



Making Pakistan Resilient

NATIONAL DISASTER RISK MANAGEMENT FUND

GENDER AND DEVELOPMENT (GAD) POLICY

(Approved in 7th Board Meeting held on 23rd May, 2018)

Chief Executive Officer



Company Secretary

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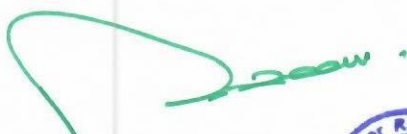

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Abbreviations and Acronyms

BoD	Board of Directors
CEO	Chief Executive Officer
DDMA	District Disaster Management Authorities
DRR	Disaster Risk Reduction
FIPs	Fund Implementation Partners'
GAP	Gender Action Plans
GoP	Government of Pakistan
GSB	Gender Sensitive Budgeting
GT	Gender Team
MHVRA	Multi Hazards Vulnerability Risk Assessments
NDMA	National Disaster Management Authority
NDRMF	National Disaster Risk Management Fund
NDMP	National Disaster Management Plan
NFPP	National Flood Protection Plan
PDMA	Provincial Disaster Management Authorities
PWDs	Persons with Disabilities



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Glossary of Terms

Affirmative Actions: Deliberate and usually short-term measures to discriminate in order to create a gender and persons with disabilities (PWDs) balance until parity is achieved.

Disability: An impairment that may be cognitive, developmental, intellectual, mental, physical, sensory, or some combination of these. It substantially affects a person's life activities and may be present from birth or occur during a person's lifetime.

Discrimination: Prejudicial treatment of an individual based on gender or disabilities stereotype.

Gender: The social relations between men and women, boys and girls in a given culture or location. Gender identity is learned.

Gender Awareness: Recognition that there is inequality in the conditions and positions of men and women, boys and girls, and that these inequalities are systemically caused and perpetuated.

Gender Balance: Equal representation and participation of women and men in all structures.

Gender Based Discrimination: Systematic bias in which a person is denied his or her rights because of being a woman, girl, boy or man.

Gender Bias: Prejudiced actions against women or men, boys or girls in the belief that the other sex is inferior or less deserving.

Gender Equality: Refers to the same status, rights and responsibilities for and equal sharing of power between women and men, such as, equal access to education, health, administrative and managerial positions, equal pay for work of equal value, etc.

Gender Gap: The gap between men and women in terms of how they benefit from education, employment, services, etc.

Gender Issues: Specific consequences of the inequality of women and men.

Gender Roles: Gender roles are culturally defined role. Both men and women play multiple roles in society. The gender roles of women can be identified as reproductive, productive and community managing roles, while men's are categorized as either productive or community politics. Gender roles are dynamic and change over time.

Gender Sensitivity: Awareness of, and respect for the needs, interests and sensibilities of women as women and men as men, e.g. not using derogatory language, avoiding stereotypes, avoiding patronizing language, providing facilities for both in public places in recognition of different needs etc.

Sex: The biological differences between women and men, such as women can give birth, and men provide sperm.

Person with Disabilities: Those who have long-term physical, mental, intellectual or sensory impairments which in interaction with various barriers may hinder their full and effective participation in society on an equal basis with others (The UN Convention on the Rights of Persons with Disabilities 2002)

Women Empowerment: the process by which women who have been able to influence individual or family strategic life choices increase their capacity to exert greater control over their lives by setting agendas gaining skills, building self-confidence, solving problems, and developing self-reliance.



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Background

Legal Framework

The Constitution of Islamic Republic of Pakistan provides a strong legal framework for many dimensions of women's equality. Article 25 indicates that all citizens are equal and there shall not be any discrimination on the basis of sex. Article 34 empowers the government to take affirmative action to protect women and promote their rights¹.

Over the past 15 years, several pieces of legislation have been passed by federal and provincial governments to address issues such as early marriage, harassment of women at the workplace, and development of commissions on the status of women.

Pakistan is signatory to 25 international laws, agreements, and conventions related to human rights and labor protections. The federal government tracks Pakistan's achievements on outcome indicators to track progress and compliance with these agreements. The international agreements that have been most influential in the context of women's equality and empowerment in Pakistan are the Beijing Platform for Action 1995 and the Convention on the Elimination of All Forms of Discrimination against Women 1979. Whereas, the Convention on the Rights of Persons with Disabilities² is the international human rights treaty to protect the rights and dignity of persons with disabilities (PWDs).

Context

Generally, policies and institutions do not accommodate women's specific needs and interests to facilitate their participation in public sphere and decisions affecting them. International and national statistics reveal that in Pakistan women bear the greatest burden of human deprivation. The country's Gender Development Index ranking is 147 out of 188³, whilst Gender Gap Index is 143 out of 144 countries⁴.

The country's 48.76% population consists of women⁵. Despite increases in recent years, female labor force participation in Pakistan is 25%⁶. This not only represents a major loss of potential productivity, it also has implications for women's empowerment, as working women are more likely to play a role in decision making processes⁷.

As per 2017 census 0.48%⁸ population consist of PWDs. This data has been challenged by a number of organization as the ratio of PWDs has fallen by 80% - the 1998 census reported 3.28m PWDs. In 1980s Pakistan made attempts to include PWDs. However, PWDs are still excluded from the workforce and the society⁹. The results of the UN global survey of PWDs that included Pakistan¹⁰, states that PWDs do not participated in community disaster management and risk reduction processes. They are excluded from the decision making and planning of such processes. The October 2005 earthquake in Pakistan created a new generation of PWDs in the affected districts¹¹.

¹ Constitution of the Islamic Republic of Pakistan, the National Assembly of Pakistan passed the Constitution, 1973. http://na.gov.pk/uploads/documents/1333523681_951.pdf

² Pakistan signed the treaty on 15 September 2008 and ratified it on 5 July 2011.

³ Human Development Report, United National Development Program (2016). <http://hdr.undp.org/en/composite/GDI>

⁴ The Global Gender Gap Report 2016, World Economic Forum's (WEF) 2016. <http://reports.weforum.org/global-gender-gap-report-2016/>

⁵ <http://www.pbs.gov.pk/content/provisional-summary-results-6th-population-and-housing-census-2017-0>

⁶ ILO, Pakistan - Labor Force Survey 2014-2015 <http://www.ilo.org/surveydata/index.php/catalog/1044>

⁷ ADB Policy Briefs No. 70: ADB Policy Brief Female Labor Force Participation Pakistan, October 2016. <https://www.adb.org/sites/default/files/publication/209661/female-labor-force-participation-pakistan.pdf>

⁸ The National 6th Population and Housing Census 2017 <http://www.pbs.gov.pk/content/provisional-summary-results-6th-population-and-housing-census-2017-0>

⁹ Leading to economic losses of as much as US\$11.9bn-15.4bn, or 4.9-6.3% of Pakistan's GDP. (Economist Intelligence Unit estimates based on analysis by Robert L. Metts, "Disability issues, trends and recommendations for the World Bank", World Bank, 2000.)

¹⁰ Living with Disability and Disasters: Survey on Living with Disabilities and Disasters - Key Findings 2013. UNISDR

¹¹ M. Mallick, J.K. Aurakzai, K.M. Bile and N. Ahmed, Large-scale physical disabilities and their management in the aftermath of the 2005 earthquake in Pakistan, Eastern Mediterranean Health Journal, Volume 16, 2010

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29.5% of Pakistan's population lives below the poverty line¹² and 39 % of Pakistanis live in multidimensional poverty¹³. Poverty gives rise to powerlessness and add to the vulnerability. Due to unavailability of sex disaggregated data¹⁴ on poverty makes it hard to have a clear picture of the gender dimensions of poverty. Gender discrimination is one of the major reasons behind poverty among women, which is related to the absence of autonomy, economic opportunities, lack of access to education, training and support services, and minimalist participation in key decision making.

Climate change and disasters take an enormous economic and human toll on communities and countries. Women and men experience, perceive and identify disasters differently, therefore develop different coping skills. The 2005 earthquake revealed number of female headed households. Over 26% of households eligible for the livelihood cash grant were headed by women¹⁵. Empirical evidence shows that women, particularly poor women, bear the brunt of disasters and marginalized women experienced serious difficulties in accessing assistance¹⁶. During Floods 2010, it was learned that women and girls faced disproportionately higher impacts. Their workloads increased as many women were not only expected to carry out traditional roles as caregiver and home manager but also assist in rebuilding damaged property¹⁷.

It is crucial to access different implications of disasters for women and men. In Jhang, Punjab, the division of labor when preparing for floods relies strongly on the full participation of both genders. Men take livestock to protective embankments or distant places, and arrange for their fodder. Women take care of children, PWDs, elderly, household belongings, luggage, valuables, and cooking utensils, make provisions for food to support the family during the floods, and preserve seed material for next cultivation season¹⁸.

Disasters are also 'windows of opportunity' as they open up new doors to previously unattainable opportunities. Women are agent of change and play a substantial role in mobilizing communities during different phases of the disaster risk-management cycle. Action across the gender-disaster-development nexus is key to creating lasting change and resilience.

Rationale

The purpose of this document is to establish a clear vision, direction, common language and highlight guiding principles to achieve desired results. It provides the policy framework for NDRMF and Fund Implementation Partners' (FIPs).

NDRMF sees gender equality and inclusion as critical to its mission: women, alongside men, are essential participants and contributors to NDRMF's work in finding and sharing effective and lasting solutions which will make poor men and women including PWDs disaster resilient.

Vision

Gender equality is achieved through NDRMF's work. Men and women, boys and girls including PWDs enjoy equal status, perceive themselves as equally valuable human beings, and live free of discrimination based on their sex, religion, cast, disability, class or ethnicity. They have equal opportunities to realize their full potential, significantly contribute to combating climate change and development of disaster resilient county, and to benefit equally from NDRMF resources and services.

¹² <https://www.pakistantoday.com.pk/2017/08/30/29-5-of-population-living-below-the-poverty-line/>

¹³ <http://www.ophi.org.uk/wp-content/uploads/Multidimensional-Poverty-in-Pakistan.pdf>

¹⁴ As poverty is measured at the household level, which implies the same level of deprivation for all family members, which is not true.

¹⁵ Livelihood Cash Program/NADRA & ERRA databases, 2007

¹⁶ Preliminary Environmental Assessment of the Earthquake in Pakistan IUCN Field Mission Report, IUCN 2005.

¹⁷ https://www.humanitarianresponse.info/sites/www.humanitarianresponse.info/files/assessments/5_preliminary_environmental_assessment_by_iucn.pdf

¹⁸ Drolet, J., Dominelli, L., Alston, M., Erasing, R., Mathbor, G., & Wu, H. (2015). Women rebuilding lives post-disaster: innovative community practices for building resilience and promoting sustainable development. *Journal Gender & Development*, Volume 23, 2015 - Issue 3: Resilience <http://www.tandfonline.com/doi/abs/10.1080/13552074.2015.1096040>

¹⁸ Ariyabandu, M.M. and Wickramasinghe, M. (2003) Gender Dimensions in Disaster Management – A Guide for South Asia, Colombo: ITDG South Asia.

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Policy Statement

Gender equality and inclusion will be placed at the core of all NDRMF operations. NDRMF is committed to achieving gender equality and inclusiveness by ensuring the human rights of women, 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.

Goal

The goal of NDRMF GAD policy is to support the achievement of equality between women and men within the organization; ensure that all financed projects contribute to gender and PWDs inclusive disaster risk reduction.

To achieve this goal gender mainstreaming approach; the process of assessing the implications for women and men of any planned action, including policies or programs, in all areas and at all levels will be adopted. 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 initiatives.

Objectives

The objectives of the policy are to:

- a. Promote gender sensitive measures within the organization to facilitate both women and men staff members to work in an inclusive and gender-fair 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;
- e. Encourage the process of gender learning and cooperation with external partners.

Approach

NDRMF's will adapt following approaches to achieve gender equality:

1. Mainstreaming gender into all policies and programs, internal and external practices, and ways of working to reflect on commitment to gender equality;
2. Investing dedicated resources for mainstreaming gender issues within the organization and in all NDRMF financed interventions to increase relevance, and effectiveness of program by bringing the respective needs of women and men to the heart of planning;
3. Participatory approach for equal participation of men, women and PWDs in risks analysis, project cycle managements.

Guiding Principles

NDRMF GAD policy is rooted in the following principles:

1. Poverty, disasters and gender inequalities are interrelated – one exacerbates the other. Gender equality is an integral part of all NDRMF policies, programs and projects. Women, men and PWDs' needs and interests shape NDRMF agenda, programs and initiatives.
2. Every policy, program and project affect women and men differently. These differences are reinforced by class, caste, religion, disability, ethnicity, marital status or age. Policies, programs and projects must address the differences.
3. Gender equality involves both men and women. It is imperative that men's level of understanding is also developed so that they can adopt the necessary mindset and the willingness to contribute equally to achieve gender equality.

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4. Women's social and economic empowerment is central to achieving gender equality. Through empowerment, women become aware of unequal power relations, gain control over their lives, and participate in processes to overcome inequality in their home, workplace and society.
5. Equitable, sustainable and engendered development requires equal opportunities equitable and meaningful participation of women in all levels of NDRMF and all phases of financed projects' cycle management.
6. Promoting gender equality is a prerequisite to achieving NDRMF's development goals. Gender equality concerns the whole organization; all staff and volunteers. Gender issue should be systematically mainstreamed into all aspects of NDRMF's work and the organization¹⁹.
7. Transparent monitoring and evaluation of gender mainstreaming and gender equality within the organization and its activities, and application of lessons learned is an ongoing exercise.
8. A gender friendly work environment is a precondition to achieving gender equality in the workplace.

Strategies

For GAD policy implementation, NDRMF will adopt following strategies:

Institutionalization of Gender Equality

NDRMF is committed to take all possible measures to establish gender equality within the organization. Gender equality will be mainstreamed in all organizational policies, systems and practices, including human resources, recruitment, performance appraisal, training, budgeting, resource development, communication and decision-making.

Empowerment

NDRMF's programming empowers women and girls as a key strategy towards minimizing the gender gap of climate change and disaster exacerbated social, economic and environmental vulnerabilities. NDRMF and FIP will contribute to transformation of gender relations.

Women as Drivers of Change

Women are key actors in bringing about change and developing solutions that leads to a sustainable development. NDRMF will promote the equal participation of women as drivers of change to make Pakistan a disaster resilience country.

Innovation

NDRMF upholds a commitment to innovation in its work and the work of FIPs. It believes in constantly developing and encouraging new, effective methods and tools for gender responsive disaster management and resilience.

Environmental Protection and Social Management System

NDRMF is an environmentally and socially responsible organization. It has established a structured systematic mechanism to address environment and social issues as a core function of its management system. It will be ensured that financed initiatives avoid, minimize and/or manage adverse environment and social impacts on women, men PWDs, and enhance positive impacts.

Strategic Partnerships

NDRMF will develop and nurture strategic partnerships with like-minded organizations that share its core values and strategic focus. Promoting gender equality will be an important criterion for assessing FIP's commitment to the rights based approach.

¹⁹ Organizational policies, systems and practices, such as human resources, recruitment, performance appraisal, training, budgeting, programming, communication and decision-making.

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Operational Mechanism

NDRMF recognizes that the way it addresses gender equality within the organization is inextricably linked to its ability to design and deliver programs that promote gender responsive climate change and disaster resilience in the country.

Governance and Institutional Level

Gender Responsive Members and Board of Directors

NDRMF wants to see more women in decision-making positions; influencing its policies. Preference will be given to members who are advocate of women, PWDs & minority rights. Since 48.76% of country's population consists of women, 30% quota is imposed for women members and directors. An incremental approach will be taken and this quota will increase gradually.

Organizational Level

NDRMF will address gender equality within the organization through its leadership, structure, policies, working environment, and culture. Successful gender mainstreaming in NDRMF work with FIPs will be dependent on the extent to which these principles are internalized and owned by the Fund and its staff.

Capacity Building of Staff

Capacities of all staff members, both program and support staff, will be enhanced by participating in training programs, having regular sessions/discussions, organizing forums on gender, and promoting women rights as human rights, especially in areas of harassments, abuse and violence. Staff capacities regarding conducting gender analysis and gender responsive project management will be strengthened. They will ensure that gender equality is reflected in planning, implementation, monitoring, and evaluation of all projects/ programs.

Affirmative Action²⁰

NDRMF will comply with 'The Disabled Persons Employment and Rehabilitation Ordinance 1981' that fixed 2% employment quota for PWDs²¹. NDRMF will recruit women at all levels. All job adverts will clearly state that "NDRMF encourages women and persons with disabilities to apply". The Human Recourse Unit as well as individual Groups will analyze ratio of their staff prior to any recruitment and take appropriate steps to achieve gender and diversity balance in respective group and organization. Initially, 20% quota has been fixed for women. An incremental approach will be taken and this quota will increase gradually. Efforts will be made to recruit more women at all levels of the Fund.

Performance Objectives

Gender specific targets will be included in all performance objectives and progress will be assessed/monitored carefully by line managers.

Organizational Culture

All Groups and Units will strictly implement Anti-Harassment Policy and will take adequate measures to ensure staff is aware of the policy. In order to create a gender friendly work environment, open discussions on gender based discrimination and violence will be encouraged. Evidence of gender bias both at individual and institutional level will be challenged. Special needs of staff, especially women, minorities, and PWDs will be considered.

Resource Allocation

The Senior Management will allocate necessary financial resources for the implementation of the Policy.

²⁰ Action favoring those who tend to suffer from discrimination; positive discrimination.

²¹ www.na.gov.pk/uploads/documents/1423974101_958.pdf


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Program Level

Monitoring and Evaluation

NDRMF monitoring & evaluation system will collect, analyze and use sex age and other key variables related disaggregated qualitative and quantitative data to show impact of initiatives on conditions and positions of women, men, boys and girls.

Gender Sensitive Budgeting:

NDRMF will adopt gender sensitive budgeting (GSB) approach; designed to mainstream the gender dimension into all stages of the budget cycle. It will refer to the process of conceiving, planning, approving, executing, and monitoring, analyzing and auditing budgets in a gender-sensitive way – the analysis of actual expenditure on women and girls taking into account their differential needs and priorities. It will be used as a tool for effective policy implementation to monitor if the allocations are in line with policy commitments and are having the desired impact.

Gender Inclusive Communications

NDRMF communications will portray women and girls, men and boys equitably and fairly. By doing this, NDRMF aims to transform attitudes and behaviors related to gender inequality and the exclusion of women and girls.

Evidence Based Policy and Practice

NDRMF will play a key role in generating evidence on addressing gender dimensions regarding climate change and disaster risk resilience and the transformation of local communities. This will include Multi Hazards Vulnerability Risk Assessments, and other research initiatives to generate evidence aimed at influencing policies and programming that bring about lasting benefits to the women and PWDs in disasters.

Networking

NDRMF will actively participate in local, national and international level networks promoting gender equality and inclusion in climate change and disaster risk management. Through these networks NDRMF will support advocacy efforts for the implementation and formation of policies promoting gender inclusive climate change and disaster resilience.

FIPs/Program Level

Gender equality will be mainstreamed through program cycle management.

Gender Inclusive Assessment of FIPs

The key FIP accreditation criteria will include gender responsiveness. The program staff's will assess FIPs from gender perspective.

Proposal Development Guidelines

Proposal Development guidelines includes tips for mainstreaming gender in project proposal. Gender responsiveness will be a key criterion for evaluating proposals.

Gender Analysis as a Tool

FIPs will conduct mandatory gender analysis in all phases of project management cycle, analyze data and report back. The gender action plan (GAP) is NDRMF key gender mainstreaming²² tool for ensuring gender responsive design and implementation of projects. It is an integral part of results framework.

²² Refers to promoting awareness about gender equity and equality, to help reduce the impact of disasters and climate change, and to incorporate gender analysis in climate change and disaster management, risk reduction and sustainable development to decrease vulnerability.

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Monitoring and Evaluation

FIPs will collect disaggregated by sex, age and other key variables to set targets, indicators and yardsticks for continuous assessment of gender responsiveness. Gender mainstreaming principles and standards will be mainstreamed in monitoring and evaluation tools, frameworks and processes.

Recourse Allocation

NDRMF ensures that funded initiatives address the inequity of disaster impacts and to provide gender responsive solutions to disaster management and resilience. NDRMF will target funds to support women's specific initiatives.

Institutional Arrangements for Implementation

The overall responsibility for the implementation of the NDRMF GAD policy is vested in the Chief Executive Officer (CEO). However, the mainstreaming approach proposed devolves the responsibility to all those involved in the work of NDRMF, from the Board of Directors to senior management, from staff to FIPs. Building the necessary capacities for gender mainstreaming will require considerable resources: allocating the necessary resources will be a mark of commitment to the process. NDRMF will use the following framework for the Policy implementation:

The Board of Directors

The BoD will provide the overall authority and approval. Via the CEO, it will receive annual reports on the progress regarding the Policy implementation.

Gender Team

In order to implement its gender policy, NDRMF will establish, Gender Team (GT) at the senior management level, which will provide leadership and champion gender equality throughout the organization; oversee implementation of the Policy.

Deputy Manager - Gender

Under to guidance of the General Manager - Quality Assurance, the Deputy Manager - Gender will be responsible to ensure implementation and compliance of the GAD Policy and will ensure mainstreaming of gender issues within the organization and in projects financed by spelling out guidelines. The Deputy Manager Gender is the custodian of the GAPS and regularly reports back on result achieved.

Duration

The proposed duration of the GAD Policy is three years, to allow the Fund to get activities off the ground and take stock after three years of implementation. Subsequently, the duration of the Policy is expected to align with the Fund's business cycle.

Monitoring, Review and Revisions

NDRMF is an emerging, growing and learning organization. As experience is gained and lessons are learned from the implementation of the Policy. The Fund will be able to adjust its policies, processes, procedures, and project and program design. The Fund will review and update the Policy after 1.5-year.

GAD Policy Implementation Mechanism and Operational Plan

The Policy provides the framework for gender mainstreaming. It further requires Implementation Strategy and Operational Plan to facilitate its implementation process. Within three months of the approval of the Policy Implementation Strategy and Operational Plan will be drafted. NDRMF will measure its progress and engage in critical reflection with the intention of continuing to improve its performance. Progress of the Policy implementation will be assessed annually.



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Annexures

1. Equal Opportunity and Affirmative Action Policy
2. Anti-Harassment Policy
3. The Protection against Harassment of Women at the Workplace Act 2010 - The Government of Pakistan: <https://qau.edu.pk/pdfs/ha.pdf>
4. The UN Secretary – General Bulletin: Special measures for protection from sexual exploitation and abuse <http://pseataaskforce.org/uploads/tools/1327932869.pdf>
5. Building Safer Organizations Guidelines Receiving and investigating allegations of abuse and exploitation by humanitarian workers. <https://reliefweb.int/report/world/building-safer-organisations-guidelines-receiving-and-investigating-allegations-abuse>
6. Handbook of good practices: Preventing corruption in humanitarian operations https://www.transparency.org/whatwedo/publication/handbook_of_good_practices_preventing_corruption_in_humanitarian_operations


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