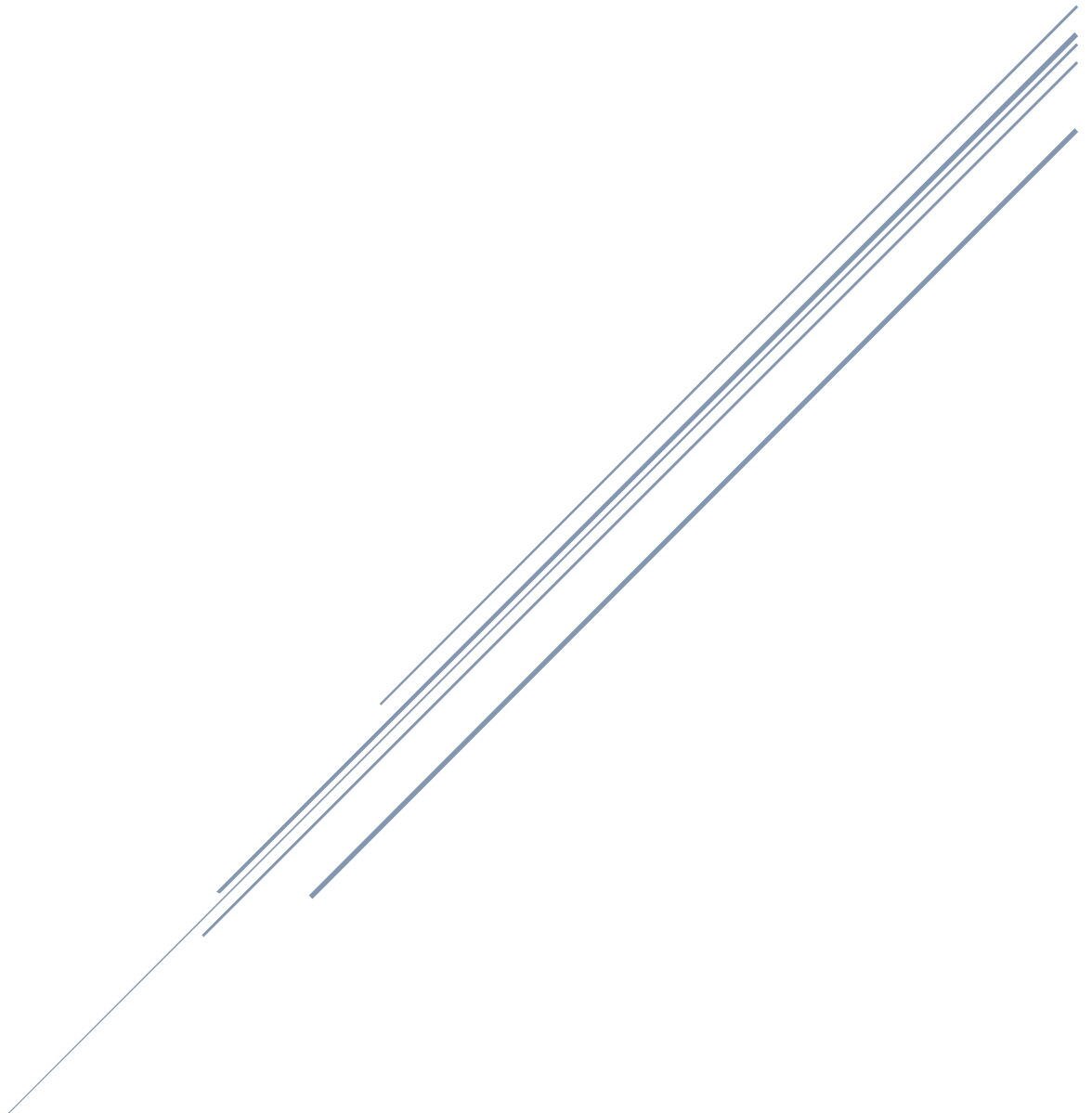


# **NDRMF Toolkit for Mainstreaming Gender in Disaster Risk Reduction (DRR) & Climate Change Projects**

**A Practical Manual to Support the Integration of Gender  
Equality**



**Quality Assurance Group (QAG)**

# NDRMF, SUSTAINABLE DEVELOPMENT GOALS (SDGs) AND GENDER MAINSTREAMING

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## FOREWORD

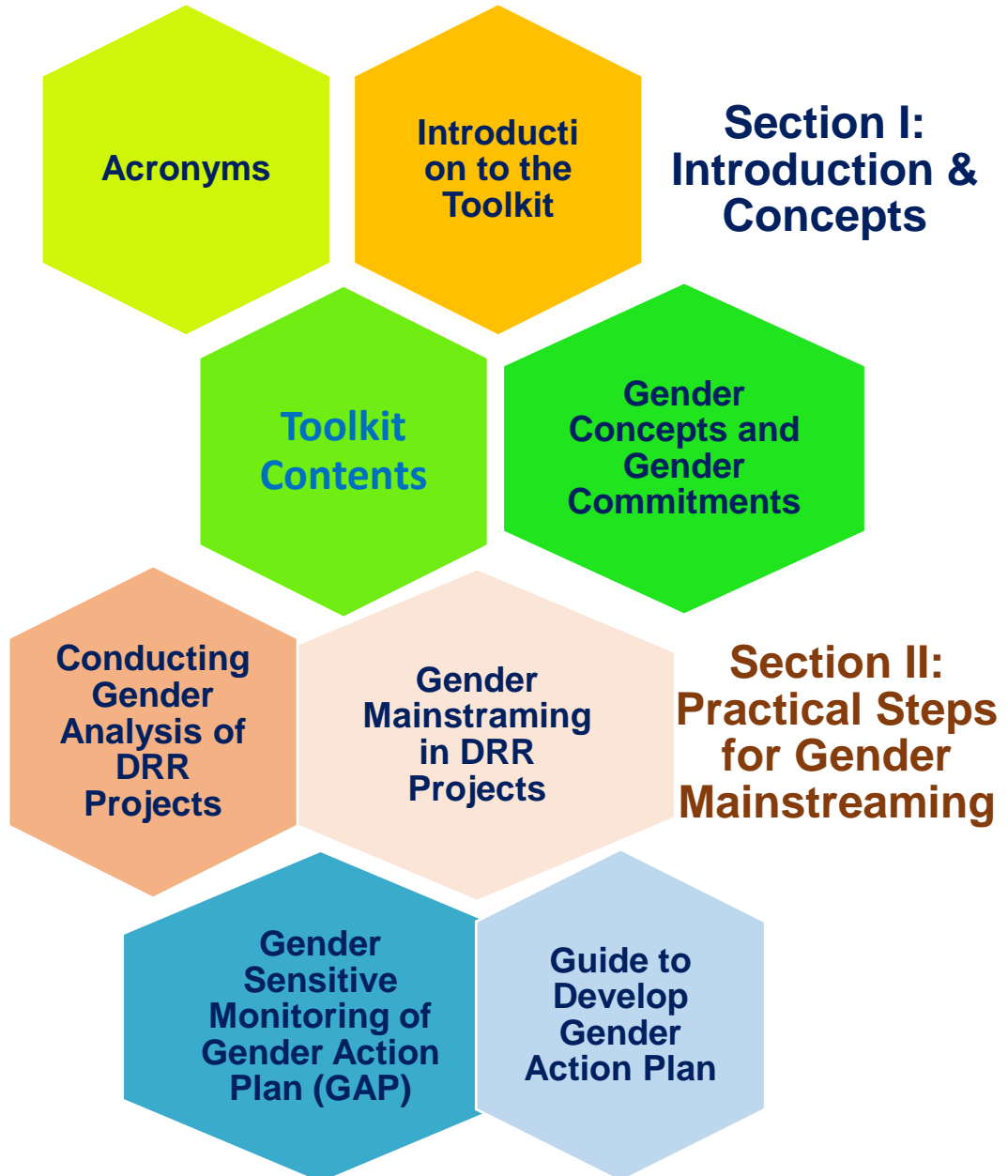
Gender mainstreaming is fundamental to NDRMF'S objectives and guiding principles, including through engaging women and men of all ages as stakeholders in the design, development and implementation of strategies and activities to be financed. The first Gender Toolkit prepared by National Disaster Risk Management Fund (NDRMF) was aimed to ensure gender integration through programming and projects financed by NDRMF.

This toolkit includes guidance on how to undertake a gender analysis, what needs to be done to ensure gender is mainstreamed at different stages of project cycle, how gender can be integrated into the Results Framework, data collection, and usage for enhanced impacts, and effective performance measurement mechanisms contributing to overall improved compliance monitoring.

Gender is a cross-cutting theme of NDRMF where it has a critical role in achieving and sustaining the results. Thus, this toolkit is a practical resource applicable to all those at NDRMF and Fund Implementing Partners (FIPs) for enhancing the efficiency and efficacy of resilience building interventions, and ensuring that gender benefits are obtained.

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# SECTION-I

# LIST OF ACRONYMS

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<b>BoD</b>	Board of Directors
<b>DMF</b>	Design Monitoring Framework
<b>DRF</b>	Disaster Risk Financing
<b>DRR</b>	Disaster Risk Reduction
<b>DRM</b>	Disaster Risk Management
<b>EGM</b>	Effective Gender Mainstreaming
<b>ECOSOC</b>	Economic and Social Council
<b>FGD</b>	Focused Group Discussion
<b>FIP</b>	Fund Implementing Partner
<b>GAD</b>	Gender and Development
<b>GADP</b>	Gender and Development Plan
<b>GAP</b>	Gender Action Plan
<b>KIIs</b>	Key In-depth Interviews
<b>M&amp;E</b>	Monitoring and Evaluation
<b>NDRMF</b>	National Disaster Risk Management Fund
<b>PWDs</b>	Persons with Disabilities
<b>RF</b>	Results Framework
<b>SDGs</b>	Sustainable Development Goals
<b>SGE-</b>	Some Gender Elements
<b>UNGA</b>	United Nations General Assembly
<b>WID</b>	Women in Development

# INTRODUCTION

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## CONTEXT ANALYSIS

Pakistan is located on the path of natural hazards. A large geographical stretch is located on the seismically active zone; this is also vulnerable to droughts, frequent floods, flash floods and landslides, especially during monsoon.<sup>1</sup> The impact of disasters induced naturally is directly proportionate to risks and vulnerabilities. These are multiplied as a result of social, cultural and economic divide between men and women. As per 2017 census, men constitute 51.24%, women constitute 48.76%, Persons with Disabilities (PWDs) constitute 0.48%, and there is a total of 10,418 transgenders across Pakistan.<sup>2</sup>

Despite the fact that extensive literature has been written and disseminated in the last 60 years since the women's liberation movement that started in 1960s; the meaning of gender and its complexity that emerged during 1980s primarily in the industrialized societies is the least understood and acknowledged concept in the socio-cultural and politico-economic backdrop of the world. Developing countries, including Pakistan, are still grappling with the patriarchy and social and sexual hierarchies are used as a controlling and subjugating technique at the formal and informal institutional levels.<sup>3</sup>

Similarly, such complexities have been experienced in disasters where impacts of natural disasters on different genders are not differentiated. Women, girls, boys and men have distinct basic and strategic needs, dissimilar vulnerabilities and distinct capacities to respond to disasters. Men generally have greater exposure to external context, access to information and information channels, access to and control over income, land and other economic resources, and power and social status, which may leave women at a disadvantage to cope with a disaster.

To understand the vulnerabilities of the weaker segments of the community and the society, it's important to take into account the demographics, power dynamics, distribution of resources at community level and then assess resilience of the individuals against disasters. Concurrently, disasters also put extraordinary pressure on the state governments, weakening their capability to uphold human rights obligations fully and justly against tough choices and challenges. Other risk factors that create and/or increase vulnerabilities and contribute to the severity of disasters in Pakistan include:

- Poor infrastructure and limited enforcement of existing building codes
- Lack of early warning systems
- Limited awareness and education on disasters and response
- Limited competent and skilled human resources, and lack of coordination among various government disaster response agencies
- Large number of impoverished communities susceptible to disasters.<sup>4</sup>

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<sup>1</sup> Institutionalization of Disaster Risk Management in Pakistan, Muhammad Yahya Maqbool & Dr. Shahzad Hussain, ISSRA Papers 2014

<sup>2</sup> The National 6<sup>th</sup> Population and Housing Census 2017 <http://www.pbs.gov.pk/content/provisional-summary-results-6th-population-and-housing-census-2017-0>

<sup>3</sup> [https://en.wikipedia.org/wiki/Women%27s\\_liberation\\_movement](https://en.wikipedia.org/wiki/Women%27s_liberation_movement)

<sup>4</sup> Technology Mediated Disaster Risk Reduction in District Peshawar, Asian Preparedness Partnership/Research by Students of Centre for Disaster Preparedness and Management (CDPM), University of Peshawar, 2016-2018, p. 146



## PURPOSE OF THE TOOLKIT

The concepts, processes and benefits of integrating gender equality issues for disaster risk reduction during project cycle have not always been sufficiently understood and incorporated at the country level. This toolkit is a step towards strengthening both the individual and institutional capacity to undertake gender mainstreaming in National Disaster Risk Management Fund (NDRMF) financed projects implemented in partnership with Public and Non-Public Sector Fund Implementing Partners (FIPs). It provides practical guidance to assist NDRMF and FIP project staff to integrate and address gender specific matters through DRR interventions related to structural and non-structural mitigation works, and vulnerability and risk assessments. It will also help users in addressing gender issues in disasters, starting with situation analysis, design/planning phase and through to implementation, monitoring and evaluation and impact assessment.

## WHO IS THIS TOOLKIT FOR?

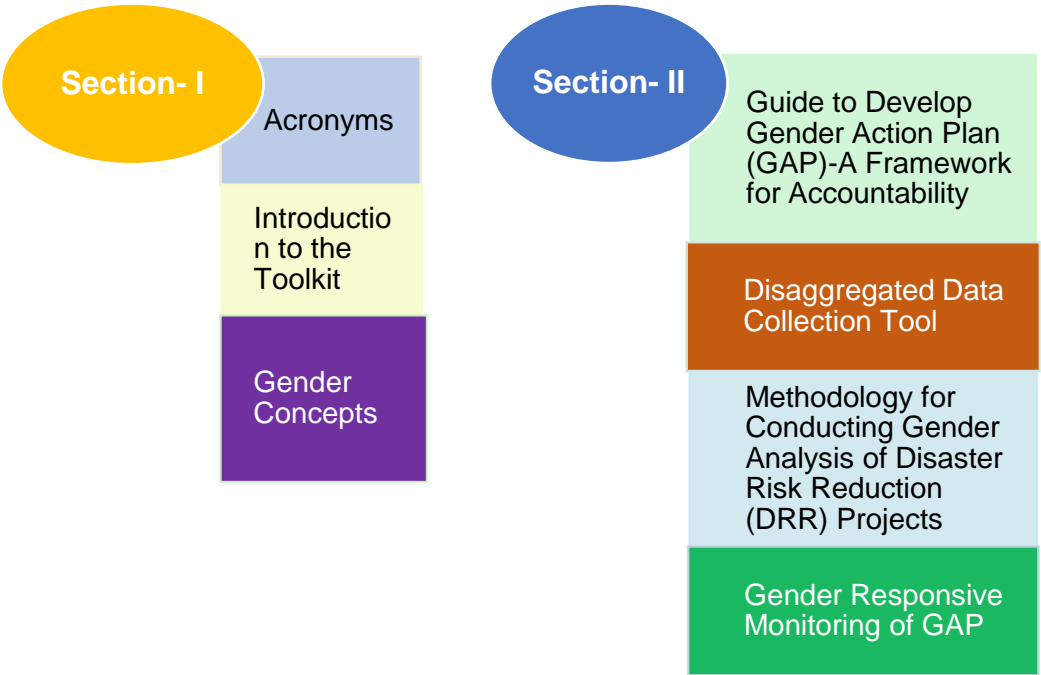
The main addressee of the toolkit are NDRMF and FIPs staff responsible for the management of projects financed by NDRMF. It is mainly applicable to projects falling under following two main categories, assigned in light of the NDRMF Gender Categorization Guide:

Category	Category Name	Category Definition
Category II:	<b>Effective Gender Mainstreaming (EGM)</b>	Projects that fall into this category are expected to <b>significantly</b> contribute to gender equality, empowerment and social inclusion. The outcome of such projects is not gender equality, but project outputs are designed to directly improve access to services, and/or economic and financial resources and opportunities, infrastructure/structural and non-structural mitigation interventions, and enhancing voices and rights. The project is expected to analyse the differential needs, roles, challenges and opportunities of gender and inclusive groups within the scope of the project. Such projects ensure that all vulnerable groups equally participate in project implementation and decision-making processes and equally access project's resources, services, initiatives and benefits.
Category III:	<b>Some Gender Elements (SGE)</b>	Projects that fall into this category are expected to contribute to gender equality, empowerment and social inclusion in a <b>limited way</b> and have limited potential for gender mainstreaming, as gender equality, empowerment and social inclusion is not an outcome. The project is unlikely to directly improve social, economic or financial resources or opportunities for the vulnerable groups, but efforts are made during project preparation to identify potential positive and negative impacts on vulnerable groups.  Some gender features are included to enhance benefits to women (for example targets for employment of women in project construction work, provision of equal pay for equal work etc.); and where resettlement is involved, includes attention to women in the mitigation/resettlement plans (such as compensation payments to both men and women, joint-

		ownership of land/housing, restoration of livelihood initiatives for women, and so forth).
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## INSIDE THE TOOLKIT

The toolkit includes a glossary of gender related terms and concepts followed by two sections mainly consisting of:



## ESSENTIAL GENDER CONCEPTS



**Benchmark:** Reference point or standard against which performance or achievements can be assessed. A benchmark is set in a disaster, for example of rehabilitating a particular number of women. This is a gender sensitive benchmark and is inclusive.



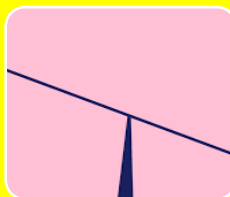
**Beneficiaries:** Beneficiaries comprise of individuals, groups, or organizations, whether targeted or not, that benefit, directly or indirectly, from the development intervention.



**Discrimination (gender discrimination):** Any distinction, exclusion or restriction made on the basis of gender/sex which has the effect or purpose of impairing or nullifying the recognition, enjoyment etc. irrespective of their marital status, on the basis of equality of men and women, of human rights and fundamental freedoms in the political, economic, social, cultural, civil or any other field. Discrimination can stem from both law (de jure) or from practice (de facto).



**Gender:** Gender refers to roles, behaviors, activities, and attributes that a given society at a given time considers appropriate for men or women in a given context. In addition, gender also refers to the relations amongst women and amongst men. These attributes, opportunities and relationships are socially constructed and are learned through socialization processes. They are context, time-specific and changeable.



**Gender inequality:** Gender inequality in most societies refers to the differences and inequalities between women and men in responsibilities assigned, activities undertaken, access to and control over resources, as well as decision-making opportunities.



**Gender Action Plan (GAP):** The GAP serves as a roadmap for supporting the achievement of gender equality goals within a specified timeframe and required resources. It serves to reinforce the commitments to gender found in the organization's periodic strategic plans. The document specifies intentions to promote gender equality across all of the organization's work different levels, in alignment with the Gender and Development Plan (GADP).



**Gender Analysis:** Gender analysis is a critical examination of how differences in gender roles, activities, needs, opportunities and rights affect men, women, girls and boys in certain situation or contexts. Gender analysis examines the relationships between females and males and their access to and control of resources and decision making, as well as those constraints they face relative to each other. A gender analysis should be integrated into all sector assessments or situational analyses to ensure that gender-based injustices and inequalities are not exacerbated by interventions, and that where possible, greater equality and justice in gender relations are promoted.



**Gender and Development (GAD):** Gender and Development (GAD) concept emerged as a response to the perceived shortcomings of Women In Development (WID) programmes. GAD centered approaches are essentially based on the notion that power is not equal among people, the obligation that both men and women are responsible for getting rid of this disparity and the conceptual shift from "women" to "gender" to include men and boys in places where they are the ones marginalized.



**Gender Gap:** The term gender gap refers to any disparity between women and men's condition or position in society. Gender gaps can be found in many areas, such as the four pillars that the World Economic Forum uses to calculate its Gender Gap Index, namely: economic participation and opportunity, educational attainment, health and survival and political empowerment.



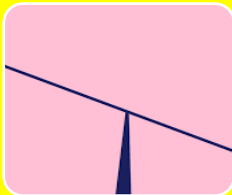
**Gender Indicators:** Gender indicators can refer to quantitative indicators based on sex disaggregated statistical data - which provides separate measures for men and women.



**Gender/Sex-disaggregated Data:** Data that is cross-classified by /sex, presenting information separately for men and women, boys and girls. When data is not disaggregated by gender/sex, it is rather difficult to identify real and potential inequalities. Gender/sex-disaggregated data is necessary for effective gender analysis.



**Inclusion/Inclusive:** It is a process by which intentional efforts are made to ensure equal opportunities for all, regardless of their background, so that they achieve their full potential in life. Inclusion aims at creating conditions which enable full and active participation of every member of the society in all aspects of life, including civic, social, economic, and political activities, as well as participation in a decision making process.



**Gender Marker:**The Gender Marker is a tool that codes, on a 0–2 scale, whether or not a humanitarian project is designed well enough to ensure that women/girls and men/boys will benefit equally from it or that it will advance gender equality in another way. If the project has the potential to contribute to gender equality, the marker predicts whether the results are likely to be limited or significant. In order to be effective, they must both address issues of women's and girls' empowerment and gender equality and include men and boys as partners in prevention.

## NDRMF'S COMMITMENT TO GENDER MAINSTREAMING

NDRMF's Gender and Development Policy (GAD Policy), approved by BoD in their 6<sup>th</sup> Meeting held on 2<sup>nd</sup> March 2018, adopts gender mainstreaming as a key strategy for promoting gender equity and equality through resilience building programmes/projects. In compliance to GAD Policy, NDRMF is committed to:

- a. Promote a gender sensitive and an inclusive working environment;
- b. Ensure that by adopting a gender mainstreaming approach both internally and externally, NDRMF achieves greater, sustainable, and equitable climate change and disaster risk resilience results;
- c. Build equally women and men's resilience and ability to address disasters, and to ensure that women and men equally contribute to, and benefit from activities supported by NDRMF;
- d. Contribute to reducing the gender gap in climate change and disaster exacerbated social, economic and environmental vulnerabilities; and
- e. Encourage the process of gender learning and cooperation with external partners.

### Policy Statement

NDRMF is committed to achieving gender equality and inclusiveness by ensuring human rights of women, men, girls, boys, men and PWDs are equally promoted and protected in disasters, they participate in project cycle management and have equitable and safe access to services provided. NDRMF will not tolerate discrimination based on sex, religion, cast, disability, class or ethnicity, internally or in projects.

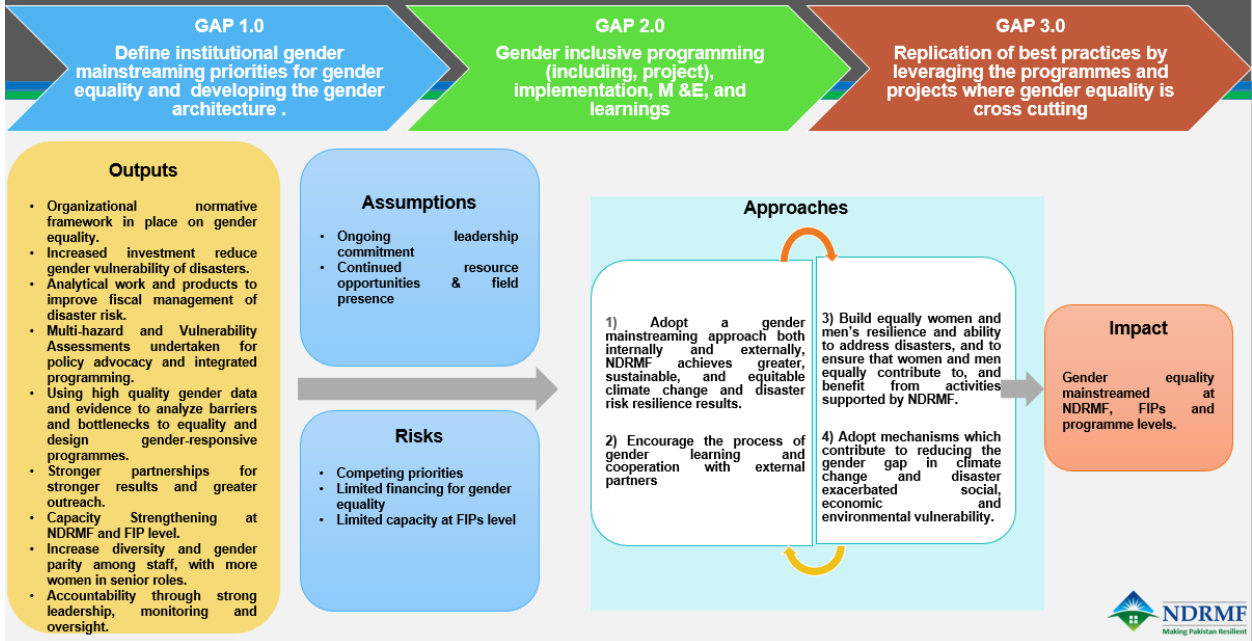
### Access to NDRMF's Documents

- Gender and Development Policy
- Diversity, Equal Opportunity and Affirmative Action Policy
- Gender Action Plan
- Gender Mainstreaming Toolkit

The documents are available on NDRMF official website:

<https://www.ndrmf.pk/social-safeguards/gender/>

# Gender Action Plan: Theory of Change



## **SECTION-II**

# **PRACTICAL APPROACHES**



## CHAPTER # 1

# GENDER MAINSTREAMING IN DRR PROJECTS

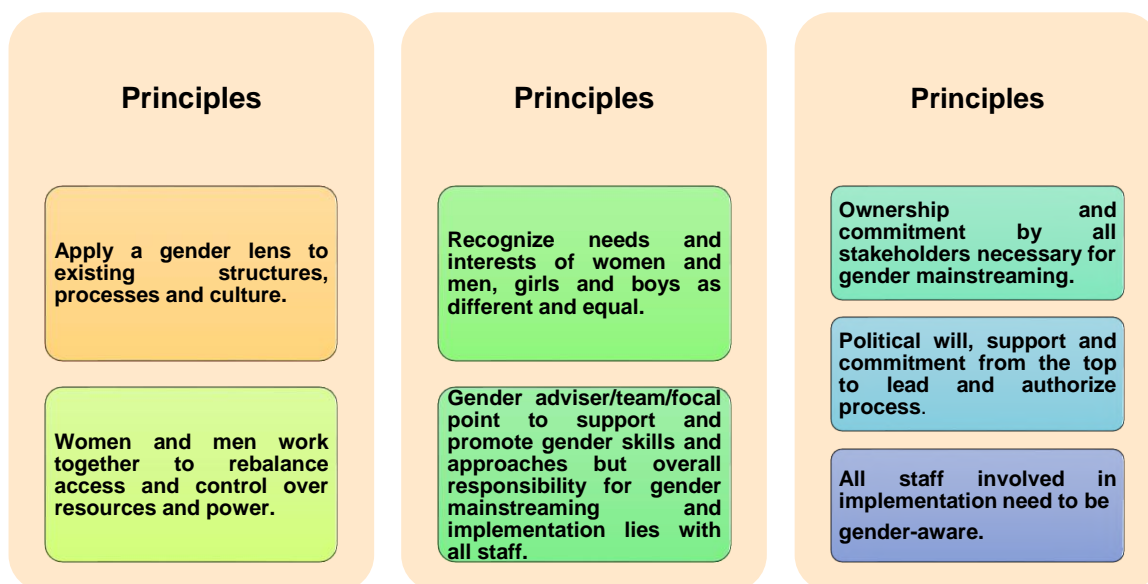
### What is Gender Mainstreaming?

**Gender mainstreaming** is a comprehensive approach that targets sustainable development through and for gender equality. It involves the integration of a gender perspective into the preparation, design, implementation, monitoring and evaluation of policies and programmes with a view to promoting equality between women and men, girls and boys, and combating discrimination. The Fourth International Conference on Women held in Beijing (1995), established gender mainstreaming as an internationally agreed strategy for promoting gender equality, following which the United Nations General Assembly (UNGA) adopted a resolution establishing gender mainstreaming as a United Nations system-wide policy, further defined in 1997 by the United Nations Economic and Social Council (ECOSOC) as:

“Mainstreaming a gender perspective is the **process** of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a **strategy** for making women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetrated. The ultimate goal is to achieve gender equality.”

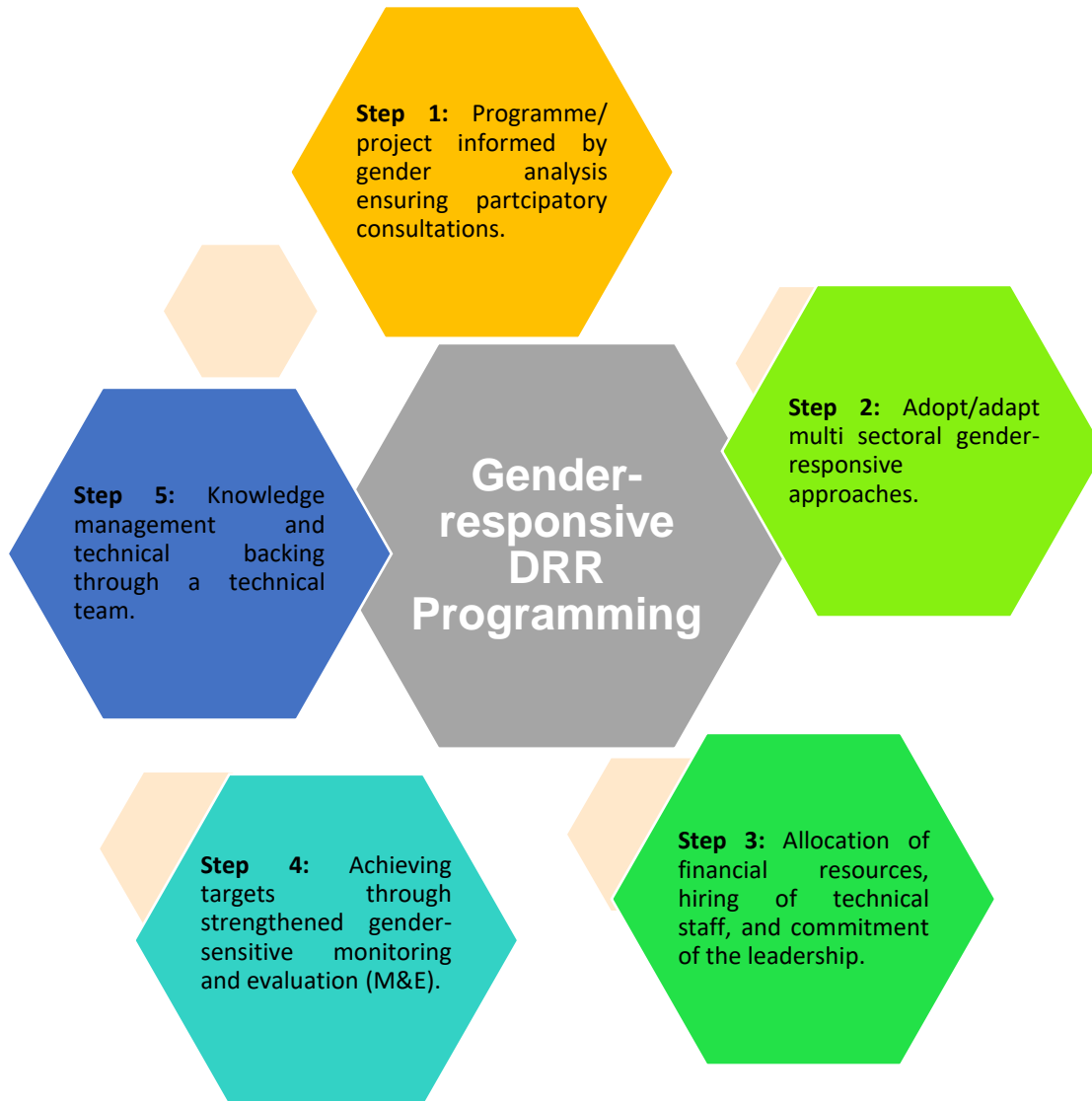
*(United Nations Economic and Social Council Resolution 1997/2: Agreed Conclusions, ECOSOC, 1997)*

Gender mainstreaming is done at three levels: (1) policy; 2) institution/organization; and 3) programme and project. Gender mainstreaming is based on the following principles:



## Framework for Addressing Gender in DRR Programming

Gender mainstreaming is an essential foundation of programming to build resilience of all and as indicated in Gender and Development Policy of NDRMF that every staff is responsible to play in facilitating gender mainstreaming at the institutional, projects/programme and policy level. NDRMF as an organization strives to reduce the socioeconomic and fiscal vulnerability of the country, by prioritizing investments in Disaster Risk Reduction (DRR), preparedness and Disaster Risk Financing (DRF). In this context, gender mainstreaming in DRR is one of the major components of NDRMF. The following framework shows key elements that help ensure gender-responsive programming:



## Guide to Assess Gender Mainstreaming in DRR Projects

Following proposed project proposal assessment guide can be applied by NDRMF and FIP staff to measure the extent to which gender related vulnerabilities in DRR projects have been mainstreamed:

<p><b>Are natural disasters a major concern to you?</b></p>	<p>Mark response.</p> <p>Yes      No</p>	<p>Why or why not?</p>
<p><b>What types of disasters pose the greatest threat to your community?</b></p>	<p>For example floods, glacial leaks, drought, landslides etc. (list down below)</p> <p>1. 2. 3. 4.</p>	
<p><b>Are there certain geographic areas, people or groups in the community that are at increased risk for natural disasters?</b></p>	<p>Mark response.</p> <p>Yes      No</p>	<p>If yes, describe at risk areas/people/groups.</p>
<p><b>Did government or any other non-government agency worked in your area to reduce disaster risk or in the field of disaster response?</b></p>	<p>Mark response.</p> <p>Yes      No</p>	<p>If, yes, were men and women consulted during project planning?</p>
<p><b>Have you being (men and women) consulted by concerned government department/organization for this project?</b></p>	<p>Mark response.</p> <p>Yes      No</p>	<p>If, yes, who approached you (e.g. Irrigation Department, Planning and Development, PDMA etc.)</p>

<p><b>Does your community have a committee or organized group that decides what to do in disasters or emergencies?</b></p>	<p>Mark response.</p> <p>Yes      No</p>	<p>If yes, describe. If no, are there plans to develop one?</p>
<p><b>Does the community have a plan for undertaking activities that will reduce the risk of future disasters?</b></p>	<p>Mark response.</p> <p>Yes      No</p>	<p>If, yes, what are different responsibilities of men and women including youth?</p>
<p><b>Do you feel the current project will help you/community in reducing disaster related vulnerabilities?</b></p>	<p>Mark response.</p> <p>Yes      No</p>	<p>If, yes, how the project will be/is helping to reduce vulnerabilities of men, women, TGs, PWDs, elderly people, youth and children?</p>
<p><b>Will/is the project addressing any differential needs of men, women, PWDs, elderly people, youth and children?</b></p>	<p>Mark response.</p> <p>Yes      No</p>	<p>If, yes, how the project will be/is addressing any differential needs of men, women, TGs, PWDs, elderly people, youth and children?</p>

## CHAPTER # 2

# CONDUCTING GENDER ANALYSIS OF THE DRR PROJECTS

Gender equality refers to equal rights, responsibilities and opportunities for women and men in policy making and programmes where the interests, concerns and needs of both genders are equally considered and met. To identify how gender norms, roles and inequalities shape vulnerability and resilience of both men and women irrespective of their roles, gender, ethnicity, religion etc., Gender Analysis as a baseline study is conducted. Gender analysis helps develop a better understanding of what men and women do, what assets they own or have access to, what their needs and priorities are, and the existing power differences. The results of the gender analysis will inform the design, implementation and monitoring of actions so that the gender issues relevant to DRR are adequately addressed in the related plans, policy documents and programmes.

### Elements of Gender Analysis and Process



- For a project to achieve the targeted outcomes in terms of gender mainstreaming, firstly it is imperative to conduct an analysis of the factors and trends that shape the gaps between the vulnerable and non-vulnerable populations.
- After identification of factors and trends, an activity profile shall be created that will define the activities that need to be carried out, keeping in view the socioeconomic opportunities, constraints and incentives.
- The access and control profile considers various resources and assets, such as land, tangible resources and intangible resources such as education and training.
- Through the profile, beneficiary targeting is done, as the needs of all the populations are not the same.
- After the entire process is completed, the project response is gauged to understand the impacts on the vulnerable populations.

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<sup>5</sup> Gender analysis is a critical examination of how differences in gender roles, activities, needs, opportunities and rights/entitlements affect men, women, girls and boys in certain situation or contexts. Gender analysis examines the relationships between females and males and their access to and control of resources and the constraints they face relative to each other. A gender analysis should be integrated into all sector assessments or situational analyses to ensure that gender-based injustices and inequalities are not exacerbated by interventions, and that where possible, greater equality and justice in gender relations are promoted .

## Tools for Gender Analysis

Tool Name	Objective of the Tool
<b>Desk Review</b>	To gather existing documented information for understanding the extent of gender dimensions of disasters and disaster risk reduction as well as, gender disaggregated data and best practices.
<b>Household Interviews</b>	To directly gather quantitative information from direct beneficiaries against diverse demographics/indicators (social, economic, political, gender, age, etc.) which helps to interpret qualitative data gathered through different sources. The unit of study is the household. An average duration of such interviews is approximately one hour.
<b>Focused Group Discussion (FGD)</b>	To openly discuss and build consensus on the perceptions, attitudes and views of primary stakeholders on the projective objectives, its impacts, role of stakeholders and ownership. FGDs are relatively low cost and are conducted in small groups (four to twelve). The participants of FGDs are homogeneous, belonging to the same category of beneficiaries. Separate FGDs with male and female participants are mandatory in order to fully explore gender differences in attitudes, feelings, and preferences.
<b>Direct Observations</b>	To perceive the existing situation in a selected locality. It involves counting, noting behavior and expression etc.
<b>Semi-structured Interviews</b>	To provide a forum for one-to-one discussion on specific topics with direct beneficiaries and secondary informants. Used for qualitative studies in which respondents can express their own understanding in their own terms. They are structured by an interview guide with a limited number of preset questions with the flexibility to elaborate on specific topics if desired by the person interviewed. The average duration of such an interview is estimated to be one hour.
<b>Case Study</b>	A tool used to elaborate individual cases highlighting problems faced, steps taken to overcome issues and the achievements/gaps that have been overcome. This method probes individual experiences, and other details including: name, residence, children, married and unmarried, employment, income etc. The average duration of such a conversation can last between 2-2.5 hours depending upon the case.
<b>Stakeholder Consultations/Workshop</b>	To provide an open forum to discuss and build consensus and ownership of the field findings and recommendations and thus arrive at an agreement on the next steps. Stakeholder workshops are held at the end of the fieldwork. All levels of stakeholders are encouraged to participate in consultations/workshops. Participants can include both direct and indirect beneficiaries including, media, community, government and non-government entities.
<b>Trend Analysis</b>	To provide a sequence of changes from a chosen period to the current date. Trend analysis involves requesting participants to discuss various changes that have occurred within the community over a period of time such as role of women in

	households, rate of labor participation of women, rate of female children attending schools and universities, etc. Often important events are used to identify the period as people often cannot relate if only dates are provided. This tool is carried out as part of the FGD.
<b>Social Mapping</b>	To provide a visual display of community members perceptions of the physical dimension of their community in social and economic terms. Social Mapping helps to develop: (i) inventory of resources within the community ( types of available roads, modes of transport on these roads, wells, hand pumps, schools, public service buildings, etc.); (ii) inventory of type of households (whether slums/poor or non-poor or both); and (iii) location of community resources in relation to the households of differing wealth levels. Maps can be drawn on the ground by the participants or on regular paper. If on the ground, the participants could use different objects like twigs, stones, leaves, etc. to differentiate various types of resources, and if on regular paper, the participants could use color markers to differentiate various types of resources. Maps on regular size paper are preferred as they could be included as part of the annex in the specific site report. This tool is carried out as part of the FGD.

**Sample Guiding Questions at an Individual Level and Data Collection Tips**

**Analysis**

- Does the project identify and analyze gender issues relevant to the project objectives or components?
- Was a gender assessment conducted and are findings relevant to the design of the project?
- Were consultations held with vulnerable groups?

**Actions**

- Are there targeted actions that address differential needs of different genders?
- Are there target actions that minimize gaps between women and men?
- How these target actions will enhance equal access and control over resources?

**Impacts**

- Are financial resources allocated to implement Gender Action Plan?
- Are gender specific indicators being devised in the results framework?
- Are gender-disaggregated indicators present in the results framework?
- Is an evaluation planned in which gender specific impacts are to be considered?

## CHAPTER # 3

# GUIDE TO DEVELOP GENDER ACTION PLAN-A FRAMEWORK FOR ACCOUNTABILITY

Gender equality is a fundamental human right enshrined in the Constitution of Pakistan. It is at the heart of all International frameworks and conventions related to disasters as well as 2020 agenda for Sustainable Development Goals (SDGs). The goal 5 is as a critical goal across the entire agenda including, SDG 1, 4, 6, 9, 11, 13, which aim to reduce disaster and maximize resilience of communities and institutions against natural disasters. In order to comply with all international frameworks, NDRMF ensures gender mainstreaming through projects/programmes to enhance the effectiveness of its investment.

### NDRMF's Gender and Development Policy

Gender equality and inclusion will be placed at the core of all NDRMF operations, with relevant focus on the FIPs. The goal of NDRMF GAD policy is to achieve equality between women and men within the organization and through all financed projects for disaster risk reduction.

### What is a Gender Action Plan?

Gender Action Plan is a gender mainstreaming tool for ensuring gender-inclusive design and implementation of projects. This tool specifies intentions to promote gender equality across all of the organization's work at different levels with tangible results, activities, quotas, targets and indicators and allocated budget/financial resources. The GAP also serves as a roadmap for supporting the achievement of gender equality goals within a specified timeframe and required resources.

### Why a Gender Action Plan?

- The plan addresses two critical aspects of gender responsive Disaster Risk Management (DRM):
- Understanding and addressing the different needs of men and women in DRM investments; and,
- Promoting women's empowerment for broader resilience strengthening.
- Gender Action Plan will promote gender equity and women's empowerment for broader resilience strengthening.
- Gender informed affective and integrated M&E systems with practical results and indicators.
- Sustainable projects for long-term/strategic impacts by protecting and empowering those at most risk, and building resilient communities.
- In order to make livelihoods and social protection gender-sensitive as part of disaster risk management aiming to reduce the increasing economic marginalization and already vulnerability segments.
- Improved preparedness through capacity building and need based knowledge dissemination.



**MYTHS**  
**FACTS**

**Myths**

- Separated projects for women development / empowerment and are not linked with overall project results framework.
- GAP requires additional / extra financial resources or budget for its implementation.
- GAP can be developed through limited secondary data/desk review of a PC 1 or a concept note.

**MYTHS**  
**FACTS**

**Facts**

- GAP is not a stand-alone project for women; it addresses the differential needs of both men and women, irrespective of any disability, religion, ethnicity etc and is linked to overall project results framework. Infact, it contributes to achievement of broader project indicators.
- GAP does not require an additional cost for its implementation; its an inbuilt cost of the total project cost which needs to be recognized, specified and spent accordingly.
- GAP requires as much information and priority as any other domain requires. Limited information cannot help assess vulnerabilities and gender impacts, direct & indirect beneficiary calculations, assign project a gender category and setting indicators. An indicator developed and locked on the basis of limited assessment and calculation of beneficiaries may hamper projects in achieving its targets and results.

Sample minimum standards for developing are attached annexure:

- GAP Work Breakdown & Risk Mitigation Management Plan-Annexure # 1
- Project GAP Performance Measurement Framework-Annexure # 2
- Minimum Standards for Disaggregated Data Collection-Annexure # 3

## CHAPTER # 4

# GENDER SENSITIVE MONITORING OF GENDER ACTION PLAN (GAP)

**Monitoring** is the systematic and continuous tracking of progress during planning and implementation phases as per agreed schedules and use of inputs, infrastructure, and services. It involves continuous observation, reflection and making decisions aiming to achieve improved results. Whereas, **Evaluation** is defined as periodic assessment of the relevance, performance, efficiency, and impact (expected and unexpected) of the project in relation to stated objectives.

Whereas, **Gender sensitive monitoring** is the process of monitoring and evaluation, in which different priorities of women and men are taken into account, to determine the effect it has on gender relations. It includes both qualitative and quantitative data which measures the impact on gender relations. It also includes measures that show that data should be collected, presented and analyzed in a sex disaggregated manner.<sup>6</sup>

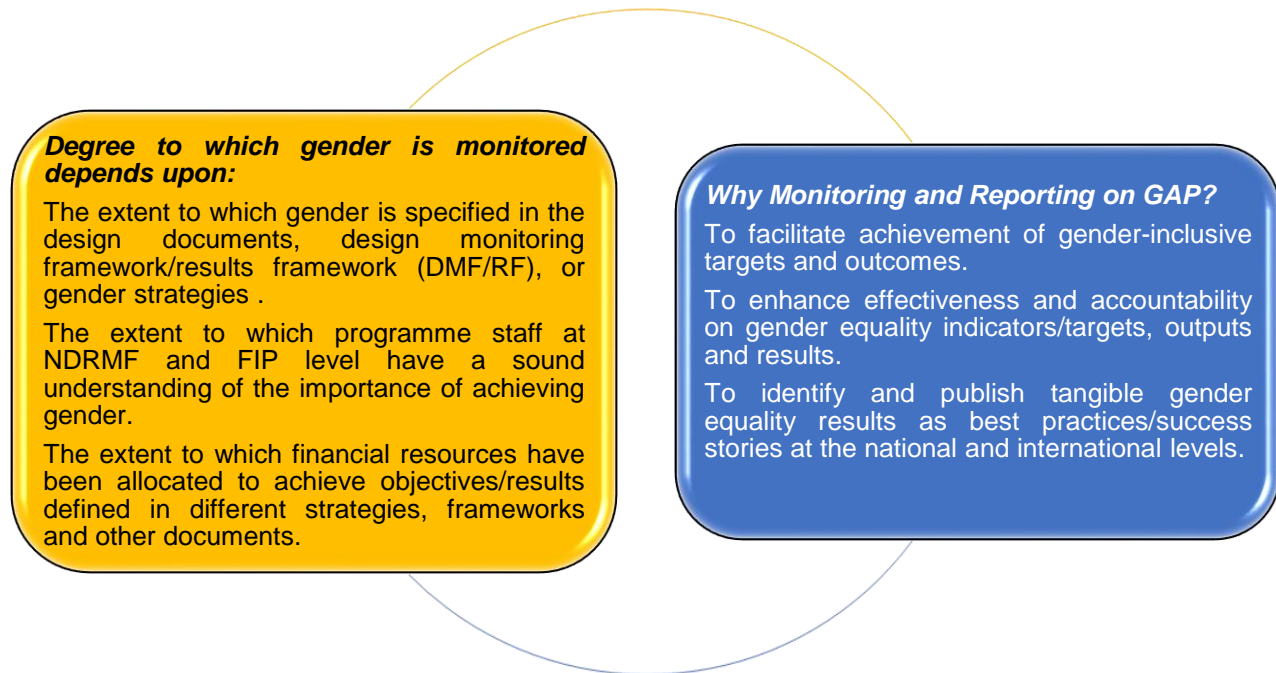
In a disaster situation, it is imperative to include efforts which incorporate gender issues, in order to uplift the more vulnerable sections of the population, including women, children and Persons with Disabilities (PWDs). For this, the following needs to be part of the gender sensitive monitoring mechanism:

- Knowledge of gender dimensions of vulnerability and resilience needs to be acquired before the start of any activity, with NDRMF and the respective FIP working in collaboration, since the concept is in the initial stages in a country like Pakistan.
- Addressing the needs of both men and women, as the vulnerable population will struggle in a disaster situation.
- Disaggregated data by sex and other social differences, which allows for better understanding the needs and priorities of the target population.

When carrying out M&E, the overarching notion of “gender” must be unpacked to reveal the differences within categories of “men” and “women,” as neither men nor women form a homogeneous group.

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<sup>6</sup> “Sensitive Monitoring and Evaluation.” Gender. Accessed November 19, 2019.



## Steps to Ensure Gender Mainstreamed Monitoring at Institutional and Projects Level

- 1) Ensure consideration and incorporation of gender-equity components in organizational policies and procedures, and programme documents.
- 2) Guarantee inclusion and alignment of gender equity outputs and indicators for monitoring achievements, and evaluation benchmarks.
- 3) Ensure allocation of financial resources to mainstream gender and inclusion at the institutional and projects/programme level.
- 4) Ensure development and implementation of data and information management as part of M&E systems that provided gender disaggregated data.
- 5) Ensure GAP reporting as part of the mainstreaming reporting against pre-determined time bound indicators on monthly, quarterly, semi-annually and annually.
- 6) Ensure all specialized trainings for NDRMF and project staff address gender mainstreaming as a cross-cutting theme.
- 7) Ensure carrying out *Gender Analysis* at project/programme design phase and using results to guided further activities.
- 8) Ensure conducting *Gender Audit* to assess the extent to which gender equality is effectively institutionalized in policies, programmes/projects, organizational structures and proceedings including, decision making processes and budgetary allocations.

### **Methods for Gender Sensitive Monitoring**

- 1) Quantitative monitoring based upon the data issued by field staff and/or project staff.
- 2) Qualitative monitoring through Focused Group Discussions (FGDs), Key In-depth Interviews (KIIs), observations, case studies and triangulations.
- 3) Participatory monitoring by involving communities/project beneficiaries to monitor project benefits, transparency, and ownership aiming at improved project management.
- 4) Monitoring by an independent/external or third-party to monitor project independently in light of project results/outcomes and outputs versus progress.
- 5) Project *End Evaluations* or *Impact Evaluations* to determine whether a programme/project had the desired effects and whether there were any unanticipated effects i.e. project outputs overachieved, additional beneficiaries (both, direct & indirect).
- 6) Gender Audits to address gender issues in programmes/project portfolio and internal organizational processes aiming to facilitate change and develop action plans and monitoring system.
- 7) Qualitative and quantitative monitoring methods shall be adopted for gender sensitive monitoring.

# ANNEXURES

# ANNEXURE # 1

## GAP Work Breakdown & Risk Mitigation Management Plan

Work Plan Breakdown																Risk Management						
Activity	Sub-Activitie s/Tasks	Loca tion	May-19	Jun-19	Jul-19	Aug-19	Sep-19	Oct-19	Nov-19	Dec-19	Jan-20	Feb-20	Mar-20	Jun-20	Jul-20	Aug-20	Sep-20	Risk Definiti on	Risk Response/Mitiga tion Plan	Monit oring	Residual Level/Impact	
<b>Output 1:</b>																						
<b>Output 2:</b>																						



