
Gender equality and specific sectors

Shelter



This chapter explains how to integrate gender equality into shelter programming. In this chapter you can find information on why it is important to incorporate gender equality into shelter programming as well as key standards and resources for future reference.

The chapter begins with an overall checklist which explains key actions for shelter programmes that need to be carried out at each stage of the Humanitarian Programme Cycle (HPC). After this checklist, you will find more detail on how to undertake gender equality programming in each phase of the HPC. This includes practical information on how to carry out a gender analysis, how to use the gender analysis from the

programme design stage through to implementation, monitoring and review, and how to incorporate key approaches of coordination, participation, GBV prevention and mitigation, gender-adapted assistance and a transformative approach into each of those phases. Relevant examples from the field are used to illustrate what this can look like in practice.

Why is it important to incorporate gender equality in shelter programming?

Humanitarian crises impact access to safe and suitable shelter for women, girls, men and boys in different ways. This includes issues relating to:

- Emergency shelter, temporary or transitional shelter provision as well as longer-term housing solutions.
- Shelter-related non-food items (NFIs) such as cooking and heating fuel and fuel alternatives; building materials; blankets, sleeping mats and plastic sheeting; lighting for personal use (such as torches); kitchen sets; and hygiene and dignity kits.
- Site planning and upgrades and maintenance of informal settlements.

In terms of the integration of gender equality, the process of providing shelter is as important as the type of shelter provided. Each step of a shelter programme must be considered with regard to gender dynamics and “do no harm” principles. Considered distribution of shelter NFIs and household items is also important to ensure that provisions are culturally appropriate and organized in a way that is convenient for women and men of different age groups and backgrounds. Site planning is important to ensure that shelters are in close proximity to basic services, such as water collection points, to free up time of women, girls, men and boys and to reduce exposure to protection risks.

Effectively integrating gender equality into shelter programming will achieve the following goals:

- **Safeguard the right to an adequate standard of living, including housing.** Addressing gender-specific shelter needs and capacities (i.e., habitable and physical living spaces including living, cooking, eating and sleeping arrangements; different assistance options and implementation modes including repair and reconstruction; the enabling environment including access to housing, land and property, security of tenure and environmental sustainability and other areas linked to shelter) ensures an adequate standard of living for women, girls, men and boys.

- **Improve access to shelter assistance.** Childcare and domestic responsibilities, legal barriers to female land and property ownership or a lack of tools and skills to construct shelter all can present barriers to shelter assistance for women and girls. In addition, within settlements, access to services such as water supply, education, healthcare, transport, etc., can greatly affect the outcomes of shelter programmes. Gender and age are central to many if not all of these issues and must be properly analysed and understood to create effective programmes.
- **Promote safety and dignity.** Addressing particular needs of men, women, girls and boys will contribute to a safe and dignified environment. For example, women and girls may need additional privacy and security measures in shelters, including during menstruation, which in some cultures prevents both sexes from dwelling in shared living spaces; adolescent boys and girls may need separate sleeping areas; and men and women may need different, specific spaces for livelihood activities, social activities or worship.
- **Enhance ownership and sustainability.** Identifying the specific needs, roles and capacities of women, girls, men and boys in relation to shelter through a participatory needs assessment and gender analysis, and building on those to develop the shelter programme, enhances ownership by the affected population and therefore sustainability.
- **Shift gender relations towards equality.** Participation by women and men in the shelter programme can lead to fairer work divisions in the long term or change attitudes, for example where construction work is paid, ensuring equal pay for women and men.

Integrating gender equality and shelter in the Humanitarian Programme Cycle

This section outlines the necessary actions that all shelter actors and government agencies should take to promote gender equality at each stage of the HPC.

KEY GENDER EQUALITY ACTIONS FOR SHELTER PROGRAMMING AT EACH STAGE OF THE HUMANITARIAN PROGRAMME CYCLE

1 Needs assessment and analysis

- Collect and analyse sex-, age- and disability-disaggregated data on needs, priorities and capabilities relating to shelter.
- Conduct a gender analysis as part of shelter needs assessments and analyse the findings.

2 Strategic planning

- Integrate gender equality into shelter programme design for the response, utilizing the findings from the gender analysis and other preparedness data.
- Ensure a demonstrable and logical link between the gender-specific needs identified for the shelter sector, project activities and tracked outcomes.
- Apply gender markers to shelter programme designs for the response.

3 Resource mobilization

- Apply gender markers to shelter programmes in the response.
- Include information and key messages on gender and the shelter sector for inclusion in the initial assessment reports to influence funding priorities.
- Report regularly to donors and other humanitarian stakeholders on resource gaps on gender within the shelter sector.

4 Implementation and monitoring

- Implement shelter programmes that integrate gender equality and inform women, girls, men and boys of the available resources and how to influence the project.
- Develop and maintain feedback mechanisms for women, girls, men and boys as part of shelter projects.
- Apply gender markers to shelter programmes in the response.
- Monitor the access to shelter assistance by women, girls, men and boys and develop indicators designed to measure change for women and girls or men and boys based on the assessed gaps and dynamics.

5 Gender operational peer review and evaluation

- Review projects within shelter sector and response plans. Assess which women and girls, men and boys were effectively reached and which were not and why.
- Share good practices around usage of gender markers and address gaps.

1 Needs assessment and analysis

Gender analysis takes place at the assessment phase and should continue through to the monitoring and evaluation phase with information collected throughout the programme cycle. The rapid gender analysis tool in section B, pages 30–39 provides a step-by-step guide on how to do a gender analysis at any stage of an emergency. In addition to using SADD, depending on the context, it can be important to disaggregate the data based on other diversity factors, such as ability, ethnicity, language spoken, level of income or education.

When collecting information for the shelter sector, the analysis questions should seek to understand the differences in impact of the crisis on women, girls, men and boys. Standard shelter assessments can be adapted by placing emphasis on gender and the particular experiences, needs, rights and risks facing women, girls, men and boys, LGBTI individuals, people with disabilities, people of different ages and ethnicities and other aspects of diversity. The assessment should ask questions about the specific needs, roles and dynamics of women, girls, men and boys and LGBTI individuals in relation to the shelter sector, and how the other dimensions of diversity (e.g., disability, sexual orientation, gender identity, caste, religion) intersect with them. Assessments should align with best practice and key standards on coordination, women's participation and GBV prevention and mitigation as per the table on pages 332–333 on “Key approaches and standards for needs assessment and analysis in shelter programming”.

Sex- and age-disaggregated data (SADD) are a core component of any gender analysis and essential for monitoring and measuring outcomes. To be effective, SADD must be both collected and analysed to inform programming. In circumstances where collection of SADD is difficult, estimates can be provided based on national and international statistics, data gathered by other humanitarian and development actors, or through

small sample surveys. When SADD are not available or very outdated, there are methods can be used to calculate it (see section B, page 43). Qualitative data and analysis disaggregated by sex, age and other diversity factors related to the shelter concerns and needs of the population are key to identifying which groups are marginalized and why. How data are disaggregated depends upon the context and the programming being proposed, and should be based on a gender analysis. For the shelter sector, the following disaggregation is usually appropriate: female/male under age 5; female/male age 6–11; female/male age 12–17; female/male age 18–60; and female/male over age 60. (See section B, pages 40–43 for information on collection of SADD.)

The following table summarizes the key moments during an emergency response when gender analysis should be carried out and what kind of deliverables should be produced. These should be produced at the level of the cluster (with the cluster lead accountable) and/or the individual agency (with the emergency response coordinator accountable).

KEY ASSESSMENT TOOLS:

- CARE. “Integrating Gender in Shelter Assessments, Planning and Programming”. *Gender and Shelter: Good Programming Guidelines*. 2016. <https://tinyurl.com/y95tjj2k>
- Global Shelter Cluster. *GBV Constant Companion*. <https://tinyurl.com/y95tjj2k>
- National Centre for Health Statistics. *Washington Group Questions on Disability*. 2010. <https://tinyurl.com/y7blsa7j>
- Global Shelter Cluster, *Guidance on mainstreaming gender and diversity in shelter*, 2013 programm: <https://tinyurl.com/y9uxbuqt>

KEY ACTIVITIES FOR GENDER ANALYSIS DURING A HUMANITARIAN RESPONSE

TIMEFRAME	ACTIVITY	DELIVERABLE
Preparedness	Develop gender snapshot/overview for the country; review pre-existing gender analysis from NGOs, the Government and United Nations agencies.	Snapshot (6 pager) https://tinyurl.com/yowk3r7z Infographic
First week of a rapid-onset emergency	<p>Review of gender snapshot prepared before the emergency and edited as necessary. Circulate to all emergency response staff for induction.</p> <p>Identify opportunities for coordination with existing organizations working on gender issues.</p> <p>Carry out a rapid gender analysis, which can be sectoral or multisectoral, integrating key questions for the shelter sector (see later on in this chapter for examples). Conduct sectoral or multisectoral rapid analysis and consult relevant organizations to the sector.</p>	<p>Briefing note (2 pager) identifying strategic entry points for linking humanitarian programming to existing gender equality programming https://tinyurl.com/yao5d8vs</p> <p>Map and contact details of organizations working on gender in the country</p> <p>Rapid gender analysis report https://tinyurl.com/y9fx5r3s</p>
3 to 4 weeks after the rapid analysis	Carry out a sectoral gender analysis adapting existing needs analysis tools and using the types of questions suggested later on in this chapter. Carry out a gender-specific analysis of data collected in the needs assessment.	Sectoral gender analysis report https://tinyurl.com/y9xt5h4n

TIMEFRAME

2 to 3 months after the start of the emergency response

ACTIVITY

Identify opportunities for an integrated **comprehensive gender analysis** building on pre-existing gendered partnerships. Ensure there is a baseline that captures SADD, access to humanitarian assistance, assets and resources and level of political participation. Analyse the impact of the crisis, changes in ownership patterns, decision-making power, production and reproduction and other issues relating to the sector.

Use the gender analysis inputs to inform planning, monitoring and evaluation frameworks including M&E plans, baselines and post-distribution monitoring.

Carry out an analysis of internal gendered capacities of staff (identify training needs, level of confidence in promoting gender equality, level of knowledge, identified gendered skills).

DELIVERABLE

Concrete questions into (potentially ICT-enhanced) questionnaire.

Comprehensive gender assessment report
<https://tinyurl.com/ybyerydk>
 and
<https://tinyurl.com/ybsqzvzj>

Inputs to planning, monitoring and evaluation-related documents

1-page questionnaire

Survey report

Capacity-strengthening plan

6 months after the response (assuming it is a large-scale response with a year-long timeline)

Conduct a gender audit/review of how the humanitarian response is utilizing the gender analysis in the programme, campaigns and internal practices.

The report will feed into a gender learning review half way through the response.

Gender equality review report with an executive summary, key findings and recommendations.

1 year or more after the humanitarian response

Conduct an outcome review of the response looking at the response performance on gender equality programming. This needs to be budgeted at the beginning of the response. The report is to be shared in the response evaluation workshop and to be published.

Gender equality outcome evaluation with an executive summary, findings and recommendations.
<https://tinyurl.com/p5rqgut>

Sources for a gender analysis include census data, Demographic and Health Surveys, gender analysis reports, humanitarian assessment reports, protection and GBV sector reports as well as gender country profiles, such as those produced by UNHCR, IFRC, CARE, NRC and others. These should be supplemented with participatory data collection from everyone affected by the crisis and/or the programme through surveys, interviews, community discussions, focus group discussions, transect walks and storytelling.

THE GENDER ANALYSIS FOR SHELTER SHOULD ASSESS:

- **Population demographics.** What was the demographic profile of the population disaggregated by sex and age *before the crisis*? What has changed since the crisis or programme began? Look at the number of households and average family size, number of single- and child-headed households by sex and age, the number of people with specific needs by age and sex, the number of pregnant and lactating women. Are there polygamous family structures?
- **Gender roles.** What were the roles of women, girls, men and boys relating to shelter prior to the crisis? How have the roles of women, girls, men and boys relating to shelter changed since the onset of the crisis. What are the new roles of women, girls, men and boys and how do they interact? How much time do these roles require?
- **Decision-making structures.** What structures is the community using to make shelter-related decisions before the crisis and what are these now? Who participates in decision-making spaces? Do women and men have an equal voice? How do adolescent girls and boys participate?
- **Protection.** What protection risks did different groups of women, girls, men and boys face before the crisis? What information is available about protection risks since the crisis began or the programme started? How do legal frameworks affect gender and protection needs and access to justice?
- **Gendered needs, capacities and aspirations.** What are the shelter needs, capacities and aspirations of women, girls, men and boys in the affected population and/or programme? Gender analyses in the shelter sector should undertake assessments to help with considerations relating to shelter design and safety, the distribution of NFIs and camp facilities, with questions relating to the following areas:
 - » Site and settlement planning: assessments should help you to understand the needs and priorities of groups at heightened risk and with specific needs, to assist with access to services for effectiveness, privacy and safety, and public spaces built around the needs of all women, girls, men and boys.
 - » Shelter design: assessments should be used to understand cultural norms and community practices for basic daily chores (e.g., cooking) and privacy in shelter design, and potential risks and threats, and reflect them in shelter design.

- » Shelter construction and material supply: assessments should identify groups (unaccompanied children, female-headed households, the elderly, persons with disabilities, LGBTI individuals, etc.) to ensure they receive appropriate support in accessing aid for constructing shelters.
- » Allocation and distribution of shelter NFIs and household items: assessments should determine what shelter NFIs and household items are needed by women, girls, men and boys and what is culturally appropriate, as well as appropriate distribution times.

POSSIBLE QUESTIONS FOR A GENDER ANALYSIS SPECIFIC TO SHELTER:

- What are the typical groupings within households, and the differences between how family and household are defined? How many people share the same shelter? Are measures in place to provide privacy between ages and sexes as culturally appropriate?
- What were the various roles of women and men in construction prior to the emergency? Are there noticeable changes in family structures (e.g., many female- or male-headed households)? Have these resulted in changes in gender roles related to shelter construction tasks and decision-making? Which groups (by sex and age) may not be in a position to construct their own shelters and how can they be supported?
- Do cultural norms enable women and men to participate equally in decision-making on shelter issues? If not, are targeted and affirmative actions required to support their meaningful participation? Are there practices and policies that discriminate against women or men, e.g., in the allocation of land plots, shelter sites or rooms in collective accommodation? Are woman- and child-headed households, single women and other at-risk groups consulted on what shelter arrangement would be safest?
- What is the broad gender division of labour in productive (e.g., agriculture, income-generating activities), and reproductive responsibilities (i.e., what are the roles of women, girls, men and boys in the household, regarding cooking, cleaning, child-care, maintenance and other day-to-day activities)? How is time allocated for each responsibility?
- Privacy and safety: are women, girls, men and boys safe from different forms of violence in or around their allocated shelter? Do children have access to safe spaces? Do women feel safe in the shelters? Is a vulnerability index being used for shelter assistance? Are there partitions in and between shelters and is spacing sufficient for the dignity and privacy of every individual? What is the covered space available in relation to the number of women, girls, men and boys sharing the same living and sleeping spaces? Are there locks on doors and windows?
- Has there been a loss of possessions and what are the needs for clothes, bedding and other household items as seen by women, girls, men and boys?
- Can all individuals and groups access the shelters and shelter services without risk or difficulties? Are toilets and water points appropriate distances from sleeping structures?
- Are shelter-related NFIs and household items distributed in areas that are safe? Do women, girls and other at-risk groups have to travel long distances and/or through insecure places to obtain cooking and heating fuel?
- Are cash transfers or vouchers in place? Can women and men access these?

KEY APPROACHES AND STANDARDS FOR NEEDS ASSESSMENT AND ANALYSIS IN SHELTER PROGRAMMING

Coordination

GOOD PRACTICE

- » Work with women's rights and LGBTI organizations and inter-agency/intersectoral gender working groups (if established) to understand what approaches and solutions other agencies are adopting to provide gender equality shelter programming.

BE AWARE!

- » Be aware of possible biases in information collection and analysis. For instance, if women were not consulted, the identified priorities do not reflect the needs and priorities of the whole community.

Participation

GOOD PRACTICE

- » Ensure an equal balance of men and women on the shelter assessment team to ensure access to women, girls, men and boys. Where feasible, include a gender specialist and protection/GBV specialist as part of the team.
- » Look for particular expertise or training by local LGBTI groups where possible to inform the analysis of the particular needs of these groups relating to shelter.
- » Undertake a participatory assessment with women, girls, men and boys. Set up separate focus group discussions and match the sex of humanitarian staff to the sex of the beneficiaries consulted to better identify their needs, capacities and priorities relating to shelter.
- » Adopt community-based approaches building on existing community structures to motivate the participation of women, girls, men and boys in the shelter response.
- » Ensure access to childcare to enable the participation of women and girls, who often carry responsibility for care work, throughout the programme cycle.

BE AWARE!

- » Advertise meetings through accessible media for those with disabilities, low literacy and from linguistic minority groups. Engage female and male translators to assist beneficiaries.
- » Be mindful of barriers and commitments (childcare, risk of backlash, ease of movement, government ban of open LGBTI population in some cultures, etc.) that can hinder the safe participation of women, girls and LGBTI individuals in community forums.
- » Where women, girls, men and boys participate in mixed groups, address any barriers that stem from gender norms such as men's voices carrying more weight.
- » Ensure that meeting spaces are safe and accessible for all. Where women's voices cannot be heard, look for other ways to get their opinions and feedback.
- » In some contexts, it may be necessary to negotiate with community leaders prior to talking with women community members in order to avoid backlash.

GBV prevention and mitigation

GOOD PRACTICE

- › Use this handbook together with the IASC Guidelines for Integrating Gender-Based Violence Interventions in Humanitarian Action.
 - › Train staff on how to refer people to GBV services.
-

BE AWARE!

- › Don't collect information about specific incidents of GBV or prevalence rates without assistance from GBV specialists.
 - › Be careful not to probe too deeply into culturally sensitive or taboo topics (e.g., gender equality, reproductive health, sexual norms and behaviours, etc.) unless relevant experts are part of the assessment team.
 - › Always be aware of the ethical guidelines in social research when directly collecting information from vulnerable groups and others.
-

Gender-adapted assistance

GOOD PRACTICE

- › Identify groups with the greatest needs for shelter support, disaggregated by sex and age.
 - › Assess the barriers to equitable access to shelter programmes/services, disaggregated by sex and age.
-

BE AWARE!

- › To identify the differentiated needs of women, girls, men and boys, be aware of potential barriers to their participation in the needs assessment (see participation section in this table for further advice on this).
-

Transformative approach

GOOD PRACTICE

- › Identify opportunities to challenge structural inequalities between women and men, and to promote women's leadership.
 - › Invest in targeted action to promote women's leadership, LGBTI rights and reduction of GBV.
-

BE AWARE!

- › Ensure that any negative effects of actions within the shelter programme that challenge gender norms are analysed in order to mitigate them and to ensure the programme upholds the "do no harm" principle (see section B, page 88 for more information on this concept).
-

2 Strategic planning

Once the needs and vulnerabilities of all members of the crisis-affected population have been identified during the needs assessment and analysis phase of the HPC, this data and information can be used to strategically plan the response intended to address them.

Using the information and data gathered through the gender analysis process, the project planner can establish a demonstrable and logical link between the project activities and their intended results in the shelter sector, thus ensuring that the identified needs are addressed. This information needs to be developed in the results-based framework that will be the base for monitoring and evaluation later on in the programme cycle.

The strategic planning should also take into account the key approaches explained in the previous HPC phase (needs assessment and analysis) of coordination, participation, GBV prevention and mitigation and transformative approach. If these have been considered adequately in that phase together with the gender

analysis, the planning should be adequately informed. Gender markers should also be applied at this phase (see section B, pages 52–53 for more information).

At the strategic planning stage, **indicators** should be developed to measure change for women, girls, men and boys.

Use sex- and age-sensitive indicators to measure if all groups' needs are being met. Check the following: expected results; provision of quality assistance with respect to gendered needs; monitor rates of service access; satisfaction with the assistance provided; how the facilities were used; and what has changed due to the assistance, for whom and in what timeframe. Compare the different rates by sex and age of the respondents.

The table on pages 336–339 shows examples of the development of objectives, results and activities with associated indicators based on the outcomes of a gender analysis:

Good practice

In Benin, during the 2010–2011 floods, through a cash transfer programme to support basic needs and a change from temporary to permanent housing, cash was assigned to the female head of household. However, the programme design did not take into account the polygamous nature of many households, resulting in higher tension in the household, and was possibly a trigger for the increased GBV against wives by their husbands during this period. This is an example of a situation where doing a gender analysis to understand these dynamics would have resulted in better programme design and better outcomes.

ADAPTED FROM: CARE. 2016. GENDER AND SHELTER: GOOD PROGRAMMING GUIDELINES P24

Good practice

During the 2015 earthquake response in Nepal, a rapid gender analysis led to significant improvements in the safety and appropriateness of programme designs, adjustment to programme designs to incorporate protection and gender mainstreaming elements in planned distribution activities and post-distribution monitoring to ensure they were appropriate and safe for the intended beneficiaries. For example, female staff members noted that female-headed households had little time left after their domestic chores and childcare to reach the distribution points, and other groups were unable to wait in line (queue) for a long time.

A priority line (queue) was set up for the elderly, pregnant and lactating women and people with disabilities, to reduce waiting times and avoid any potential tensions or violence while waiting. The linkage between shelter, WASH and gender interventions enabled the distribution of combined emergency kits, comprising both shelter-related NFIs and hygiene/dignity kits, including items particularly needed by women and girls. The organization also developed a construction training component and awareness-raising sessions for both women and men, in an effort to promote gender equality and women's empowerment.

GENDER ANALYSIS QUESTIONS	ISSUES IDENTIFIED	SPECIFIC OBJECTIVES <i>What specific objective is the operation intended to achieve?</i>	SPECIFIC OBJECTIVE INDICATORS <i>Indicators that clearly show the specific objective of the operation has been achieved</i>
<p>What were the various roles of women and men in construction prior to the emergency? Are there noticeable changes in family structures (e.g., many female- or male-headed households)? Have these resulted in changes in gender roles related to shelter construction tasks and decision-making? Which groups (segregated by sex and age) may not be in a position to construct their own shelters and how can they be supported?</p>	<p>Women and girls are not involved in shelter construction and can be excluded from the process.</p> <p>Specific child-rearing tasks or pressures to earn a livelihood may fall on family members not in the habit of taking a leading role in construction activities.</p> <p>Older people and people with disabilities may face difficulties when building their own shelters and there is a gap in additional support.</p> <p>Other groups (such as widows) may not be supported by the community as they may not have equal rights to housing, land and property.</p>	<p>Women, girls and the less vulnerable live with dignity in appropriate shelter in appropriate shelter they have built.</p> <p>Women and older girls access income-generating activities in the construction sector.</p>	<p>Percentage of women who are trained and able to use their skills to improve their shelters</p> <p>Percentage of trained women who engage in income-generating activities in the construction sector</p>
<p>Are women, girls, men, boys and LGBTI individuals safe from different forms of violence in or around their allocated shelter?</p>	<p>Specific groups of people including female-headed households, unaccompanied children, the elderly, some LGBTI individuals and people with disabilities may be at risk if their shelters are located near the edge of a camp.</p> <p>Children have no specific place designated for them where they can feel safe.</p> <p>Women do not feel safe in the shelters or walking around at night, as men sleep outside when shelters are too hot.</p> <p>Woman, girls and boys feel unsafe since they are compelled to share accommodation with men who are not members of their immediate family.</p>	<p>Women, girls, men, boys, people with disabilities and LGBTI individuals feel safe in and around their allocated shelters.</p>	<p>Number and percentage of women, girls, men, boys, people with disabilities and LGBTI individuals who report feeling safe in and around their allocated shelters</p>

EXPECTED RESULTS

The outputs of the intervention that will achieve the specific objective

More women and girls are engaged in construction and acquire necessary skills to enter the construction field.

Community initiatives assist the most vulnerable in the construction of their shelters.

Shelters allocated to female-headed households, unaccompanied children, the elderly, LGBTI individuals and people with disabilities are in safe locations.

Appropriate physical environments that ensure dignity and privacy are established.

Child-friendly spaces are provided.

GBV around shelters is reduced due to routine patrol checks.

EXPECTED RESULTS INDICATORS (OUTPUT INDICATORS)

Indicators to measure the extent the intervention achieves the expected result

Number and percentage of women and girls trained in construction skills

Number and percentage of community initiatives that effectively assist most vulnerable in the construction of shelter

Number and percentage of female-headed households, unaccompanied children, elderly, people with disability and LGBTI individuals who report being satisfied with the location of their shelters in terms of safety

Number of shelters equipped to meet the appropriate standards

Number of child-friendly spaces established in safe and accessible locations

Number of routine patrol checks per day

Number and percentage of reported incidents related to lack of safety in and around allocated shelters

GENDER-ADAPTED PROGRAMMING ACTIVITIES

Provide training for or link women and girls to training to learn construction skills.

Establish and promote community engagement initiatives to provide construction support to the vulnerable.

Raise awareness among the community on the importance of having women and girls engaged in construction tasks.

Promote the placement of female-headed households, unaccompanied children, the elderly, LGBTI individuals and persons with disabilities in clustered locations.

Ensure that the construction of shelters meets appropriate standards of ventilation, safe and contained outdoor spaces, and adequate partitions.

Establish child-friendly spaces within shelters.

Organize routine spot checks and community consultations as part of efforts to prevent GBV.

GENDER ANALYSIS QUESTIONS	ISSUES IDENTIFIED	SPECIFIC OBJECTIVES <i>What specific objective is the operation intended to achieve?</i>	SPECIFIC OBJECTIVE INDICATORS <i>Indicators that clearly show the specific objective of the operation has been achieved</i>
<p>Do cultural norms enable women and men to participate equally in decision-making on shelter issues? If not, are targeted and affirmative actions required to support their meaningful participation?</p> <p>Are there practices and policies that discriminate against women or men (e.g., in the allocation of land plots, shelter sites or rooms in collective accommodation)?</p>	<p>Transgender people have specific shelter needs that may fall outside the usual requirements or that they may find difficult to express in large meetings.</p> <p>Men and women cannot attend meetings because they happen during work hours.</p> <p>Women cannot attend meetings because they need to care for their children.</p> <p>Displaced women in urban settings are unable to access community meetings since they do not feel safe traveling to meetings alone.</p>	<p>Shelter is designed in a way that responds to the basic differing needs of the targeted population.</p>	<p>Percentage of women, girls, men and boys who report that the shelters meet their differing needs.</p>

EXPECTED RESULTS

The outputs of the intervention that will achieve the specific objective

Increased participation of women, girls, men and boys to shelter consultation meetings.

LGBTI support groups voice the needs of the LGBTI population affected by the crisis.

EXPECTED RESULTS INDICATORS (OUTPUT INDICATORS)

Indicators to measure the extent the intervention achieves the expected result

Number and percentage of women, girls, men and boys who attend shelter consultation meetings.

Number of LGBTI partners who are taking the lead in identifying and reporting on the needs of LGBTI members in the targeted community.

GENDER-ADAPTED PROGRAMMING ACTIVITIES

Establish and implement a safe, efficient and gender-responsive mechanism for people, including LGBTI individuals, to report shelter needs.

Work with the community to design a place for meetings that is safe, convenient and accessible to women, girls, men and boys and all groups in the affected population.

Put in place childcare and safe transportation so that women are able to attend and participate in meetings. Ensure that meetings are held at appropriate times for women and men, and that they are separate where necessary.

3 Resource mobilization

Following the strategic planning phase and the production of a results-based framework (log frame) based on the needs assessment and analysis, the next phase in the HPC is resource mobilization.

Key steps to be taken for effective resource mobilization include:

- Humanitarian actors need to engage in advocacy and partnership with donors to mobilize funds for addressing gaps in the particular needs, priorities and capacities of women, girls, men and boys.
- To mobilize resources around priority actions, support the shelter cluster with information and key messages on the distinct needs of women, girls, men and boys and plans developed to meet these needs.
- Use gender markers to assess how well a programme incorporates gender equality into planning and implementation and provide guidance on how to improve the process. There are several different but related markers (see section B, pages 52–53 for more information).

Examples of commitments, activities and indicators that donors would typically be looking for can be consulted in the IASC Gender Marker Tip Sheets. In the shelter tip sheet, examples of commitments include:

- Ensure that women, girls, men and boys participate equally in all steps of programme design, implementation and monitoring;
- Consult particularly on the times and places of distributions;
- Work to ensure that women, girls, men and boys of all age groups can access shelter and shelter NFIs by registering the adult woman in all households (except single-male headed households) as the primary recipient of food assistance so as to reinforce women's ownership and control as the primary targets of food assistance, and avoid excluding second wives and their children in polygamous families;
- Take specific action to prevent GBV;
- Design services to meet the needs of women and men equally, ensuring that women and men participate equally in distributions and receive equal pay for the same work.



4 Implementation and monitoring

Once the resources have been mobilized, the next stage of the HPC cycle is the implementation and monitoring of the programme.

Implementation

In order to ensure that shelter programmes integrate gender equality throughout, the following key actions need to be taken into consideration:

- Tailor programme activities to the specific shelter-related needs, capacities and priorities of all women, girls, men and boys.
- Inform women, girls, men and boys of the resources available and how to influence the programme.
- Develop and maintain feedback mechanisms for women, girls, men and boys as part of shelter programmes.

Note that the ability to access these mechanisms safely can be different for women, girls, men and boys and as such provisions should be made to facilitate their inclusion. Other diversity factors such as caste, age and disability should also be taken into account to ensure access to all aspects of the shelter programme.

To ensure that the programme adheres to good practice, several key standards relating to gender equality should be integrated across planning, implementation and monitoring stages. These standards relate to the following areas (and are explained in the more detail in the table below).

- Coordination
- Participation
- GBV prevention and mitigation
- Gender-adapted assistance
- Transformative approach

Good practice

Focus groups discussions for a IFRC shelter project in Haiti after the 2010 earthquake highlighted that T-shelters should include a second door, a lock (including internally), interior lighting and exterior lighting, especially outside and around latrines to reduce the risks of violence against women and children, particularly at night when they use toilets.

ADAPTED FROM: THE INTERNATIONAL FEDERATION OF RED CROSS AND RED CRESCENT SOCIETIES SHELTER PROGRAMME IN HAITI 2010-2012: LESSONS LEARNED AND BEST

Good practice

In response to Tropical Cyclone Winston in 2016, FemLINKPACIFIC (a community organization) provided daily weather watch updates through a rural women leaders' network to ensure that women's voices and priorities were visible in the response effort. The purpose of Women's Weather Watch was to use FemLINKPACIFIC's vast network of women leaders to fill the gaps in information and communications, as well as advocate and campaign for humanitarian assistance targeting the specific needs of women, girls, older people, persons with disabilities and those who required specific medication. FemLINKPACIFIC thus provided a platform for women's voices in disaster response. FemLINKPACIFIC is convening district-level network meetings to listen to and promote women's experiences. A group of 30 women took part in a consultation of Women's Weather Watch leaders in one of the affected areas, highlighting critical issues of shelters and the need to support young mothers as some were sheltering in what remained of their homes. In some instances, as many as five families were sharing one small room that was undamaged by the cyclone. These community forums allowed women to share, heal and share their daily struggles.

UN WOMEN FIJI. 2016. SNAPSHOT. [HTTPS://TINYURL.COM/Y8SXDS9H](https://tinyurl.com/y8sxds9h) P 3

KEY APPROACHES AND STANDARDS FOR PLANNING, IMPLEMENTATION AND MONITORING IN SHELTER PROGRAMMING

Coordination

GOOD PRACTICE

- » Identify local women's rights groups, networks and social collectives — in particular informal networks of women, youth, people with disabilities and LGBTI groups — and support their participation in shelter programme design, delivery and monitoring, and ensure that they have a role in coordination.
- » Coordinate with other humanitarian service providers to ensure gender-related shelter considerations are included across all sectors including the risk of GBV. For shelter issues, this should include for example, camp coordination and camp management actors, protection cluster (including GBV and housing, land and property specialists) and camp security personnel.
- » Support the Humanitarian Needs Overview and Humanitarian Response Plan using a gender analysis of the situation for women, girls, men and boys relating to the shelter sector and sex- and age-disaggregated data.

BE AWARE!

- » Be aware that the experiences and needs of LGBTI individuals may be very different and so coordination with local groups that represent these individuals is important to fully understand their needs and how to tailor a response.

Participation

GOOD PRACTICE

- » Implement a representative and participatory design and implementation process, accessible to women, girls, men and boys, to allow them to influence the location of their shelter or covered area, access to essential services and shelter NFIs. For household items, the choice of cooking items and eating utensils should be culturally appropriate and should enable safe practices to be followed. Women or those typically overseeing the preparation of food should be consulted when specifying items.
- » Strive for 50 per cent of shelter programme staff to be women.
- » Ensure that women, girls, men and boys participate meaningfully and are able to provide confidential feedback and access complaint mechanisms related to the design, allocation and implementation of shelter, shelter NFIs and camp facilities, by managing safe and accessible two-way communication channels.
- » Ensure that women, men, adolescent girls and boys have equal opportunities for involvement in all aspects of shelter construction.
- » Women, girls, men and boys must be able to voice their concerns in a safe and open environment and if necessary speak to female humanitarian staff.
- » Consult diverse women, girls, men and boys in assessing the positive and possible negative consequences of the overall response and specific activities. Include people with mobility issues and their care providers in discussions.
- » Be proactive about informing women about forthcoming meetings, training sessions, etc. and support them in preparing well in advance for the topics.
- » Ensure access to childcare to enable the participation of women and girls, who often carry responsibility for care, throughout the programme cycle.

Participation (continued)

BE AWARE!

- » Keep in mind that some individuals or groups, may have difficulty constructing shelters or be excluded from distributions and land for shelters.
- » Ensure that women at heightened risk have a mechanism to raise their concerns and participate in decisions, while guaranteeing confidentiality regarding their personal situations and without exposing them to further harm or trauma. Some mechanisms such as confidential hotlines run outside the community are more effective.
- » Avoid placing women in situations where the community is simply responding to the expectations of external actors and there is no real, genuine support for their participation.
- » Be mindful of barriers and commitments (childcare, risk of backlash, ease of movement, government ban on open LGBTI groups in some cultures, etc.) that can serve as a barrier to the safe participation of women, girls and LGBTI individuals in community forums.
- » Where women, girls, men and boys participate in mixed groups, address any barriers that stem from gender norms such as men's voices carrying more weight.
- » Ensure meeting spaces are safe and accessible for all. Where women's voices cannot be heard, look for other ways to get their opinions and feedback.
- » In some contexts, it may be necessary to negotiate with community leaders prior to talking with women community members in order to avoid backlash.

GBV prevention and mitigation

GOOD PRACTICE

- » Follow the guidance for the shelter sector provided in the IASC Guidelines for Integrating Gender-Based Violence Interventions in Humanitarian Action.
- » Do no harm: identify early potential problems or negative effects by consulting with women, girls, men and boys, using complaint mechanisms, doing spot checks with communities to lessen exposure to sexual violence due to poor shelter conditions or inadequate space and privacy. Where appropriate, using transect walks around distribution points. Measures to ensure safety, respect, confidentiality and non-discrimination in relation to survivors and those at risk are vital considerations at all times. (See section B, page 88 for more information on this concept.)
- » Improve safety and security by providing strong, non-transparent building materials, locks on doors and windows and gender-segregated partitions as appropriate.
- » Good site planning plays a key role through layout, lighting, secured public spaces and alert systems (alarms, call devices, etc.).
- » Implement Sphere standards for space and density of shelter construction to avoid overcrowding as this can increase stress and potentially, GBV.
- » Train staff on how to orient people to GBV referral services.

KEY APPROACHES AND STANDARDS FOR PLANNING, IMPLEMENTATION AND MONITORING IN SHELTER PROGRAMMING (CONTINUED)

GBV prevention and mitigation (continued)

BE AWARE!

- » Don't share data that may be linked back to a group or an individual, including GBV survivors.
- » Avoid singling out GBV survivors: speak with women, girls and other at-risk groups in general and not explicitly about their own experiences.
- » Don't collect information about specific incidents of GBV or prevalence rates without assistance from GBV specialists.
- » The environment in which assistance is provided should, as far as possible, be safe for the people concerned. People in need should not be forced to travel to or through dangerous areas in order to access assistance.

Gender-adapted assistance

GOOD PRACTICE

- » Analyse the gender analysis for shelter, share with relevant actors and use the results and data to inform humanitarian response priorities and target the right people. Assess all programming to ensure that gender-related considerations are included throughout shelter programme cycles.
- » Ensure that gender-related needs are addressed through meeting needs for household items such as hygiene and dignity kits, cooking and heating fuel and water storage. Develop the contents of the shelter NFI and household items package according to culture and context. Distribution and allocation of shelter NFI must benefit women, girls, men and boys equally.
- » Ensure that cash for rent, when provided, is accessible to both women and men.
- » Identify the separate clothing needs of women, girls, men and boys of all ages, including infants and vulnerable or marginalized individuals.
- » Include women- and child-friendly spaces in shelter construction programmes.
- » Identify and meet household cooking and space heating needs by ensuring access to safe, fuel-efficient stoves, an accessible supply of fuel/domestic energy or communal cooking facilities. Provide training on fuel-efficient stoves.
- » As women may depend on sale of firewood for household income, consider linking alternative energy programmes with income-generating activities for women.
- » Ensure that groups who may have specific vulnerabilities (unaccompanied children, female-headed households, the elderly, LGBTI individuals, persons with disabilities) receive appropriate support in accessing aid for constructing shelters.
- » If there are specific gaps in assistance or discriminatory practices towards vulnerable groups, include targeted actions to address them, providing labour or mobilizing the community to build shelters for those most in need such as the elderly or women and men with disabilities without family support.
- » Where helpful, use non-traditional shelter activities to achieve shelter outcomes. For instance, legal assistance for women-headed households, cash grants to people with disabilities so they can hire labour, or livelihood opportunities may achieve better shelter outcomes than agency-driven construction.

Gender-adapted assistance (continued)

BE AWARE!

- » Do not assume that all will benefit from shelter programming equally. Use the distinct needs, roles and dynamics for women, girls, men and boys (as per the gender analysis) to define specific actions to address each need and consider options suggested by women, girls, men and boys.
- » Special measures to facilitate the access of vulnerable groups should be taken, while considering the context, social and cultural conditions and behaviours of communities.

Transformative approach

GOOD PRACTICE

- » Challenge structural inequalities. Engage men, especially community leaders, in outreach activities regarding gender-related shelter issues.
- » Promote women's leadership in shelter management committees and agree on representation quotas for women with the community prior to any process for elections.
- » Encourage women's participation in shelter construction to offer them greater financial independence and additional livelihood skills.
- » Promote the empowerment of single women or female-headed households by providing them with real control and ownership of their own homes.
- » Work with community leaders (women and men) to sensitize the community about the value of women's participation.
- » Raise awareness with and engage men and boys as champions for women's participation and leadership.
- » Engage women, girls, men and boys in non-traditional gender roles.
- » Support women to enable them to build their negotiating skills and strategies and become role models within their communities by supporting them to take on leadership roles in the shelter programme.
- » Help to establish women's, girls' and youth groups within the community and enable them to undertake leadership roles.

BE AWARE!

- » Some women and girls may be unable (for various reasons) to construct their own shelters and be dependent on men outside of their families for help, thereby increasing their vulnerability.
- » Attempting to change long-held gender dynamics in society can cause tensions. Keep lines of communication open with beneficiaries and ensure that measures are in place to prevent backlash.
- » Powerful refugee and displaced men often feel most threatened by strategies to empower women in the community, as they see this as a direct challenge to their own power and privilege (even if limited).

Monitoring

Monitor the access to and quality of shelter sector assistance by women, girls, men and boys, LGBTI individuals, people with disabilities and other minority groups, as well as the changes relating to meeting women's strategic needs. The monitoring should also assess how the shelter programme has contributed through meaningful and relevant participation and a transformative approach including promotion of women's leadership. **Sex- and age-disaggregated data (SADD)** are a core component of any gender analysis and essential for monitoring and measuring outcomes. Use **gender markers** to assess how well a programme incorporates gender equality into planning and implementation and provide guidance on how to improve the process.

Use sex- and age-sensitive indicators to measure if the needs of all groups are being met. Check the following: expected benefits; provision of quality shelter assistance with respect to gendered needs; monitor rates of service

access; satisfaction with the assistance provided; how the shelter facilities were used; and what has changed due to assistance. Compare the different rates by sex and age of the respondents.

Monitor that the shelter programme's adherence to the **"do no harm"** principle (see section B, page 88 for more information on this concept): conduct ongoing consultations with women, girls, men and boys, and undertake observation/spot checks to identify early potential problems or negative effects (e.g., female latrines located in a dark area that puts women and girls at increased risk of violence). Feedback mechanisms as part of monitoring are also critical (see section B, pages 84–87 for more information on these). These measures allow early identification of negative effects of the programme so that these can be addressed in a timely manner so as to prevent GBV or further abuse of women's rights.

5 Gender operational peer review and evaluation

The primary purpose of the operational peer review and evaluation stage is to provide humanitarian actors with the information needed to manage programmes so that they effectively, efficiently and equitably meet the specific needs and priorities of crisis-affected women, girls, men and boys as well as build/strengthen their capacities (see section B, page 60 for more information). Evaluation is a process that helps to improve current and future shelter programming to maximize outcomes and impacts, including analysing how well the transformative approach has been integrated and whether women's leadership has been promoted, ensuring that strategic as well as practical needs have been addressed.

To ensure people-centred and gender-responsive impacts, it is necessary to review methodologies and processes to determine good practice in providing equal assistance to women and men. Programmes need to be reviewed based on equal participation of and access to services by women, girls, men and boys from the onset of programme planning to implementation. It is necessary to assess gaps in programming, focusing on which women, girls, boys or men were not effectively reached. The use of the gender markers collectively helps to identify gaps to improve programming and response.

KEY STANDARDS

1. The Sphere Project. *Minimum Standards in Shelter, Settlement and Non-food items*. Humanitarian Charter and Minimum Standards in Humanitarian Response. 2011. <https://tinyurl.com/y8h59pu9>
2. Global Shelter Cluster. Guidance on mainstreaming gender and diversity in shelter programmes. 2013. <https://tinyurl.com/y9uxbuqt>
3. Global Shelter Cluster. Good Shelter Programming: Tools to Reduce the Risk of GBV in Shelter Programmes. 2016. <https://tinyurl.com/y97d3zba>
4. IASC. "Shelter". *Guidelines for Integrating Gender-Based Violence Interventions in Humanitarian Action*. 2015. <https://tinyurl.com/y9ynutoj/>

KEY RESOURCES

1. CARE. *Gender and Shelter: Good Programming Guidelines*. 2016. <https://tinyurl.com/y95tjj2k>
2. IFRC. *Assisting Host Families and Communities after Crises and Natural Disaster: A step-by step guide*. 2012. <https://tinyurl.com/ybcnqs3w>
3. NRC and IFRC. *Security of Tenure in Humanitarian Shelter Operations*. 2014. <https://tinyurl.com/yao5ujrk>
4. The National Centre for Transgender Equality. *Making Shelters Safe for Transgender Evacuees*. 2011. <https://tinyurl.com/y8qh38lk>