

3.0 **THE FEDERATION SECRETARIAT: REVIEW OF FORMAL/INFORMAL INFORMATION SYSTEMS**

This section first presents the results of a gender review of the Federation Secretariat's *formal* information systems, before going on to explore its *informal* information systems; i.e. the personal views and attitudes of staff within the International Federation. It draws on the findings of the internal consultation process, as well as the desk study of internal procedures and guidelines

3.1 **Disaster Response: Formal Information Systems**

The review of *policies, procedures, guidelines and manuals* as well as *operational and reporting tools*, seeks to determine the extent to which gender sensitive approaches have been integrated into the Federation Secretariat's *formal* mechanisms for *assessment, planning, monitoring and evaluation* of disaster response interventions.

3.1.1 *Policies, Procedures, Guidelines and Manuals*

Policies, procedures, guidelines and manuals provide the formal vehicles for communication within an organisation. The analysis presented in TABLE 3.1, assesses these materials in relation to two aspects:

1. their overall influence; '*which materials are actually known and used and 'how influential are they?*'¹; and
2. the extent to which the materials *take account of gender issues* and incorporate *gender sensitive approaches*

Awareness of *policies*, which set out the overall direction and provide the means for ensuring consistency throughout the International Federations, was generally considered to be high. However the extent to which policies have taken account of gender issues is assessed to be low, with references mainly focusing on women's vulnerability, other than the post-emergency rehabilitation policy, which specifically refers to gender sensitive approaches. In general, cross-referencing of gender as recommended in the gender policy²: "*as gender crosses all aspects of the Red Cross and Red Crescent work, the statements of this policy must be translated into all major policies of the Federation*" is highly limited. Overall, the consultations highlighted a general failure of the International Federation to put measures in place to operationalise its, generally good, policies. This is as true for its policy on disaster response as for gender. As discussed in Section 2.1.4, aspects of overall organisational culture relating to the consistency of procedures and mechanisms for accountability provide crucial support for (gender) policy implementation.

With regard to *procedures and guidelines*, it was clear from the consultations that their influence was generally considered to be low, especially as there was considerable confusion over the status of procedures and guidelines, with consultees generally being unaware of which materials were currently 'live'. In relation to gender, whilst a number of documents made references to the needs of women, those guidelines that paid greatest attention to gender, such as the guidelines for Social Work and Initial Assessment and for Internally Displaced Populations, were judged to be of extremely low influence. Overall, therefore, it is clear that gender issues have not been integrated into existing procedures and guidelines.

The review of key *manuals* shows that only two were considered to be influential in terms of guiding practice:

¹ Whilst this is not a static picture - influences change over time and across geographical regions - it is nonetheless a useful exercise

² It should be noted that for the most part these policies pre-date the gender policy

- *The Delegates Handbook*; which is a highly comprehensive reference book and is viewed as the ‘bible’ for Federation Delegates in the field and;
- *Sphere*: which sets out a *Humanitarian Charter and Minimum Standards in Disaster Response* and is generally considered likely to be highly influential in governing field operations in the future.

The Delegates Handbook

In relation to *influence*, the Delegates Handbook is targeted at Delegations rather than National Societies. However, to the extent that Delegates provide the link between the Secretariat and the National Societies, then the guidance provided in the Handbook should be reflected in the Delegations' capacity-building activities with the National Societies.

However, whilst Delegates Handbook was identified as a key document, it is clear both from interviews with Desk Offices, as well as the review of programme documents, that the general quality of programme management does not correspond to the ‘good practice’ advice given in the Delegates Handbook. This underlines the limitations of the influence of, even key, written guidelines in governing practice and personal behaviour.

As regards *gender*, the Delegates Handbook does incorporate gender-sensitive approaches in its programme management guidance. In *assessment* it stipulates that data should be gender disaggregated and in *planning* it emphasises the importance of participation and of looking beyond the community and taking account of power relations. It specifically draws attention to the need to talk to women as well as men.

TABLE 3.1: REVIEW OF POLICIES, PROCEDURES, GUIDELINES AND MANUALS

Policies/ Procedures/ Guidelines/ Manuals/ Training	Title	Description	Target Audience	Assessed Influence	Gender Perspective
POLICIES	Emergency Response Policy (1997)	Establishes the basis of Red Cross and Red Crescent emergency response and applies to all types of International Federation response	All members of the International Federation of the Red Cross and Red Crescent Societies	People are generally aware of policies	In its opening paragraph states that " <i>Emergencies may affect men and women differently and they in turn have differing ways of coping with emergencies</i> ". The focus of the policy is on assisting 'the most vulnerable people'. However, gender is not explicitly considered.
	Health Policy (1999)	This policy commits the International Federation to the provision of health services to the most vulnerable populations.			States that "health is an inalienable right of all people without any regard to race, religion, colour, nationality, sex or origin"
	Post-emergency rehabilitation policy (1999)	This policy covers all National Society and Federation assistance activities targeted to disaster affected communities in the post-emergency phase of the response			Overall, its approach focuses on the truly vulnerable. However, there is no explicit reference to gender. This policy specifically states that each National Society and the International Federation shall "consider gender and environment factors" and specifically that rehabilitation interventions will be carried out in a gender sensitive manner.

Policies/ Procedures/ Guidelines/ Manuals/ Training	Title	Description	Target Audience	Assessed Influence	Gender Perspective
PRINCIPLES AND RULES	Principles and Rules for Disaster Relief	Applies to disasters resulting from natural or other calamities and underlies the fact that relief programmes must take a longer-term development perspective and must be administered with <i>economy, efficiency and effectiveness.</i>	All those engaged in Disaster Response	High awareness but not necessarily influence.	Statement to the effect that assistance will be given without any distinction as to sex, nationality, race, religion, social condition or political opinion.
	<i>Projects: How to Plan and Manage</i> (1993)	A practical paper aimed at improving development and relief project planning. It uses the project cycle and advocates a participatory approach and consultation and then introduces tools (checklist, logframes VCA),	All those involved in the execution of development projects: National Societies, Delegations	There was evidence in the BRCS that this manual was used, but otherwise not known	Gender is not addressed at all
	<i>Guidelines for Red Cross and Red Crescent Social Work in Disasters</i>	Not clear whether these are current. Good principles in terms of taking a sociological approach	All those involved in Disaster Relief	Low	The focus is on people rather than men and women.

Gender Issues in Disaster Response

Policies/ Procedures/ Guidelines/ Manuals/ Training	Title	Description	Target Audience	Assessed Influence	Gender Perspective
	Guidelines for Initial Assessment for Refugees and Internally Displaced Populations	Not clear whether these are current or not		Low	It advocates a participatory and sociological approach and places particular emphasis on the field assessment. The guidance specifically states that there should be a breakdown of ages and sex and identifies lactating mothers in the category of vulnerable groups. It also lays emphasis on understanding the profile and culture of the population. Hence, this guidance does differentiate between men and women but mainly in the context of women falling into vulnerable groups. There is no attention paid to establishing capacities, roles and responsibilities.

Policies/ Procedures/ Guidelines/ Manuals/ Training	Title	Description	Target Audience	Assessed Influence	Gender Perspective
MANUALS	Delegates Handbook (1997)	The Delegates Handbook sets out <i>rules and procedures</i> , as <i>guidance and advice</i> as well as general information. Since publication of the current edition in 1997 a number of changes to developing reporting products and procedures have been introduced. The Handbook will be up-dated in 2000.	Federation Delegates in the Field	High	In the section on Disaster Response, the needs assessment checklist and the report outline ask for data to be broken down by sex but the section on assessing capacity remains at the level of the community. However, the discussions of sectoral interventions (health, water etc) on the whole do not adopt a gender perspective. The section on managing projects emphasises the disaster response → development continuum and uses the framework of the project cycle as an approach to project management. Its overall approach emphasises the need for consultation and participation of the beneficiaries and underlines the need to look within communities and to take account of power relations. Specific recommendations are made in relation to examining the views of and impacts on men and women respectively. The Handbook warns against the potential for 'doing harm' in relation to exacerbating gender inequalities (pp. 584).

Policies/ Procedures/ Guidelines/ Manuals/ Training	Title	Description	Target Audience	Assessed Influence	Gender Perspective
	SPHERE <i>" a tool for humanitarian agencies to enhance the effectiveness and quality of their assistance"</i>	Promotes a standardised approach and provides a practical framework of accountability for humanitarian intervention	Humanitarian Agencies	High awareness within the Federation and increasing in PNS's but assessed to be low in the field	The gender review of a draft edition of Sphere identified a number of weaknesses (see BOX 3.1). Changes to the final version included: a focus on men and women, rather than people, the requirement for data (assessment, monitoring and evaluation) to be disaggregated by sex, greater attention to security and safety issues, greater recognition of the responsibilities and roles of women; recommendations on the inclusion of women in emergency teams and a much greater focus on participation of men and women. It is generally accepted that Sphere does support gender good practice, but stops short of mainstreaming gender analysis in terms of baseline planning and indicators for gender equity.
TRAINING	Disaster Emergency Needs Assessment Manual	This is one example of regional training programmes in disaster preparedness, which includes training on how to do disaster response. It includes methods (participation) and tools.	<input type="checkbox"/> National Societies	Potentially high. This is used as the basis for training programmes organised at a regional level, which are rolled out to Branches.	The section on minimising biases, includes gender ("assessors only speak to men or male interviewers survey women or vice versa") time of day (i.e. certain segments of the population may be missing) or sampling (representatives) biases. The module recommends having a gender balance in the team. Its checklists (e.g. Annex 1A, 4) encourage information on the population (injuries, displaced/evacuated/health) to be disaggregated by gender.

Sphere

Sphere sets out minimum standards for humanitarian interventions, thus providing a framework for accountability. It has the support of a large number and wide range of humanitarian agencies.¹

In terms of influence, Sphere is currently well known within the Secretariat and PNSs', as well as other agency HQs. However, on the whole those consulted felt that Sphere was not known in the field. However, this is likely to change in the near future, given that Sphere is currently the subject of vigorous promotion, not only by the Federation Secretariat, but also a range of other agencies.

As regards gender, Sphere was the subject of a gender review, which sought to assess the extent to which gender had been integrated into the Sphere standards and to provide recommendations on how this might be improved. The review focused on four areas: the programme approach; the programme cycle; staffing issues; and a sectoral analysis.

The review found that *"within Sphere there is no attention to the need for gender analysis"* and that *"one does not get a sense... that gender analysis is seen as essential to the process of humanitarian response."* In particular, it criticised the Sphere Charter for not including women's rights in its "rights-based approach". The review made a series of recommendations relating to each stage of the project cycle, before identifying potential for better integration of gender across its five sectoral interventions. It usefully drew on the concepts of *practical* and *strategic* interests as a means of classifying the types of gender sensitivity, finding that Sphere dealt with practical needs (WID), rather than strategic needs (GAD) (see BOX 2.1). A number, but not all, of the Sphere recommendations were taken on board (see BOX 3.1).

Overall, despite these shortcomings, Sphere clearly supports the operationalising of the Federation's gender policy and the collection of disaggregated data, particularly through its requirements for:

- information to be broken down by men and women;
- the participation of men and women beneficiaries;
- a gender balance in disaster response team; and
- attention to be focused on issues of security.

¹ despite individuals' concerns over whether so-called 'minimum standards' can be attained in disaster contexts where local standards are poor, access is limited, security is poor, and resources are deficient and local capacity exhausted.

BOX 3.1: GENDER REVIEW OF SPHERE

**SPHERE
HUMANITARIAN CHARTER AND MINIMUM STANDARDS IN DISASTER RESPONSE**

The Sphere project started in July 1997, under the auspices of an umbrella group of the world's leading humanitarian agencies. Sphere's focus is on providing a rights-based approach to the provision of humanitarian assistance. Sphere sets out minimum standards in five sectors :

- Water supply and sanitation
- Nutrition
- Food aid
- Shelter and site planning
- Health services

GENDER REVIEW OF SPHERE

Following the publication of a draft edition of Sphere in November 1998, a gender review was undertaken. The recommendations included general approaches to good gender practice applicable to all sectors, as well as sector specific recommendations.

Recommendations Incorporated (in small capitals)

- DATA ARE DISAGGREGATED BY SEX AND AGE WHERE FEASIBLE (all sectors)
- The information gathered identifies needs and health risks related to water supply and sanitation FOR DIFFERENT GENDER, SOCIAL AND AGE GROUPS AND PROVIDES BASELINE DATA FOR MONITORING AND EVALUATION (WATSAN)
- THE SPECIFIC SECURITY THREATS FACED BY VULNERABLE GROUPS, ESPECIALLY WOMEN AND GIRLS ARE TAKEN INTO ACCOUNT IN THE DESIGN ... (ALL SECTORS)
- People conducting assessments: ... IDEALLY THERE SHOULD BE A BALANCE IN THE NUMBERS OF MEN AND WOMEN TAKING PART (ALL SECTORS)
- WOMEN, MEN AND CHILDREN FROM THE AFFECTED POPULATIONS ARE REGULARLY CONSULTED AND ARE INVOLVED IN MONITORING ACTIVITIES (ALL SECTORS)
- Assessment findings are shared with other sectors, local authorities, participating agencies and MALE AND FEMALE REPRESENTATIVES from the local population (All sectors)

Recommendations NOT incorporated:

- Inclusion of Gender Equity or the Equal Rights of Men And Women;
- Provision of Gender Sensitive Objectives And Indicators
- Inclusion of Recommendations on Methods
- A New Chapter on Community and Social Services
- Inclusion of People Knowledgeable in Gender Analysis in Assessment Teams

3.1.2 Operational and Reporting Tools

Disaster response spans two distinct business processes within the Federation Secretariat's activities:

- **A: *The Emergency Appeal***: which is the mechanism for managing the (short-term) process of the Federation's response to sudden on-set, large-scale (and in some cases small-scale) disasters;
- and
- **B: *The Annual Emergency Appeal***: which is the co-ordinating mechanism for the Federation's on-going (longer term) programmes across its four core areas - of which disaster response is one.

The review below uses the framework of the two Appeal Processes to identify; the *operational and reporting tools* used at each stage of the project cycle, the *stake-holders* involved, the extent to which *gender issues* are considered and *potential constraints on improving the gender status quo*.

It is important to note that the constraints provided by the *pressure of time* and *access to and availability of information* in disaster response are not static. In the early phases of a disaster, managed by (A) above, the pressure of time is high and access to and availability of information is low. Both these factors significantly constrain *what* and *how* information can be collected, which in turn determine the quality of the disaster response programme. However, as the disaster progresses from the emergency phase, the constraining influences of time and information diminish. The potential for improving both the quality of information and the use of more participative collection methods, is thus significantly higher in the later stages of (A) and throughout all of (B), than in the initial emergency phases (A). To some extent, therefore, the information collection and reporting requirements should reflect this reality of *what information can be collected, how and when*.

The operational and reporting tools reviewed below are the outcome of a recent internal review (by the OFR), which was carried out with a view to increasing the speed of disaster response (A) and the overall quality of reporting (A+B). Key outputs from this review included the *redesign of the standards style sheets and reporting formats* (appeals, situation reports, information bulletins, project formats, final reports etc.) which are now more results-orientated, as well as the introduction of the '*90 Day Appeal*' and the '*Limited Relief Operation*'.

The results presented in the tables below show that, to date, consideration of gender issues has been largely absent from the tools used throughout the project cycle in both Appeal Processes.

In relation to (A), the Emergency Appeal, in *assessment* no provision is made for collecting information on, or from, men and women separately. Assessment teams are not required to undergo in-depth training on gender, nor are specialists in gender or social analysis included in assessment teams (FACT). In reporting, there is no requirement to break down the beneficiary profile by sex, although reporting formats do contain a standard clause of statement of commitment to Sphere.

In terms of the constraining influence of *time and information*, under the new 90 Day Appeal it is clear that the Federation Secretariat is looking for '*less not more*' information in the early stages, in order to achieve a faster response. The potential for collecting gender-disaggregated information is thus highly limited. However, the inclusion of gender-sensitised individuals within the assessment teams would ensure that a gender perspective is adopted, even within the context of rapid and informal needs assessment (see TABLE 2.2). However, in the case of the Revised Appeal document, which will provide the basis of the *plan*, the constraining influence of *time and information* is less, and there is thus more scope for securing incorporation of gender-sensitive approaches.

However, this will depend on the inclusion of gender aware men and women in the assessment teams; and gender specific questions in checklists and reporting formats.

In *implementation*, there is no evidence of gender issues being included in either the Terms of Reference or the Secretariat co-ordinated training courses of the ERU. Similarly in *monitoring and evaluation*, there is no requirement to report on or evaluate against gender indicators.

In relation to (B), the Annual Emergency Appeal, gender-sensitive approaches are not included in the recent guidelines for drawing up Regional and Country Strategy Programmes, which are a key planning tool of the International Secretariat. They are also absent from the new project/programme formats which present minimum standards for the presentation of projects contained in the Regional and Country Strategy Programmes - other than through their statement of commitment to Sphere. Given that disaster response programmes managed through this process are relatively free from the constraints of time pressures and limited information, there is scope for considerable improvements.

TABLE 3.2: INDIVIDUAL EMERGENCY APPEALS

Stages	Tools (Operational/ Reporting)	Description	Actors Involved	Gender Status Quo	Constraints on Change
ASSESSMENT (on-going as information becomes available)	Assessment Questionnaires /Checklists for use by FACT (Operational Tool)	A standard checklist is being developed to be used by FACT assessment teams in large-scale, sudden on-set disasters. The questionnaire will contain a general section (situation, profile of beneficiaries, access, security etc), as well as a series of sector specific sections (Watsan/Health).	<input type="checkbox"/> Operations Manager (writes the Terms of Reference) <input type="checkbox"/> FACT Personnel <input type="checkbox"/> Delegations <input type="checkbox"/> National Societies	This questionnaire is still being formulated. Training on assessment for FACT did not include methods. Focus was on the information to collect and not on how to collect it.	The assessment phase presents challenges to improving quality of information: <ul style="list-style-type: none"> <input type="checkbox"/> time pressures; <input type="checkbox"/> general access to men and women and information

Gender Issues in Disaster Response

Stages	Tools (Operational/ Reporting)	Description	Actors Involved	Gender Status Quo	Constraints on Change
	<p>Field Assessment and Co-ordination Teams (FACT) (Operational Tool)</p>	<p>FACT aims to standardise and improve the quality of assessment and co-ordination within Federation activities. It will co-ordinate the response, assess urgent needs, plan and capacity build with the national society.</p>	<p>PNS Department for Disaster Management Operational Managers (write the TOR)</p>	<p>The FACT team will include psychological support specialists who will focus on issues of violence and rape against women. FACT training did not integrate gender in any way. However there was a separate session on gender, which focused on awareness raising, and relevance. There is no indication that assessment teams will include gender-trained Personnel</p>	<p>None. Other agencies include gender specialists in assessment teams and this was one of the recommendations made but not acted upon in the gender review of Sphere.</p>
	<p>ALERT (Reporting Tool)</p>	<p>This will be replaced by the Information Bulletin (following the OFR)</p>	<p>/</p>	<p>/</p>	

Stages	Tools (Operational/ Reporting)	Description	Actors Involved	Gender Status Quo	Constraints on Change
	<p>Information Bulletin (IB) (Reporting Tool)</p>	<p>Currently used for small-scale relief operations for which funds are required. In the future IBs will be used as for information only and will draw on DREF (<50,000). Information covered includes:</p> <ul style="list-style-type: none"> <input type="checkbox"/> The Situation <input type="checkbox"/> Red Cross/Red Crescent Action (includes a statement of commitment to the Code of Conduct and Sphere) 	<ul style="list-style-type: none"> <input type="checkbox"/> Country Delegation <input type="checkbox"/> Regional Delegations <input type="checkbox"/> Regional Dept, Geneva <input type="checkbox"/> OFR Dept <input type="checkbox"/> PNS's 	<p>Sphere (see above) requires that gender disaggregated data is collected, that women beneficiaries are consulted and that women are involved in data collection. But otherwise there is no provision for collecting gender disaggregated data</p>	<p>In the new system, IB's are being used as a means of minimising information requirements, there is little scope for improving the general quality of information.</p>
	<p>Limited Relief Operation Appeal (Reporting Tool)</p>	<p>This represents an innovation in the appeals and reporting process and covers relief operations between CHF 50,000 and CHF 500,000. Information to be reported on covers:</p> <ul style="list-style-type: none"> <input type="checkbox"/> The situation; <input type="checkbox"/> Needs (total number of beneficiaries); <input type="checkbox"/> The Proposed Operation (requests details on the number of beneficiaries) <p>Contains a statement of commitment to <i>Code of Conduct and Sphere</i></p>	<ul style="list-style-type: none"> <input type="checkbox"/> Country Delegation <input type="checkbox"/> Regional Delegations <input type="checkbox"/> Regional Dept, Geneva <input type="checkbox"/> OFR Dept <input type="checkbox"/> PNS's 	<p>Sphere (see above) requires that gender disaggregated data is collected, that women beneficiaries are consulted and that women are involved in data collection</p>	<p>Again the emphasis is on speed rather than improving the quality of information.</p>

Stages	Tools (Operational/ Reporting)	Description	Actors Involved	Gender Status Quo	Constraints on Change
	90 Day Standard Appeal (Reporting Tool)	<p>Its aim is to ensure that aid can be delivered immediately in an acute emergency situation. No plan of action or budget will be produced until a detailed needs assessment is undertaken within the 90 day period:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Emergency phase limited to 90 days; <input type="checkbox"/> Standard appeal launched within 24 hours; <p>Information requested:</p> <ul style="list-style-type: none"> <input type="checkbox"/> The Situation <input type="checkbox"/> Needs <input type="checkbox"/> The Proposed Operation (commitments to Code of Conduct and Sphere) <input type="checkbox"/> Standard text on the limits of the 90-day appeal and highlighting the possibility of a revised appeal. 	<ul style="list-style-type: none"> <input type="checkbox"/> Country Delegation <input type="checkbox"/> Regional Delegations <input type="checkbox"/> Operational Managers, (DC) <input type="checkbox"/> Technical Units (DC) <input type="checkbox"/> National Societies/ <input type="checkbox"/> FACT Assessment Teams <input type="checkbox"/> Regional Dept (PM), <input type="checkbox"/> OFR Dept 	Only commitments to Sphere	<p>Time pressures are a very real constraint in the case of a sudden on-set emergency. In this first appeal the priority is given to speed, rather than quality of information. There is little scope for collecting gender disaggregated information at this stage, although this does not preclude taking a gender sensitive, common sense approach (see TABLE 2.1's <i>Common Sense</i> approach).</p>

Stages	Tools (Operational/ Reporting)	Description	Actors Involved	Gender Status Quo	Constraints on Change
DESIGN/ PLANNING	Revised Appeal (Reporting Tool)	This will follow the standard appeal and will be based on a much more detailed assessment (see above). No information on the content of this revised appeal currently exists.	<input type="checkbox"/> Country <input type="checkbox"/> Delegation <input type="checkbox"/> Regional <input type="checkbox"/> Delegations <input type="checkbox"/> Operational <input type="checkbox"/> Managers <input type="checkbox"/> Technical <input type="checkbox"/> Units <input type="checkbox"/> National <input type="checkbox"/> Societies/ <input type="checkbox"/> FACT <input type="checkbox"/> Assessment <input type="checkbox"/> Teams <input type="checkbox"/> Regional <input type="checkbox"/> Dept (PM), <input type="checkbox"/> OFR Dept	As yet unknown	This revised appeal does not face the severe time pressures and information constraints of the first standard Appeal and thus provides an opportunity to use the reporting mechanism as a driver for the collection of better quality information using participatory methods.

Gender Issues in Disaster Response

Stages	Tools (Operational/ Reporting)	Description	Actors Involved	Gender Status Quo	Constraints on Change
IMPLEMENTATION	Emergency Response Units (ERUs) (Operational Tool)	ERUs were set up in order to speed up response in large-scale sudden on-set disasters, and for rapid response in rural areas. Their deployment depends on a range of factors including the scale of the disasters, an assessment of need and the capacity of national society. They are deployed for a period of up to one month and are able to function as self-contained technical units. ERUs are required to engage in capacity building as well as meeting immediate needs.	<input type="checkbox"/> ERU Officer, Geneva <input type="checkbox"/> ERU Team Leaders PNSs <input type="checkbox"/> ERU team personnel (PNSs) <input type="checkbox"/> Operations Managers <input type="checkbox"/> Assessment Teams (who decide on their deployment)	Secretariat-run training workshops for ERUs currently do not include gender. The Request for Emergency Response Units does not provide any detailed information but rather depends on the assessment report. Weekly written reports do not ask for information on the profile of the beneficiaries – presumably depend on the assessment report. There is no formal requirement for gender mix on teams although it is likely that the health ERU would include a gender mix. This is not contained in the TOR.	<input type="checkbox"/> a mono-cultural rather than an international team; <input type="checkbox"/> highly dependent on the primacy of the personnel <input type="checkbox"/> dependent on PNS recruitment/training/resources <input type="checkbox"/> In principle, there are no constraints on ERU team members receiving both specific training on gender, as well as having gender analysis integrated into existing training packages (at Secretariat level and PNS training)

Stages	Tools (Operational/ Reporting)	Description	Actors Involved	Gender Status Quo	Constraints on Change
MONITORING	Situation Reports (Reporting Tool)	<p>Serves two purposes: reporting to the Federation Secretariat by its Delegation and reporting by the Federation to donors. The new format includes:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Synthesis, <input type="checkbox"/> Up-date <input type="checkbox"/> Red Cross/Red Crescent Action/Outstanding Needs/External Relations/Contributions. <p>Under the 90-day appeal, the situation reports will be produced within 30 days of the appeal's launch.</p>	<ul style="list-style-type: none"> <input type="checkbox"/> Delegation <input type="checkbox"/> Regional Dept 	<p>There is no formal requirement to report on gender and generally, situation reports do not do so. The new formats, as above, contain commitments to Sphere.</p>	<p>Under the new Appeal system sitreps will be required to report on the detailed plan of the revised appeal. One would expect gender-disaggregated information to be included in relation to needs and impacts.</p>
EVALUATION (ACCOUNTABILITY AS WELL AS LEARNING)	Final Report (Appeals)	<p>Serves two purposes: reporting of the Delegation to the Secretariat and the reporting of the Secretariat to the donors.</p> <p>Under the new minimum standards of reporting, these are more results-based</p>	<ul style="list-style-type: none"> <input type="checkbox"/> Head of Delegation <input type="checkbox"/> Secretariats 	<p>There is no formal gender assessment</p>	<p>The key constraint is the quality of the initial programme design, which through the lack of gender baseline data, objectives and indicators may limit gender analysis at the evaluation stage. However overall there are no constraints to incorporating gender issues into the TOR of evaluations,</p>

TABLE 3.3 ANNUAL EMERGENCY APPEAL

Stages	Tools (Operational and Reporting)	Description	Actors Involved	Gender Status Quo	Gender Constraints
IDENTIFICATION/ ASSESSMENT	National Society Strategic Plans	The National Societies present their own Strategic Plans. To date the connection between the National Society plans and the strategic plans of the Federation Secretariat has been highly variable. This is now changing under the new guidelines.	<input type="checkbox"/> National Society <input type="checkbox"/> Country Delegation <input type="checkbox"/> Regional Delegation <input type="checkbox"/> Regional Dept	/	/
PLANNING	Country/ Regional Plans	Regional/Country Assistance Strategies (RCAS) are the main documents defining the overall assistance strategy of the Regional or Country Delegations for the National Societies. They identify the key programmes requiring assistance and determine the required support for infrastructure. R/CAS have 4 year planning horizons subject to revision and up dating.	<input type="checkbox"/> National Societies <input type="checkbox"/> Regional Delegation <input type="checkbox"/> Country Delegation <input type="checkbox"/> Desk Officer (Geneva)	Guidelines have been produced which describe the purpose of the Country Assistance Strategies and which set out the strategy headings. Emphasis is placed on the use of indicators to make the plans output-orientated. However, there is no mention of gender neither in the national context nor within the priority programmes	<input type="checkbox"/> People's attitudes <input type="checkbox"/> Awareness <input type="checkbox"/> <u>Not subject to time pressures.</u> The planning/preparation of disaster response programmes of the CAS/RAS are not subject to time pressures that characterise the emergency phase (these are relevant to the extent that programmes include disaster response)

Stages	Tools (Operational and Reporting)	Description	Actors Involved	Gender Status Quo	Gender Constraints
	<p>Federation Project Format (Reporting)</p>	<p>Programme Format to provide a minimum standard for writing up programmes contained in CAS/RAS. These will be summarised in the Appeal and are a response to the fact that donors require full proposals to satisfy funding requirements. The new format reflects the shift towards results-based management with specification of results, indicators and critical assumptions. As a <u>NEW</u> reporting tool, it potentially provides a key vehicle for shaping the ways in which programmes are formulated in the future.</p>	<p><input type="checkbox"/> National Society <input type="checkbox"/> Delegation <input type="checkbox"/> Regional Department</p>	<p>There is no specific requirement to report on how the plan has taken account of gender issues or any requirements for disaggregation of information on gender.</p>	
	<p>Appeal Document</p>	<p>The Appeal - which to date has been annual but will be bi-annual in the future - is essentially a marketing plan containing very general information (Programme No., Budget, National Context, Country Assistance Strategy, and Programme Objectives under 5 headings - disaster response, disaster preparedness, health, humanitarian values, capacity building).</p>			

3.2 *Disaster Response: Informal Information Systems*

The preceding review of policies, guidelines, manuals and operational and reporting tools has illustrated that the International Federation's *formal* information systems for undertaking assessment, planning and monitoring have on the whole failed to incorporate gender sensitive approaches.

However, it is also important to consider *informal* information systems. Individuals have their own understanding, based on personal attitudes and experience of gender and its relevance to disaster response. In general, these have a much greater influence on behaviour and decision-making processes than formal guidelines.

During the internal consultation exercise, consultees were asked to use real-life anecdotes to illustrate their experience of gender-sensitive approaches in the context of disaster response. The examples given (see BOX 3.2) show that understanding relates mainly to women's vulnerabilities and meeting *practical needs* in terms of clothing, medical kits and segregation. However, there was also some recognition of the need to work with women in planning and implementation (Sudan) and of the peril of failing to take account of women's productive roles (Nepal).

Tapping into men and women consultees' experiences illustrated that for some the use of gender sensitive approaches was simply common sense - it had become invisible - whereas for others it had been a tough learning process, born of the failure of gender blind interventions. Yet when asked directly about the relevance of 'gender' to disaster response, it was clear that many considered gender issues to be '*relevant but additional*', whereas others thought that gender was *barely relevant*.

This points to a paradox. When discussed in the context of real life disaster situations, gender issues were often considered to be essential - even central. However, when discussed in the abstract, gender issues were considered to be more marginal, and sometimes almost irrelevant.

The explanation of this apparent paradox perhaps lies in the 'means to end' relationship. With rare exception, those who expressed enthusiasm for gender-sensitive approaches did so in the context of 'getting the job done', rather than on the basis of seeking to challenge and transforming social relationships.

Overall, this exploration of informal information systems indicates that theories of 'policy evaporation', perhaps over-state the gap between policy and practice, illustrating instead that there is high awareness of the need to focus on men and women throughout disaster response programmes at all stage of the project cycle. The fact that this understanding is limited to *meeting practical needs* and using gender analysis as a *means* to achieve successful programmes, rather than as an *end* for gender equality, points to the need for the provision of tools which demonstrate the wider relevance of gender in the context of disaster response.

BOX 3.2: GENDER BY EXPERIENCE**LEARNING BY GENDER -INTERNATIONAL FEDERATION EXPERIENCE****General Awareness:**

“Women do most of the work and have least control of resources. It is women who suffer most, on the whole, in disaster situations ”

“Women have responsibility for the children – disasters place a huge strain on the women”

“Women are less mobile because of their reproductive tasks – it is the strong and powerful who come forward – the needs of the vulnerable can disappear”.

“We don’t use formal tools for gender analysis. However, we have women staff and volunteers and they understand the roles of women in this society. Of course, you need to work with women”

Disaster Preparedness:

‘Women are vital to Disaster Preparedness. They are the main providers. It is essential to work with women’s group in disaster preparedness – you’ve got to bring them into the plan’

“Women were least likely to benefit from (cyclone) warnings as they are often illiterate and don’t have access to radios”

“Women were unable to use the cyclone shelters as no account had been taken of needs for segregation.”

Disaster Response:

“In planning WATSAN in camps, either you deal with gender issues pro-actively – or you face the problems that arise from not addressing them at the start”

“In natural disasters men may be working away from home leaving women and children dominated households. It is now very clear that you have to look at the profile of the beneficiaries.”

“You need to tailor medical kits to conditions that are prevalent amongst women. Get your profile and increasingly fine tune it”.

“In assessment you always look for female-headed households, lactating mothers and pregnant women”

“In Southern Sudan Famine (1998) the supplementary feeding programme failed as there was no targeting of women. It was recognised that there was a need to target women in the food distribution” (*implementation*)

“Women are the main force of the rural economies. If you want to do anything - work with women” (*planning*)

“In Macedonia the women refugees were unable to leave their huts due to having inappropriate clothing.” (*needs*)

“Our ‘milk for children’ programme didn’t work as the women gave their milk to the young men and not the kids. A gender analysis would have told us to increase the quantity of milk.” (*planning*)

“In Nepal the introduction of a new hybrid high-yielding wheat was disastrous as it led to a loss of women’s livelihoods as the new variety had a shorter straw, which women had relied upon for hat-making.” (*planning – reproductive and productive roles*)