 Evaluation

Programme evaluation may be carried out by CARE staff or external evaluation teams. Issues that it can be useful to consider evaluating include:⁸⁰

- **Relevance:** the extent to which the intervention suited the needs and priorities of affected men and women
- **Effectiveness:** the extent to which an intervention attains its objectives
- **Efficiency:** measures outputs in relation to inputs to see whether the most efficient process has been adopted
- **Impact:** measures the positive and negative changes produced by an intervention, directly or indirectly, intended or unintended
- **Sustainability:** measures whether the benefits of an activity are likely to continue after the intervention has ended.

Focusing on these issues will build a framework for the evaluation process. This will help the programme to address the most important questions that an evaluation should seek to answer:⁸¹

- Did the intervention achieve its purpose, and if not, why not?
- Should we continue with this approach, and if so, why?
- What changes do we need to make to our system to be better able to respond to a similar crisis in the future? Competent evaluators should be able, in the inception phase, to identify the key second-level questions that they need to ask in order to answer the top-level questions.

The evaluation will also be able to address key gender integration issues:

- To what degree was gender equality considered and promoted throughout?
- What changes to women's roles or position in society were achieved and which contribute to their improved access to adequate housing?

6.4.1 TYPES OF EVALUATION

As with monitoring, there are a range of different types of evaluation that can be carried out. Each programme will determine which type of evaluation to include in its MEAL system, according to the requirements of the programme and the questions that the evaluation seeks to address. Types of evaluation include:

- **Impact evaluation:** An evaluation that focuses on longer-term effects, usually, but not always, carried out sometime after project completion
- **Process evaluation:** An evaluation that focuses on the processes by which inputs are converted into outputs; may also examine the intervention as a whole
- **Real-time evaluation:** An evaluation of an ongoing intervention as it unfolds
- **Mid-term evaluation:** An evaluation performed towards the middle of an intervention
- **Ex-post evaluation:** An evaluation performed after an intervention has been completed
- **After Action Reviews:** to learn from lessons so that improvements can be made in operational procedures, structures and policy

⁸⁰ OECD DAC Criteria for Evaluating Development Assistance.
www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm

⁸¹ Adapted from: Margie Buchanan-Smith John Cosgrave Evaluation of humanitarian action pilot guide ALNAP 2013.



6.5 Participation in M&E systems

When it is feasible and fitting, M&E systems should be participatory.

“Participatory M&E is not just a matter of using participatory techniques within a conventional monitoring and evaluation setting. It is about radically rethinking who initiates and undertakes the process, and who learns or benefits from the findings.”⁸²

Participatory M&E is a collaborative process that actively engages communities in the mechanisms that are used to monitor and evaluate programmes. When M&E is truly participatory, the power dynamics between project staff and community members are changed; for this to happen, project staff need genuinely to respect the perspectives of members of the community and incorporate them in the process. Participatory M&E is a powerful way of allowing the voices of marginalised communities to be heard, of increasing understanding within the affected population of the intervention and its goals, and of fostering a greater sense of ownership of the programme amongst participants. As such, it can be a powerful way to advance women’s equitable participation and empowerment.

The kind of participatory M&E system a programme might choose to develop will depend on who is participating, at what stages of the project they will be involved, and the objectives of the process. Underlying all methods are four key principles:⁸³

- **Engagement:** opening up the design of the M&E process to include those directly affected by the crisis, and agreeing to gather and analyse data together
- **Negotiation:** project staff and participants need to agree what will be monitored and evaluated, how and when the data is collected and analysed, what the data means, how the findings will be shared, and what actions will be taken based on the findings
- **Learning:** reflection on the process and its findings lead to learning, which becomes the basis for subsequent action and improvement
- **Flexibility:** the process itself will need to be able to adjust to factors that can change over time, such as the number, role, and skills of stakeholders, or the external environment

There are a variety of methods and tools available for facilitating participatory M&E, which can be adapted according to the local context.

⁸² Guijit, I and Gaventa, J. 1998. Participatory monitoring and evaluation: Learning from change. IDS Policy Briefing Issue 12.

⁸³ Ibid



USEFUL TOOL – COMMUNITY SCORE CARDS (CSC) FOR PARTICIPATORY MONITORING AND EVALUATION

The CSC is a two-way participatory tool for assessment, planning, monitoring, and evaluating services. Its goal is to influence quality, efficiency and accountability via mutual dialogue between users and providers. It generates information through focus group interactions and enables maximum participation of the local community.

CARE used the CSC approach as part of its monitoring and evaluation system in a home repairs programme in Haiti. Displaced men and women found potential accommodation in homes that needed some repairs; CARE helped the homeowner to carry out the repairs and to adapt their home to include a rental unit. In exchange, the homeowner provided rent-free accommodation for affected women, girls, boys, and men for up to 24 months. Central to the process was the dialogue that took place between project staff and participants about the progress of the intervention, and what had or had not worked. Solutions were proposed, and subsequent meetings checked on the progress of implementing recommendations. This collaboration diffused tensions by ensuring that participants' concerns and grievances were addressed.

The process resulted in a number of changes to the intervention:

- Information sharing: Participating homes received a binder with all the necessary documentation (objectives, roles, responsibilities, scope of works). These documents set out the commitments of the home owner and CARE, and served as a reference file in case of dispute or misunderstanding.
- Type of support: Participants asked the programme to review the amount of support given to income-generating activities, and to include hygiene kits.
- Rental agreements: participants were concerned about the risk of overcrowding in their rental units, and whether leases would be respected. This led to a revision of the rental agreement and the involvement of community committees to oversee compliance.
- Clearer expectations: participants were disappointed because the amount that they received was not enough to apply finishes to the repaired homes. Clearer information was given to all future participants on what was expected to be completed with the support (structural repairs)
- Privacy: Participants were concerned because the programme did not ensure internal partitions; changes were made to the scope of works to include privacy measures.

The complete toolkit for the application of community scorecards is available here insights.careinternational.org.uk/publications/the-community-score-card-csc-a-generic-guide-for-implementing-care-s-csc-process-to-improve-quality-of-services in English and French.

Although there are many benefits of participatory M&E, it is important to recognize some of the potential drawbacks – see figure 12. The programme and the community might be best served by a balance of participatory and non-participatory M&E, according to local needs and context.

In certain cultures, women often spend more time carrying out childcare and housekeeping duties. The risk of overburdening women with participation activities can be mitigated by providing childcare support and organising workshops close to their homes. See section 3.4 for more information on how to encourage participation.

Potential Advantages	Potential Disadvantages
<ul style="list-style-type: none"> Empowers beneficiaries to analyse and act in response to their own situation, as “active participants” rather than “passive recipients” Builds local capacity to manage, own, and sustain the project. People are likely to accept and internalize findings and recommendations Builds collaboration and consensus at different levels—between beneficiaries, local staff and partners, and senior management Reinforces beneficiary accountability, preventing one perspective from dominating the M&E process Saves money and time in data collection compared with the cost of using project staff or hiring outside support Provides timely and relevant information directly from the field for management decision making to execute corrective actions 	<ul style="list-style-type: none"> Requires more time and cost to train and manage local staff and community members Requires skilled facilitators to ensure that everyone understands the process and is equally involved Can jeopardize the quality of collected data due to local politics. Data analysis and decision making can be dominated by the more powerful voices in the community, due to gender, ethnic, or religious factors. Demands the genuine commitment of local people and the support of donors, since the project may not use the traditional indicators or formats for reporting findings Programmes need to avoid overburdening participants by using them as volunteer staff. Wherever it is appropriate, time should be remunerated

Figure 12 Adapted from Chaplowe, Scott G. 2008. Monitoring and Evaluation Planning. American Red Cross/CRS M&E Module Series. American Red Cross and Catholic Relief Services (CRS), Washington, DC, and Baltimore, MD



RESOURCES ON PARTICIPATORY M&E

International Institute for Environment and Development’s (IIED) Participatory Learning in Action provides a selection of tools and case studies in the use of participatory methods.

- <http://www.iied.org/participatory-learning-action>
- CARE’s Participatory Monitoring, Evaluation, Reflection and Learning Manual 2014 www.careclimatechange.org/files/2014_PMERL.pdf
- GSDRC, Participatory tools and approaches www.gsdr.org/topic-guides/measuring-results/participatory-tools-and-approaches/

Participatory monitoring activities for shelter interventions:

The application of build-back better techniques in communities: Programmes can engage men and women in the community in conducting the inspections, so they are able to identify good and poor practices, and provide ideas on what can be done to improve them. This way, building-back-safer is not just the concern of the technical staff.

Evaluating in-kind distributions: Programmes may engage men and women in the planning of a distribution to determine what is important (timing, location, facilities, transport, etc), during distributions men and women can observe and gather feedback from fellow participants, and discuss with shelter staff after what worked and what did not work.

*Most significant shelter outcomes:*⁸⁴ Consider asking men and women to report on a regular basis (verbal reporting) what has been the most significant change that occurred for them or for the household relating to three to four criteria: their well-being, their sense of security, their health, their self-esteem, their relationships, etc. Ask them to report the facts (what, when, where, with whom) and to explain why this change is the most significant of all changes that have occurred. Consider what has been most important for women, men, girls, and for boys. Discussing the differential benefits with men and women can be an opportunity to discuss gender issues.

6.6 Integrating gender issues in M&E

Recommendations for integrating gender issues in the monitoring and evaluation of shelter interventions:⁸⁵

- Produce sex and age disaggregated data and gender-sensitive indicators
- Develop profiles of at-risk populations with specific shelter and NFI needs to support program activities
- Examine how much control and choice men and women have on deciding the type of support provided
- Analyse the participation of women and men in accessing shelter, and their access to and control of resources
- Measure the impact of the intervention on women and men separately
- Collect information on how satisfied men and women are with the ongoing progress, and their recommendations for what could be improved
- Assess the effectiveness of training of women and men, especially in relation to building back safer
- Examine staff attitudes towards gender issues and ensure they are committed to promoting gender equality
- Once the collected information has been analysed, the findings and any recommended changes should be communicated clearly to all stakeholders, especially to the most vulnerable men and women who may be affected
- Use the CARE Gender Marker tool at various points during the project cycle to improve and reflect upon how well the programme contributes to improving gender equality. See Section 2.2.1 for more information on the Gender Marker tool.

⁸⁴ Adapted from: International Institute for Environment and Development; Participatory Learning and action Notes. Participatory Monitoring and Evaluation, Tracking change together Irene Guijt, Mae Arevalo and Kiko Saladores. London 1998

⁸⁵ Adapted from Institute of Development Studies Gender and Monitoring: A Review of Practical Experiences Paper prepared for the Swiss Agency for Development and Co-operation (SDC) by Paola Brambilla 2001

6.7 Accountability

Shelter interventions are accountable to multiple stakeholders, including donors, host governments, partners, internal CARE policies, international standards, and most importantly to the men and women they serve. To support consistency across programmes and organizations, accountability is measured against benchmarks and standards, such as Sphere and the Core Humanitarian Standard (CHS) on Quality and Accountability. Monitoring, evaluation and learning are all part of a process to ensure programmes are accountable.

CARE's accountability framework commits to upholding four principles:⁸⁶

Transparency: Honestly and openly share key information about CARE's performance with stakeholders in public, accessible ways.

- In the selection of the men and women who will benefit from interventions
- In communicating objectives and purpose of any intervention
- In communicating the results of monitoring and evaluation exercises
- In communicating changes to an approach and the reasons why
- In recognizing when errors or omissions are committed and taking action to correct them

Participation: Work in genuine partnership, to integrate the voices of the men and women who are affected by decisions, and to engage effectively and create opportunities for the participation of key internal and external stakeholders.

- Providing platforms for equitable participation of men and women
- Taking affirmative action to ensure that the voices of the most marginalized men and women are heard
- Consulting affected men and women in programme decisions that affect them
- Defining objectives and interventions in collaboration with affected men and women
- Ensuring that monitoring and evaluation systems include mechanisms for meaningful participation of men and women

Diversity & Inclusion: Value, respect and encourage diversity, and seek to be inclusive and non-discriminatory.

- Ensuring that the project team is diverse and that all their voices inform programme decisions;
- Focusing on support to the most vulnerable populations
- Ensuring that men and boys are engaged in empowering women and girls to the benefit of whole communities

Feedback and Response: Seek, capture, listen to, act on and respond to feedback.

- Ensuring confidentiality as appropriate when presented with complaints
- Taking all feedback and complaints seriously, investigating and responding to them in a timely manner and communicating with those concerned throughout
- Using positive and negative feedback to adapt and improve programme approaches

⁸⁶ CARE International accountability. Current state assessment and emerging approach. 2016

6.8 Key learning issues

Ensure that lessons learned from previous programmes are taken into account in the planning of shelter interventions. Lessons do not have to be from shelter programmes alone; they can be from other interventions using similar approaches. To develop a gender responsive shelter programme, consider how other programmes have addressed gender issues, for example:

- what activities contributed to the effective implementation of those programmes
- what strategies for engaging men and boys in gender equality were successful
- what obstacles prevented women and girls from participating
- how were they overcome

Set learning objectives from the start and ensure that they are consistently reflected upon and documented.

Consider if the intervention is piloting a new approach or trying an approach not previously used in shelter programming, for example engaging young boys and girls in building-back-safer or settlement planning. What would be important to learn from that approach? Perhaps the interactions between girls and boys, and whether social norms around gender are evident from early age; the different mechanisms required to empower and build self-esteem for girls and for boys; the degree to which they influence the shelter decisions of their household, etc.

Determine how the programme will document and disseminate learning. In formal evaluations or informal reviews; using quantitative or qualitative approaches; documented in a report, a publication, a case study, etc.

Determine expected learning outcomes. In a similar ways that programmes set outcomes for change, determine what should change as a result of learning, i.e. determine what will be done with what is learned. Will it influence internal policies, could it be applied to other sectors, could it be applied to other contexts? For example, the programme may have set out to learn about how power-relationships influence access to and use of private and public spaces. The learning outcome may be a change in land use policy based on the findings.

Determine who will benefit from learning (internal and external stakeholders), who will be involved in the reflections and when and how they will they take place. (formal workshops or retreats, informal discussions, following project milestones)

Determine the necessary resources for learning and the strategies. For example a real-time evaluations, regular reflection workshops, perception or satisfaction surveys, etc.

Keep an open mind and allocate resources. Look for learning opportunities at all stages of the programme implementation and adapt the learning objectives and outcomes to the changing context. Even if no specific learning objectives are set at the start, during implementation, opportunities for learning will emerge. Make sure the programme allocates resources to learning in the budget, so that it can capitalize on those opportunities.

Reflect and document. Programme decisions such as who will benefit and why, changes to approaches or deviations from the original plan, and any lessons learned should be documented.

USEFUL MONITORING AND EVALUATION RESOURCES:

- ALNAP's Evaluation of Humanitarian Action Guide 2016
www.alnap.org/resource/23592.aspx
- www.tools4dev.org/resources/how-to-create-an-monitoring-and-evaluation-system/
- CARE emergency toolkit, monitoring and evaluation section
- careemergencytoolkit.org/monitoring-and-evaluation/#3.1
- Violence, gender and WASH – a practitioner's toolkit
- violence-wash.lboro.ac.uk/
- CARE International. September 2014. Gender in Emergencies Guidance Note: Gender Marker
gender.care2share.wikispaces.net/file/view/GIE+Guidance+Note-Gender+Marker.pdf
- CARE International. October 2014. Guidance for Gender Based Violence (GBV) Monitoring and Mitigation within Non-GBV Focused Sectoral Programming
www.care.org/sites/default/files/documents/CARE%20GBV%20M%26E%20Guidance_0.pdf

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PART III:

Information Gaps in Gender and Shelter

The preceding sections have sought to compile information about gender integration in shelter practice from various resources, guidebooks, tools, and documented experience of CARE and other organizations. In spite of all of this useful guidance, there are still important areas where evidence and advice about integrating gender into shelter programming is limited.

ENGAGING MEN AND BOYS

How shelter programmes can work with men and boys to challenge norms and behaviours has not yet been well documented. More evidence about approaches that are effective is needed.

ADOLESCENT GIRLS

A 2013 review conducted for DFID entitled *Women, girls, and disaster* highlighted the fact that adolescent often fall through the gap between humanitarian and development response. Girl brides are a particularly vulnerable group during a crisis, and currently there is insufficient evidence about how shelter programmes can work effectively with them. Unmarried adolescent girls who are not dependent on others for their care at time of the disaster may also be vulnerable, especially unaccompanied girls who have become pregnant, possibly through rape or transactional survival sex post-emergency.



GENDER-BASED VIOLENCE

At present there is little evidence of the impact of shelter interventions on the prevalence of GBV.

USING EVIDENCE-BASED ADVOCACY

Advocacy is a key tool that is used in the pursuit of gender equality, and can play an important role in changing the deeply rooted norms, institutions, policies, and laws that perpetuate inequalities between men and women. Systematic use of evidence-based advocacy by shelter programmes to promote gender equality is not well documented.

OTHER POSSIBLE AREAS OF RESEARCH

- Inclusion of affected men and women in decision-making regarding housing and land-use policies at the local and national level
- Inclusive urban planning and the engagement of young girls and boys in shaping their neighbourhoods
- Identification of forgotten or hidden vulnerable groups who are particularly affected by lack of adequate housing (homeless men and women with alcohol and substance abuse, survivors of domestic violence, sex workers, veterans, ex-combatants)
- Long term programming that supports homelessness to homeownership through livelihoods, physical and mental health and other supportive services
- The potential links to social protection mechanisms and safety nets, which could include long term housing support (e.g. rental subsidies) for particularly vulnerable and poor sections of the population.
- Multi-sector interventions that have interdependent outcomes and take into consideration gender issues.

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- CARE's Gender Wiki: gender.care2share.wikispaces.net/
- CARE International Gender Policy 2009; [gender.care2share.wikispaces.net/file/view/English CI Gender Policy and FAQ.pdf/206673128/English CI Gender Policy and FAQ.pdf](http://gender.care2share.wikispaces.net/file/view/English+CI+Gender+Policy+and+FAQ.pdf/206673128/English+CI+Gender+Policy+and+FAQ.pdf)
- CARE Gender Orientation Pack (October 2015): gender.care2share.wikispaces.net/file/view/CARE+Gender+Orientation+Pack+12+oct+15.pdf
- CIGN Explanatory Note on CARE's Gender Focus: [gender.care2share.wikispaces.net/file/view/CIGN Explanatory Note on CAREs Gender Focus_Nov 12.pdf/381544832/CIGN Explanatory Note on CAREs Gender Focus_Nov 12.pdf](http://gender.care2share.wikispaces.net/file/view/CIGN+Explanatory+Note+on+CAREs+Gender+Focus_Nov+12.pdf/381544832/CIGN+Explanatory+Note+on+CAREs+Gender+Focus_Nov+12.pdf)
- Different Needs – Equal Opportunities: Increasing Effectiveness of Humanitarian Action for women, girls, boys and men: www.iasc-elearning.org/course/view.php?id=2
- IASC Gender in Humanitarian Action Handbook: interagencystandingcommittee.org/product-categories/gender
- IASC GBV Guidelines (Update 2015): gbvguidelines.org/wp-content/uploads/2015/09/2015-IASC-Gender-based-Violence-Guidelines_lo-res.pdf
- CARE's Emergency Handbook

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www.care.org

CARE International UK

9th Floor
89 Albert Embankment
London
SE1 7TP
United Kingdom
T) +442070916000

CARE's emergency shelter team is hosted by CARE International UK in London and provides technical support and expertise around emergency shelter to the entire CARE International Confederation. The emergency shelter team can be contacted on emergencysshelter@careinternational.org.