



Making a Difference

Promoting Gender Equality in Pakistan's
Response to the 2005 Earthquake



Canadian International
Development Agency

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September 2009



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List of Acronyms

ADB Asian Development Bank	PWD Persons with Disability
AJK Azad Jammu Kashmir	RBM Results Based Matrix
CBO Community Based Organisation	R&R Reconstruction and Rehabilitation
CDWP Central Development Working Party	SERRA State Earthquake Reconstruction and Rehabilitation Agency
CSO Civil Society Organisation	SMT Social Mobilisation Team
CIDA Canadian International Development Agency	SW&WD Social Welfare & Women Development
CLRPs Community Livelihood Rehabilitation Plans	TA Technical Assistance
CO Community Organisation	TVS Targeted Vulnerability Survey
CRW Community Rehabilitation Worker	UN United Nations
DRM Disaster Risk Management	UNIFEM United Nations Development Fund for Women
DRU District Reconstruction Unit	UNDP United Nations Development Programme
ELRP Earthquake Livelihood Rehabilitation Programme	TAMEER Technical Assistance Management of Earthquake Early Recovery
EQ Earthquake	VRC Village Reconstruction Committee
EQAA Earthquake Affected Areas	WatSan Water and Sanitation
ERRA Earthquake Reconstruction and Rehabilitation Authority	WDC Women Development Centre
GE Gender Equality	
GE TA Gender Equality Technical Assistance	
GRRN Gender Reconstruction and Rehabilitation Network	
GVAP Gender and Vulnerability Action Plan	
GoP Government of Pakistan	
IDP Internally Displaced Person	
INGAD Interagency Gender and Development Group	
M&E Monitoring and Evaluation	
MIS Management Information System	
MoWD Ministry of Women's Development	
NADRA National Database Registration Authority	
NESPAK National Engineering Services Pakistan (Pvt) Limited	
NGO Non-Governmental Organisation	
NIC National Identity Card	
NWFP North-West Frontier Province	
PERRA Provincial Earthquake Reconstruction and Rehabilitation Agency	
PM Programme Manager	
PO Partner Organisation	



Gender equality does not simply or necessarily mean equal numbers of men and women or boys and girls in all activities, nor does it necessarily mean treating men and women or boys and girls exactly the same. It means recognising that men and women often have different needs and priorities, face different constraints, have different aspirations and capacities, and contribute to recovery, rehabilitation, reconstruction and development in different ways. Achieving gender equality requires a commitment to taking into account these differences in the design, planning, implementation, monitoring and evaluation of all policies, programmes and projects so that women and girls, men and boys benefit from the response to natural and other disasters and inequality is not perpetuated.¹

¹ Adapted from definitions contained in different reference documents on gender.

About this Report

This report is about the experience of promoting gender equality in Pakistan's response to the devastating earthquake of October 2005. The purpose is to illustrate the results and potential impact of the Gender Equality Technical Assistance (GE TA) to the Earthquake Reconstruction and Rehabilitation Authority (ERRA), funded by the Canadian International Development Agency (CIDA).

Given the scale of the humanitarian crises, the authors take a nuanced view of gender highlighting processes and methodologies, as well as key success factors that led to the design and implementation of gender-responsive policies, programmes and projects by ERRA. The lessons learnt in the process could be adapted for integrating gender-equality concerns in future responses to emergencies and natural disasters.

The intended audience of this report includes donors, policy makers, civil society organisations and practitioners including Canadian International Development Agency (CIDA), Earthquake Reconstruction and Rehabilitation Authority (ERRA), the Provincial Earthquake Reconstruction and Rehabilitation Agency (PERRA), the State Earthquake Reconstruction and Rehabilitation Agency (SERRA), District Reconstruction Units (DRUs); the Ministry of Women Development (MoWD), the governments of the North-West Frontier Province (NWFP) and the State of Azad Jammu and Kashmir (AJK); Canadian Executing Agencies involved in recovery, reconstruction and rehabilitation (R&R); and humanitarian organisations and other stakeholders involved in emergency responses worldwide.

Acknowledgements

This report is based on the experience of efforts deployed through the Earthquake Reconstruction and Rehabilitation Authority (ERRA) in support of gender equality. The goal of the technical assistance was to enable ERRA and its partners to reflect principles of participation and sustainability and pay adequate attention to gender-specific impacts of humanitarian disasters, such that benefits of recovery, rehabilitation and reconstruction accrue to all, women, men, boys, and girls, in the earthquake affected areas.

We are grateful to the Canadian International Development Agency (CIDA) whose vision and leadership led to the agreement with the Government of Pakistan and ERRA to host and house the Gender Equality Technical Assistance (GE TA). The achievements of this technical assistance, funded by CIDA, were made possible through the support of a number of key individuals from both organizations. We thank them for their interest and commitment.

Our heartfelt thanks are due to the Chairman of ERRA, Altaf Muhammed Saleem, Lt. General Nadeem Ahmed, who was willing to suspend doubts and follow our lead on gender issues, Lt. General Sajjad Akram, who maintained ERRA's commitment to Gender Equality, and to Brig. Waqar Iqbal Raja and Brig. Masuood Ahmed, Chiefs of Staff, who facilitated our presence in ERRA and in key meetings.

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Secretaries of the Ministry of Women Development, and of the Social Welfare and Women Development Departments of NWFP and AJK for their leadership and support for the construction and set-up of Women Development Centres (WDCs). This innovative scheme, with the financial contributions of the Federal (ERRA and MoWD) and Provincial Governments, could set new standards for the country in responding to the practical needs and strategic interests of women in distress, particularly victims of gender-based violence. Special thanks to Mehmood Salim Mehmood, former Secretary MoWD, Javed Butt, former Joint Secretary MoWD, Ghulam Dastagir Akhtar, Additional Chief Secretary NWFP, Shah Sahib, former Secretary SW&WD Department NWFP, Syed Nazir-ul-Hassan Gilani, former Secretary SW&WD Department AJK, who all played an instrumental role in going ahead with the Women Development Centres (WDCs).

We would also like to thank those donors, partner organisations and community members who shared our commitment and passion for this issue, and who were willing to accompany us in demonstrating ways in which gender equality can be achieved through gender mainstreaming. Our particular thanks to the UNDP through the TAMEER initiative which funded the presence of Gender Coordinators in SERRA, PERRA, and DRUs from August 2007; UNIFEM for providing financial assistance to the Gender Reconstruction and Rehabilitation Network pilot project in the nine earthquake affected districts; UN Habitat who always graciously took into account our recommendations on gender dimensions related to rural housing, community participation, and the landless policy; the Asian Development Bank who took on the recommendations contained in our inception phase report and included them in a Gender and Vulnerability Action Plan, a pre-requisite for the second loan (PAK 40563). At the risk of forgetting some, special thanks are due to Alice Shackelford, Zafar Iqbal, Earl Goodyear, Usman Qazi, Saqib Aziz, Jean-Christophe Adrian, and Francesco Tornieri.

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Our profound thanks to all, who though not named here, actively participated in the accomplishments of interventions in support of Gender Equality.

And finally, our heartfelt acknowledgement to the spirit and resilience of all those women, men, boys and girls whose willingness to participate and restore human dignity has lent a valuable credibility to this exercise.

We hope our partners and stakeholders engaged in disaster management find this report a valuable resource for developing gender equality strategies and programmes.

With profound respect,



Fareeha Ummer



Christine Ouellette

Executive Summary

The October 2005 earthquake in Pakistan was an unprecedented human tragedy. The scale of damage was colossal and the loss of human lives and physical infrastructure was unparalleled. Never, in its history, had Pakistan been confronted with a natural disaster like this. There were no precedents for dealing with a calamity of this magnitude, and no ready-made institutional prescription to manage the aftermaths.

The areas of North-West Frontier Province (NWFP) and the State of Azad Jammu and Kashmir (AJK) that were struck by the earthquake are highly diverse, with some being very remote and hard to reach. Millions of people including men, women, boys and girls were rendered homeless and vulnerable to health hazards and harsh weather. From educational institutions to health facilities, the scale of destruction had enveloped everything, displacing over 350,000 people. The nature of trauma and devastation had caused an acute sense of insecurity. Immediate relief and provision of basic services became a necessity. Help poured in from everywhere and the national and international response was phenomenal.

In the midst of the entire humanitarian response to the crisis while the provision of food, shelter, health, clean drinking water and sanitation facilities received a lot of emphasis, the finer nuances of gender-based disaster management were overlooked leading to increased disparities in addressing the differentiated needs of men, women, boys and girls. Women suffered the most, mainly because many of them had lost their husbands and were left alone to take care of their orphaned children.

Experience shows that understanding the gender dynamics in disaster-struck communities is a crucial element for effective relief. Gender considerations also remain extremely important in the rehabilitation and reconstruction phases. While in the early days of the response, ERRA and its partners had access to a number of technical experts on, for example, agriculture, housing,

urban development, water and sanitation, health, and transport, it did not have access to adequate gender equality expertise. With this backdrop the Gender Equality Technical Assistance (GE TA) funded by the Canadian International Development Agency was led by a Canadian and a national expert.

Men, women, boys and girls have their own stress coping mechanisms of dealing with natural disasters. While their instincts often draw them together in the moment of crisis, their needs and aspirations are highly differentiated. Making this an overarching goal, the GE TA advisors set out to orchestrate an integrated, yet a highly differentiated gender-mainstreaming strategy within and outside ERRA keeping in mind the “building back better” approach adopted by the Authority. Ensuring gender-related awareness and capacity as primary building blocks, the gender mainstreaming effort was directed at making ERRA's policies, programmes and projects gender-responsive.

“Mainstreaming refers to the ability of all women at all levels to take control over their lives and shape the vision of development. The term implies that women should be part of the central stream together with men. Mainstreaming is not just concerned about the number of women in positions of decision-making but the extent to which development directions and activities reflect women's concerns and visions.”²

The first string of achievements came with the design, approval and implementation of a Gender Policy for Earthquake Affected Areas in September 2007, which led to amendments in the planning document (PC-1) of ERRA. This paved the way for increased attention to gender considerations by ERRA and its implementing partners, including PERRA and SERRA, when planning projects within the framework of approved sectoral policies and strategies.

² Jennifer Clement, Gender Mainstreaming: Rationale, Approaches and Mechanisms, paper presented at the Workshop on Gender and Policy II, organised by the Social Affairs Committee of the National Assembly and the Canadian Embassy, Hanoi, 1-3 August 1996.

The complementary approach of gender mainstreaming and gender-specific measures at the policy and operational levels reduced the risks of policy evaporation. The establishment of the Gender Core Group at ERRA Headquarters and the Gender Reconstruction and Rehabilitation Networks in the districts are institutional mechanisms that supported efforts to mainstream gender and facilitated the exchange of information and discussions among a range of stakeholders on issues of mutual concern.

Securing a legitimate space for gender-based interventions, the Gender Team in ERRA applied a three-pronged approach for achieving gender equality which includes:

1. Specific measures designed to address gender inequalities, prioritising the needs and interests of women
2. Adoption of complementary approach towards reducing gender disparities through targeted activities and a mainstreaming approach
3. Fostering coordination between all stakeholders

The Results Based Matrix (RBM) provided the overall inspiration and direction to steer the work on gender mainstreaming forward through the preparation of annual work plans, ensuring equitable and fair support to men and women in reconstruction and rehabilitation. What followed was a well-planned and coherent implementation framework that took off from the earlier incubation of ideas in the inception phase aimed at internalisation of gender perspectives to gradual nurturing and maturity of a holistic, yet a targeted delivery of gender equality programme over the course of three years.

The significant achievement of the GE TA has been its consistent mentoring and guidance to achieve the overall feedback loop of gender-specific programmes from strategic (central) to the operational levels, embracing the wider agenda of de-linking gender equality from social protection, which eventually helps in bridging the gender gap in all sectoral strategies.

There are several initiatives led by the GE TA that have proved instrumental in gaining acceptance and higher visibility of gender-specific interventions. The availability of sex-disaggregated data has formed the fundamental basis of informing and building consensus among

the leadership of ERRA regarding the critical nature of gender-aware policy framework and programming at the operational level.

A comprehensive capacity building programme aimed at sensitisation and awareness of the staff of ERRA facilitated conscious commitment for translation of policy into concrete actions, so that benefits of reconstruction and rehabilitation accrue as equally to men and women, boys and girls, and vulnerable groups.

In order to ensure that women, girls and vulnerable groups would have access to and benefit from opportunities and services in the reconstruction and rehabilitation efforts, the development of the Gender and Vulnerability Action Plan (GVAP) by the ADB was based on the recommendations of the GE TA in the inception phase.

From the outset, the GE TA has set priorities for the organisational, policy and programme level activities targeting specific areas of intervention including community participation, networking, social protection, livelihoods, water and sanitation, education, health and rural housing. Working collaboratively with the Government, donors and civil society, the GE TA sought to increase buy-in and ownership by stakeholders for fair and equitable implementation of gender equality principles in the reconstruction and rehabilitation efforts.

Key factors in overcoming challenges to mainstreaming gender in ERRA's recovery, reconstruction and rehabilitation efforts included, among others:

- ▶ Senior leadership's willingness to listen, learn and champion gender mainstreaming in ERRA and the Reconstruction and Rehabilitation (R&R) efforts.
- ▶ A clear link between the gender mainstreaming efforts in R&R and national policies and international commitments agreed to by the Government of Pakistan.
- ▶ Building relationships and achieving broad-based buy in with key decision-makers at the Federal, Provincial, and State levels, as well as involving donors and leveraging resources to pilot initiatives.
- ▶ A gender infrastructure to support gender mainstreaming efforts at the Federal, Provincial, State, and District levels was also required.

- ▶ Adopting a collaborative and incremental awareness-building approach.
- ▶ Adopting a flexible, pragmatic/realistic and change management approach to gender mainstreaming.
- ▶ Acknowledging and adopting culturally sensitive approaches combined with identifying entry points and champions that would support the delivery of effective assistance and services to all, and especially to women and children.
- ▶ Demonstrating through sex-disaggregated data, the differential impact of the earthquake (EQ) on women, girls, men and boys of all ages, capacities, and abilities.
- ▶ Making materials relevant to the work undertaken in R&R and earthquake affected areas (EQAA) context.
- ▶ Adapting communication, knowledge management and training materials to the local context and realities.

The journey of the GE TA from initial inception to final phase of implementation has been challenging, yet promising enough in setting the course right for achieving gender equality within ERR. The effort was instrumental in ensuring that women's as well as men's concerns are integral to the design, implementation, monitoring and evaluation of policies and programmes - facilitating to build back and reclaim the human dignity and quality of life lost to the devastating tragedy of the October 2005 earthquake.



The tragedy of the October 2005 earthquake was the most devastating natural disaster in the history of Pakistan [...] The severity of destruction brought in the Azad Jammu & Kashmir (AJK) and western districts of North West Frontier Province (NWFP) was alarming. [...] The extent of human death toll and loss of physical infrastructure was by far the most challenging catastrophe to deal with. The communities who suffered demonstrated exceptional resilience and strength.

1. Background

The tragedy of the October 2005 earthquake was the most devastating natural disaster in the history of Pakistan (see below Box 1). The severity of destruction as a result of the earthquake in the AJK and western districts of NWFP was alarming. The affected areas were highly diverse with some of the rural settlements lying in isolated and remote valleys of northern Pakistan. The extent of human death toll and loss of physical infrastructure was by far the most challenging catastrophe to deal with. The communities who suffered demonstrated exceptional resilience and strength.

Initially Pakistan was not capable to confront and address the scale of tragedy as there was no institutional model to deal with a disaster of this kind. The national and international community mobilised support from everywhere including citizens of Pakistan, bilateral and multilateral organisations, the people and the governments of the world and civil society got together for immediate relief and recovery.

The earthquake of October 2005 rendered millions of people homeless, left thousands of educational institutions destroyed and hundreds of health facilities demolished. Markets and utilities were also damaged across the nine affected districts. Not only were the clean water sources damaged, but most of the sanitation systems as well. People were exposed to harsh weather conditions and the risk of water borne diseases. Communities living in hazardous sites suffered heavy damage due to massive land slides, which in turn, resulted in the loss of livelihoods.

Some even lost their entire land holdings. Over 350,000 people had to move to camps. Aggravated by extremely poor socio-economic conditions, the devastation caused an acute sense of insecurity and loss of motivation. During the early recovery phase, addressing the basic needs related to the provision of shelter, restoration of education and health facilities, provision of clean drinking water and sanitation facilities, livelihoods, and the protection and rehabilitation of the most vulnerable and the

BOX 1

Pakistan Earthquake - Oct 2005 A Snapshot of Scale and Magnitude

- ▶ 7.6 on the Richter scale
- ▶ 30,000 sq km
- ▶ 73,338 dead & 128,304 severely injured
- ▶ 3 million rendered homeless
- ▶ 600,000 houses destroyed
- ▶ 5,344 education facilities destroyed
- ▶ 800 health facilities destroyed
- ▶ 949 Government sector buildings damaged
- ▶ 6,480 km roads damaged
- ▶ 4,080 water supply schemes damaged
- ▶ Miscellaneous: Damages to environment, telecom, power, livelihood, and vulnerable population

Colossal Economic loss leaving behind a reconstruction bill of US\$ 5 billion

Source: ERRA Monitoring and Evaluation Report 2007

landless were the primary drivers that eventually led to facilitate the subsequent implementation of reconstruction and rehabilitation efforts.

In order to address the magnitude of the disaster, the Government of Pakistan established at the outset the Federal Relief Commission on 10 October 2005 and shortly after the Earthquake Reconstruction and Rehabilitation Authority (ERRA) came into existence. ERRA was constituted as an autonomous organisation at the Federal level for post disaster assessment, recovery, reconstruction and rehabilitation of the areas affected by the earthquake of October 2005. The human resources and relevant expertise included professionals from the civil bureaucracy, military, national and international humanitarian and development organisations. It is responsible for all associated programmes and projects in the EQAAs. It is entrusted with the central role of policy planning, financing, project approval, monitoring and evaluation. ERRA is also responsible for coordination and provides facilitation to implementing partners. At the Provincial, State, and District levels, the Provincial Earthquake Reconstruction and Rehabilitation Agency (PERRA), the State Reconstruction and Rehabilitation Agency (SERRA), and District Reconstruction Units (DRUs) are the operational

bodies responsible for programme and project implementation.

At the outset, the pressure and urgency was to address the basic needs for shelter, food, security, water, health and sanitation - and even though some efforts were made, in the absence of a cohesive gender-aware policy, gender equality considerations were unfortunately not fully integrated within the operational framework of ERRA's programme interventions.

It is a well known fact that men and women, girls and boys have differentiated needs and priorities. During times of crises, the most vulnerable groups are usually the women. Given the socio-cultural situation in the NWFP and AJK, gender disparities have always been deeply embedded within the norms, beliefs and societal customs that have played a detrimental role in the transfer of fair and equitable socio-economic benefits to women and girls, confining them within the patriarchal regime of '*chaaddar*' (veil) and '*chaar deewari*' (home and hearth), making them passive contributors to the household economy.

Looking at the entrenched gender roles in the NWFP and AJK, the massive scale of destruction and displacement caused by the earthquake played havoc with the lives of women and children, further exacerbating their positions of powerlessness and inability to deal with their predicament. However, on the other hand, the aftermath of the tragedy also served as an entry point to dislodge the baggage of centuries of indoctrination of stereotypes, drawing strength from the positions of vulnerability and powerlessness; to cope with the disaster and reframe their new roles not as victims but agents of change towards a better and enhanced vision of mainstreaming gender equality. The realisation that men and women, girls and boys are also important resources and partners in delivering assistance and rebuilding societies is the foundation for realising the promise of empowerment that a gender mainstreaming approach can deliver.

Experience shows that understanding the gender dynamics in communities is a crucial element for effective relief. Gender considerations are also extremely important in the R & R phases. Women in particular cannot play their roles if their basic needs are unmet, if decision makers ignore them, and if they fail to receive support such as food and medical assistance.

While in the early days of the response, ERRA and its partners had access to a number of technical experts on, for example, agriculture, housing, urban development, water and sanitation, health, and transport, it did not have access to adequate gender equality expertise.

With the objective of addressing this gap, the Government of Canada provided two senior advisors, one Pakistani and one Canadian over a period of three years. The provision of gender equality technical assistance was designed to enable ERRA and its partners to reflect principles of participation and sustainability and pay adequate attention to the gender-specific impacts of disasters.

Some of the key results facilitated by the GE TA include the approval of the Gender Policy for EQAA in September 2007, which led to amendments in the planning document (PC-1) of ERRA. This paved the way for increased attention to gender considerations by ERRA and its implementing partners, including PERRA and SERRA, when planning projects within the framework of approved sectoral policies and strategies.

The complementary approach of gender mainstreaming and gender-specific measures at the policy and operational levels reduced the risks of policy evaporation. The establishment of the Gender Core Group at ERRA Headquarters and the Gender Reconstruction and Rehabilitation Networks in the districts are institutional mechanisms that supported efforts to mainstream gender and facilitated the exchange of information and discussions on issues of mutual concern.

Our experience confirmed that gender-related awareness and capacity are critical building blocks in reversing the harmful impact of the tragedy on the lives of men and women. Achieving relevance through dissemination of carefully designed resource materials such as case studies describing the change in situation of communities from the affected districts serve as effective tools in clarifying gender-related concepts. Meetings, written communication, workshops and events in addition to traditional training sessions were used as alternate means to enhance gender awareness and sensitivity of staff in ERRA, PERRA, SERRA, DRUs, and line departments working in the affected districts.

2. Expected Results

Emergencies happen in a given socio-cultural context, so understanding what will work and what will not, can determine the success of the recovery, reconstruction and rehabilitation efforts. Success must also be defined in terms of the difference that recovery, reconstruction, and rehabilitation efforts make in people's lives. Building back better implies improving the living conditions and quality of life of affected populations as compared to their condition before the earthquake, as well as rebuilding damaged and destroyed infrastructure, while improving service delivery.

The success also rests on ensuring fairness and equity in access to services and support, which requires that programmes developed in response to the disaster hold relevance to the needs, concerns and priorities of affected population: men, boys, women and girls of varying ages, capacities, and abilities. Fairness in service provision and support can be maintained by paying attention to gender dimension in reconstruction and rehabilitation policies and, even more so, in the designing, planning and implementation of programmes and related projects, whether health, education, social

BOX 2

Is Gender Equality an Imported or a Home-Grown Concept?

The Gender Team in ERRA often received questions in various forums about the validity and usefulness of gender mainstreaming in the local context of earthquake affected districts. Looking over the shoulder, history not only provides an answer to the above questions, but also reveals the rationale and approach for promoting gender equality principles which are found linked to the patterns of community participation and institutional ownership.

The presence of sensitive social systems is not a new phenomenon in AJK. The records in Urdu for community meetings of the *Anjuman Islah Al Muslimin* held 69 years ago were shared with the Gender Team by Director General WatSan, ERRA. Translation of these reveal that the mandate of the community organisation of *Huller* village in Bagh included care of orphan boys and girls, as well as widows, as one of its priority groups. In addition to an explicitly organisational mandate, its scope and rules of business were also developed. The records of all meetings were properly maintained and discussions convened.

Interestingly, in one of the meetings, the focus of discussions among members of the local organisation condemned the practice of child

marriages irrespective of it being the marriage of a boy or a girl with the words: "these early decisions have implications for a boy or a girl when they mature in age. Their difference in opinion or choices causes commotion in the families. The rampant practice can lead to disturbance in the social system affecting all".

In the same meeting, the importance of girls acquiring education was stressed. The common perception was that once the girls were able to read and write, it would be a motivation for writing letters, etc. The response given by community members echoed a firm belief and still does when one reads it in the records, "illiterate women cannot be good mothers", countering and dispelling all misperceptions.

These few examples of discussions substantiate that principles of gender equality are not new for AJK. Moreover, the aspect of community cohesiveness and community management dates back to more than five decades. So the priorities reflected in the gender policy for earthquake affected areas were very much a practice before.³

Case Prepared by Fareeha Ummar

³ Adapted from minute book of *Anjuman Islah Al Muslimin* graciously provided by Syed Zaheer Hussain Gardezi, Director General, ERRA

protection, water and sanitation, rural and urban housing, etc.

In ERRA, the aim was to emphasise gender-sensitive programming rather than promoting actions at the organisational level. This approach was in line with the reconstruction and implementation approach included in the Programme Management and Institutional Development Umbrella Document⁴, which called for people-centred solutions, whereby the benefits may accrue to men, women, girls and boys.

The overall methodology adopted to achieve gender equality was to mainstream gender considerations in the reconstruction and rehabilitation efforts by strengthening gender capacity within ERRA at all levels and particularly in programme design, planning, implementation, monitoring and evaluation.

The results based matrix (RBM), based on the Terms of Reference (ToRs) developed by CIDA, formed the fundamental basis of the GE TA (Annex 1), offering direction to steer the work on gender mainstreaming forward. The specific activities were defined to deliver expected outcomes and related to the Inception Phase findings and recommendations. This established a clear link between the ToRs and ground needs (inputs and expected outcomes). The same framework became the basis of Annual Work Planning for the GE TA, which became known as the ERRA Gender Team, and helped in focusing on expected results, not only at the central level but also at the operational tiers complementing the earthquake response.

The work plan approved at the central level formed the basis for developing the work plans of the Gender Coordinators in PERRA, SERRA, and DRUs. This ensured coherence in interventions at all levels. The expected outcome and output level results and related activities of the TA to ERRA, which were approved following the inception phase (September -December 2006) are presented in the table on page 11.

⁴ ERRA: Programme Management & Institutional Development Umbrella Document, Government of Pakistan, March 2006, p. 9

TABLE 1: Results Based Matrix & Associated Activities

Level/Type	Expected Outcome	Expected Outputs	Activities
Organisational	100 – Enhanced capacity of ERRA to integrate GE considerations at all levels (organisationally, in policies, strategies, and programs)	110 - Gender equality technical and policy advice provided to ERRA and other Federal, Provincial, and District level government departments of the Government of Pakistan involved in the earthquake recovery efforts	111- Implementation of the recommended actions from organizational gender diagnostic 112 - Initiate dialogue and interaction with all sectors of ERRA for building alliances on GE
		120 - Capacity building initiatives with regard to gender mainstreaming provided to ERRA and Provincial governments involved in the reconstruction activities	121 - Facilitate sessions/ orientations on gender awareness at various levels in ERRA
		130 - ERRA's network of gender focal points set-up	131 -Develop, direct and support ERRA's network of gender focal points
Programme	200 – Improved approach for integrating gender perspective by ERRA and its partners in programming	210 – Programming options proposed for consideration by ERRA and the donor community reviewed and strengthened from gender perspective	211 - Review and identify gaps in sectoral strategies (housing, environment, education, transportation, health, agriculture and livestock, industry, tourism, energy, and water/sanitation) 212 – Highlight link between social protection and gender disparities at various forums (ERRA and outside) 213 – Participate in sector core and advisory groups 214 – Develop, in collaboration with ERRA managers, an action plan (propose steps to enhance focus on women and marginalised groups and identify mainstreamed actions) in each sector 215 -Prepare and circulate issue brief or papers and organise briefings at different levels/forums
		220 - Adequate resources are allocated and utilised appropriately for gender equality activities across sectors	221 - Assess the extent to which adequate resources are allocated and utilised appropriately for gender equality activities across sectors and provide recommendations for corrective action as necessary
Monitoring and Evaluation	300 – Improved performance measurement of GE results	310 - Increased availability of project data and performance information relating to GE results	311 – Assess the current practices for collection of sex-disaggregated data and suggest improvements 312 – Provide support in analysis of sex disaggregated data to inform better policy and programming
		320 - Performance measurement systems capture and analyze project data and performance information which relates to gender equality results	321 - Review and suggest possible improvements (emphasizing qualitative aspects) in existing performance assessment mechanisms 322 - Conduct monitoring missions to review compliance of projects on gender equality
		330 - Risks and assumptions related to gender equality adequately identified and tracked by ERRA	331 - Assess risks and assumptions 332 - Propose strategies (do-able and realistic) to counter these risks into the M&E framework

TABLE 1: Results Based Matrix & Associated Activities

Level/type	Expected Outcome	Expected Outputs	Activities
Linkages and Networking	400 – Increased sharing of information and linkages with key internal and external stakeholders (ERRA, public sector, private sector, donors, CSOs)	410 - Gender equality highlighted and promoted in the disaster recovery and reconstruction efforts of international and regional organisations including civil society organisations	411 - Develop a database of different organisations in R&R activities (international, regional and CSOs) identify their gender related priorities and goals 412 -Highlight the link between social protection and gender disparities at various forums (ERRA and outside)
		420 - Consistency and coherence of ERRA activities with the Government of Pakistan's policies on women's empowerment and National Plan of Action on Gender Equality strengthened	421 - Liaise with the Ministry of Women Development at national, provincial and district levels
		430 - Partnerships, consultations and exchange with non-GoP and civil society organisations, particularly women's organisations, actively pursued	431 - Assure liaison with non-GoP entities on gender integration in the recovery and reconstruction phases, including donor representatives, NGO officials, etc. 432 - Participate in the interagency cluster on protection and reconstruction and represent ERRA in other relevant interagency for a (including INGAD) to promote gender equality perspectives in the earthquake recovery and reconstruction phases 433 - Work collaboratively with other sectoral specialists to increase understanding and buy-in for the implementation of gender mainstreaming in their own advice, recommendations and activities 434 - Establish links and coordinate with UNICEF, UN Habitat, FAO (CIDA assistance in Pakistan for R&R) to determine gender patterns and social protection issues
Action Research	500 - Increased availability of documentation on lessons learned, best practices promoting GE in the context of rehabilitation and reconstruction	510 - Periodical reporting completed on the extent to which issues of gender equality have been integrated into the planning priorities and projects for both the early recovery and reconstruction phases of involved institutions	511 - Conduct field visits to capture ground realities and identify nature of disparities in affected areas
		520 - Lessons learned, best practices on gender equality (including women's practical and strategic needs) in the context of recovery and reconstruction initiatives documented and disseminated	521 - Connecting assessment and research done by outside agencies into ERRA programming and operations 522 - Gather field mission reports/studies done by other agencies/organisations 523 - Draft position papers, reports, guidelines and presentations on gender issues

3. Implementation Framework

In response to the Results Based Matrix, the following framework for gender mainstreaming was recommended by the Gender Team to senior management who supported its establishment.

It was expected that the framework would create an enabling environment to translate the explicit or implicit gender sensitive objectives included in sectoral policies and strategies (see Annex 2) into concrete interventions. Doing so would increase the chances that women, girls and vulnerable groups would have access to and benefit from opportunities and services. Examples of such measures include the presence of women in village reconstruction committees, affirmative action to promote girls education in NWFP by having girls schools in all *tehsils*⁵ of the affected districts, special attention to gender dimensions in the water and sanitation (WatSan) sector, which have brought about changes in the lives of women and girls as illustrated in the case study on page 30.

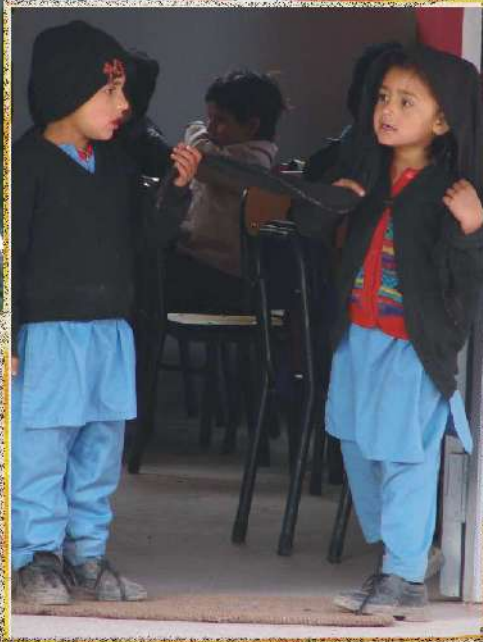
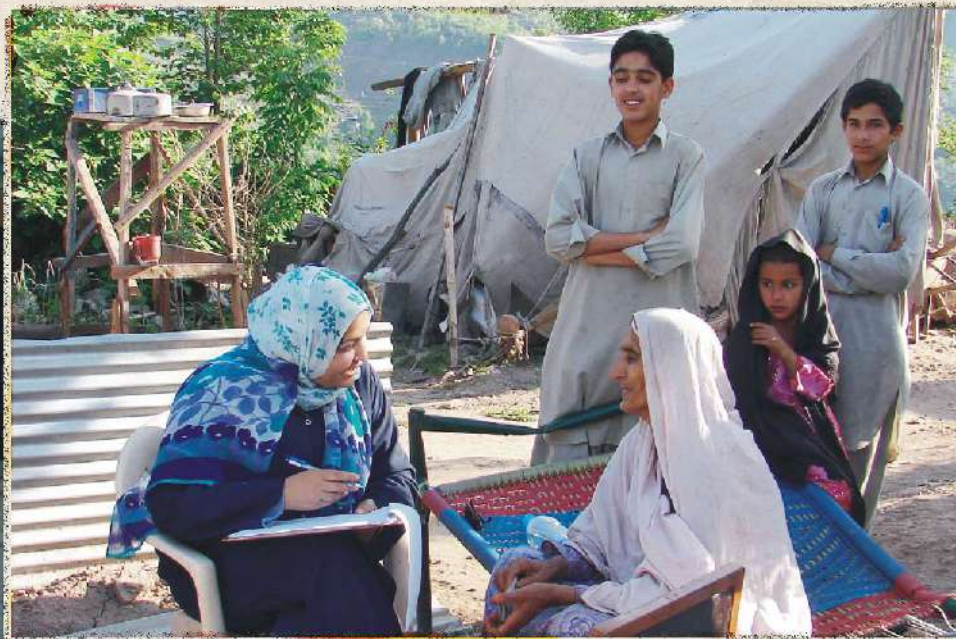
The basic principles underlying implementation were as follows:

- a) Achieving gender equality requires the recognition that every policy, programme and project affects women and men differently
- b) Gender equality must be considered as an integral part of all ERRA policies, programmes and projects
- c) Intervention strategies in support of gender equality must take into account the specific socio-cultural context and develop strategies to minimise risk of backlash against women and girls in particular
- d) Balanced and active participation, and representation of men and women is a precondition for the success of the process of reconstruction and rehabilitation
- e) Equal access and opportunities for women and men to economic resources is essential to achieving sustainable livelihoods and development
- f) Women's social and economic empowerment is central to achieving gender equality

TABLE 2: Implementation Framework

Strategic Level	<ul style="list-style-type: none"> ▶ ERRA Board and Council ▶ Federal Ministries ▶ Partner Organisations (POs) ▶ Donors 	<ul style="list-style-type: none"> ▶ Gender Policy ▶ Gender Core Group ▶ Gender Team ▶ Programme Teams
Operational Level	<ul style="list-style-type: none"> ▶ Provincial Steering Committees ▶ PERRA, SERRA, and DRUs ▶ District Reconstruction Approval Committees ▶ Line Departments. ▶ Communities and POs 	<ul style="list-style-type: none"> ▶ 2 Senior Gender Coordinators in PERRA and SERRA ▶ 8 Senior Gender Coordinators in DRUs ▶ District Gender Reconstruction and Rehabilitation Networks ▶ Establishment of WDCs in AJK and NWFP

⁵ Sub district level geographic demarcation



Experience has demonstrated that approaches to introducing gender equality issues were more effective when they are concrete and practical, and when policy makers and programme managers and project planners can see the relevance to their specific concerns and understand how gender analysis can inform or make a difference to policy and programme choices.

4. Processes, Approaches and Activities

The activities and outcomes of the RBM translated through the implementation framework came forward as a slow and gradual mainstreaming process that led to the internalisation of gender perspectives from strategic to the operational dynamics, translating into fair and equitable assessment of the needs of women, men, boys and girls.

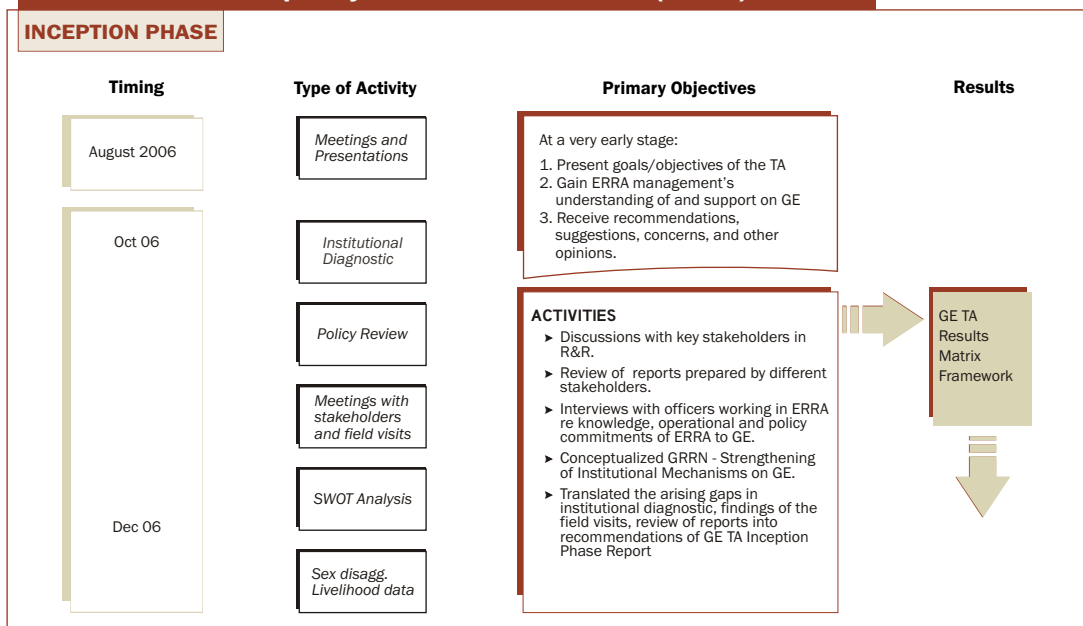
The presence of GE TA Advisors ensured that policies and programmes bear relevance and synergy in mainstreaming gender equality from the earlier incubation of gender-specific diagnosis

and analysis in the inception phase to the final delivery and implementation of gender-responsive programmes and sectoral policies. Throughout, the role of the GE TA Advisors has been to mentor and guide the process delegating the responsibility of implementation to programme managers and implementing partners in the affected areas.

Following is a step-wise process description of the GE TA's operational strategy of two distinct phases:

GE TA - Operational Phases

Exhibit 1: Gender Equality Technical Assistance (GE TA) to ERRA



The different type of activities of the inception phase included an organisational gender diagnostic, document review, field visits, and key informant interviews with a variety of relevant stakeholders. It assisted in gaining an

understanding of the functioning of structures set-up at the Provincial, State and District levels, and more importantly, facilitated in prioritising the organisational, policy, and programme related activities for the Gender Team.

Exhibit 2: Gender Equality Technical Assistance (GE TA) to ERRA

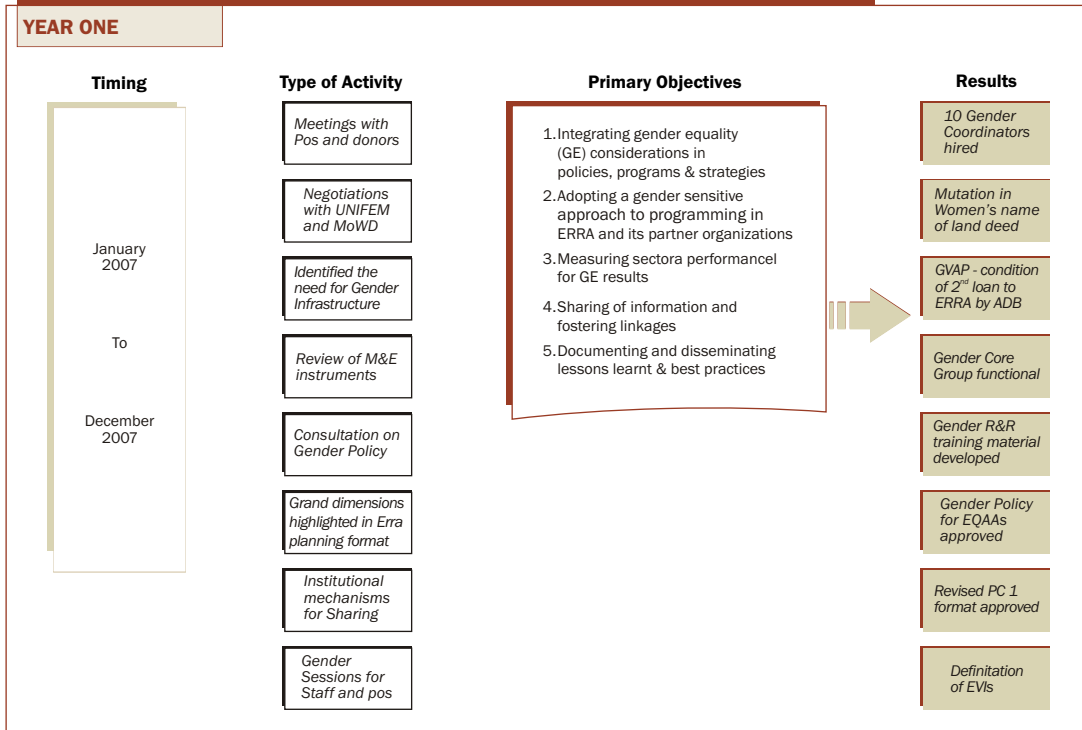
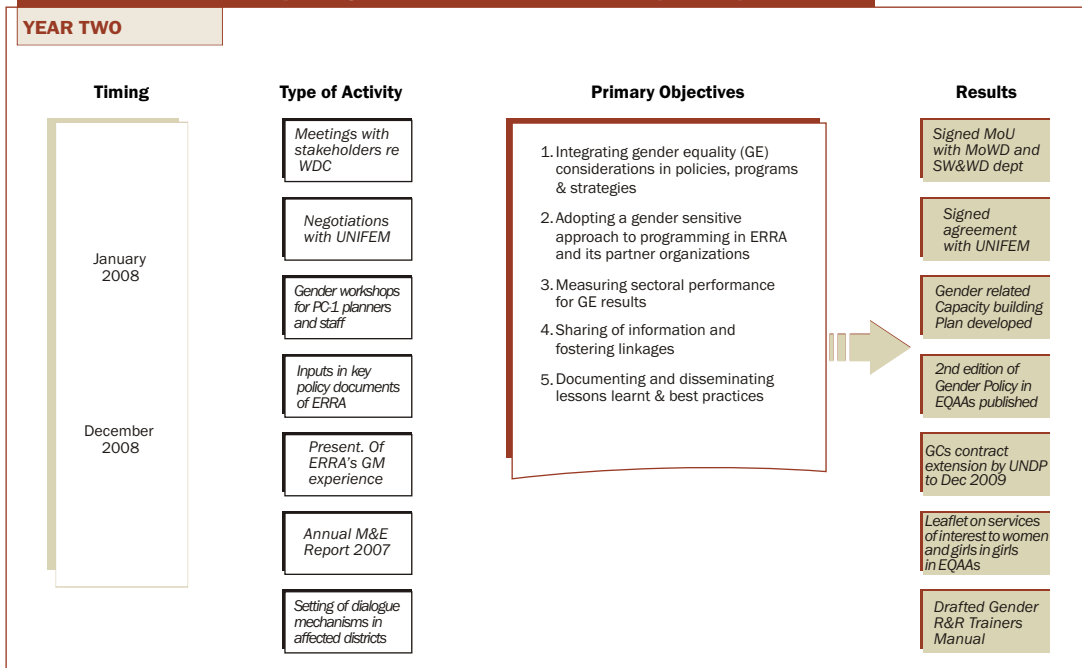


Exhibit 3: Gender Equality Technical Assistance (GE TA) to ERRA



The GE TA experience in the first two years, starting with the early recovery phase, and moving on to the rehabilitation and reconstruction phase, reaffirmed the significance of equitable people-centred solutions. Some of the key measures included the placement of the Gender Team in ERRA, the preparation of the Gender Policy for EQAAs, securing acceptance

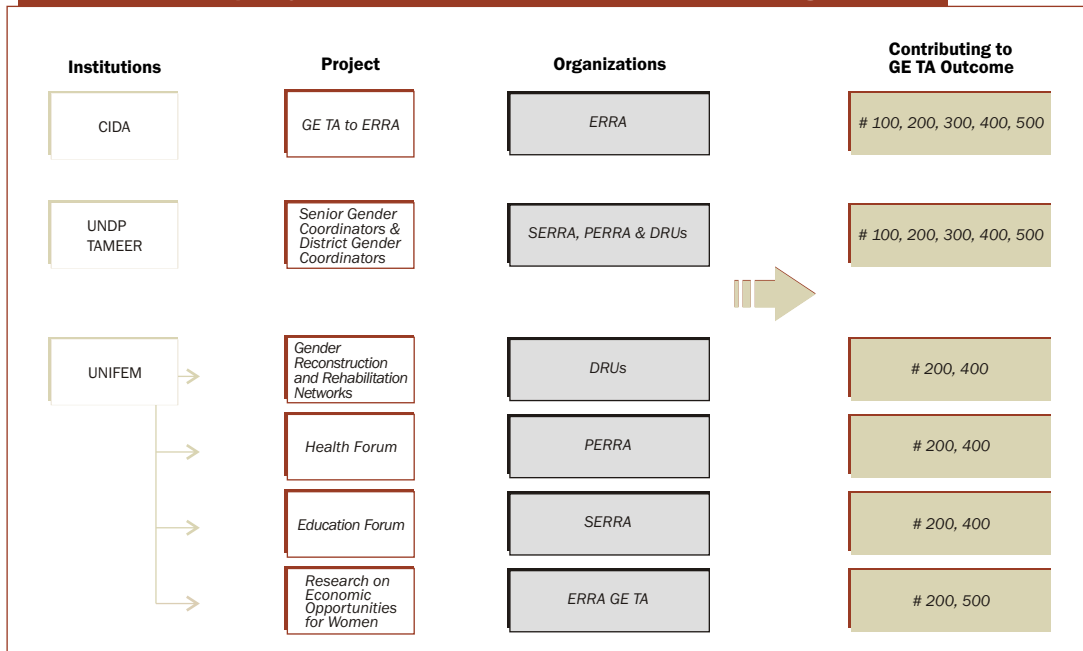
and funding for Gender Coordinators at various tiers, and conceptualising and overseeing gender-specific projects, such as the Women Development Centres (WDCs) and the District-level Gender Reconstruction & Rehabilitation Network, thereby making gender related gains visible.

At the end of two years, the multiplicity of gender-related measures (illustrated above) drew attention to the gradual internalisation of a gender perspective in the approaches and efforts of ERRA and its partners. The management of ERRA felt that it was critical to maintain the Gender Team in order to consolidate the gains made in the first two years and to gradually hand-over the responsibility for gender mainstreaming to the governments of AJK and NWFP. This was intended to promote local ownership and sustainability of gender results achieved under the TA. It was therefore decided to extend the TA for a third year.

During that period, added emphasis was on:

- ▶ Providing additional technical assistance to PERRA and SERRA for the construction and setting-up of WDCs.
- ▶ Providing technical assistance to PERRA and SERRA for setting-up the district level Gender R&R networks.
- ▶ Further strengthening the capacity within SERRA, PERRA, DRUs and concerned line departments of NWFP and AJK for integrating gender considerations in PC-1s and sectoral interventions.
- ▶ Further building the capacity for data analysis, particularly as related to GE, of M&E and Planning Wings of ERRA.

Exhibit 4: Gender Equality Technical Assistance Interventions and Funding Sources



The diagram above represents the donors who supported intervention promoting gender equality through ERRA, PERRA, SERRA and DRUs, which have contributed to the overall outcomes linked to the TA.

4.1 Drivers of Change

For gender considerations to be successfully integrated into the ERRA policies, programmes and projects, a few conditions had to be met. Within ERRA, there had to be:

- ▶ A clear commitment by senior officials to gender equality.
- ▶ A policy framework that gives the required level of authority for implementing gender-

related actions at strategic and operational levels.

- ▶ An awareness and understanding that policies, programmes, and projects can have different impacts on various groups and can result in indirect and unintended inequities.
- ▶ An institutional capacity to conduct gender analysis of policies, programmes, and projects, and to monitor progress.
- ▶ An institutional mechanism to act as the focal point responsible for building capacity, coordinating and monitoring ERRA's and its partners' efforts to integrate gender considerations.

4.2 Key Entry Points

Experience has demonstrated that approaches to introducing gender equality issues were more effective when they are concrete and practical, and when policy makers, programme managers and project planners can see the relevance to their specific concerns and understand how gender analysis can inform or make a difference to policy and programme choices. It was also

clear that sustainable increases in capacity to address gender equality issues would not be achieved easily or quickly. Experimental and cumulative efforts were required to achieve such changes. The change matrix, illustrated below, reflects the situation when the ERRA Gender Team was instituted and measures initiated by them for bringing about change.

TABLE 3

Entry Point	Weaknesses / Oct-Dec. 2006	How these have changed?
Policy	No Gender policy available. The ERRA Operations Manual is gender neutral – no use of gender consideration or criteria in the listed procedures.	Gender Policy for EQAA in place. Gender and vulnerability considerations integrated in PC-1 planning document for ERRA. GVAP developed as a pre-requisite for the second ADB loan of \$400 million to ERRA.
People/Actors /Stakeholders	Gender still equated to women; Women perceived as vulnerable or victims. Little understanding that men and women have differentiated needs, concerns, interests and priorities. Uneven level of awareness and understanding of gender issues within ERRA. Capacity for gender analysis is lacking. Understanding of the implications of policies, strategies, and programmes for social and gender equity is limited.	Ongoing mentoring, coaching and gender sensitisation of staff working at various levels to build greater understanding of gender concepts. Improvements noted. Availability of gender methodologies, checklists and guidelines to undertake analysis. Adoption of an incremental approach to promote GE principles. Development of a Gender Mainstreaming Trainer's Manual. Gender workshops reaching over 900 participants from ERRA, PERRA, SERRA, DRUs, government line departments, and I/NGOs.
Enabling Mechanisms	No focal points for GE in ERRA, SERRA, PERRA or DRU. Sustainability issue	Establishing a gender related infrastructure including the Gender Team in ERRA and Gender Coordinators in SERRA, PERRA and DRUs. Linkages established with National Women Machinery, the Ministry of Women Development, and civil society organisations. Approval of MoWD PC-1 to cover operational costs of Women Development Centres by the Planning Commission (CDWP). Discussions initiated by UNIFEM with other donors regarding support for ERRA to continue gender mainstreaming efforts beyond September 2009 and especially GRRN.
	Little disaggregation of data by sex or by vulnerability categories: elderly, orphans, disabled and landless. Sex-disaggregated indicators and data weak at all levels.	Highlighting use and collection of sex-disaggregated data. Review of reporting formats and update of sectoral indicators set by M&E wing with gender lens.
	No information material and readings on gender to build knowledge and understanding.	Developed context specific materials. Availability of research on economic opportunities for women in EQAAs.
	Little thinking and, more importantly, no actions to promote self-sufficiency among vulnerable groups.	Developed and got approval of concept note on making markets work for women headed households.

...contd.

TABLE 3

Entry Point	Weaknesses / Oct-Dec. 2006	How these have changed?
Programmes	ERRA viewed first and foremost as responsible for infrastructure construction, although policies do have strategies related to social and gender dimensions linked mainly to social reconstruction.	Inclusion of gender equality as cross cutting theme in sectoral priorities.
	Questions were raised about rural housing compensation reaching women.	Endeavoured to establish a disaggregated database categorised by district and sex.
	As land rights will not be addressed in R&R how to ensure that vulnerable groups are not affected by possible land-grabbing attempts	Advocated inclusion of gender dimensions in Landless Policy, which resulted in decision to have property title issued in the names of all family members.
	Medium-term housing in urban centres red zone – how to ensure that the most vulnerable groups are first in receiving housing as funds come in?	Preference given to requests from women-headed households.
	Issues with communication process that need to reach eligible groups directly (who is affected, what programmes are available, how to access, where, etc.)	Published leaflet (three iterations) providing information of interest to women and girls on services available in affected districts.
	Lack of coordination among sectors; need a more systemic and integrated approach at policy, strategy, and programme planning, implementation and monitoring levels.	Establishment of gender core group at ERRA level.
	Needs defined at central level based on assumptions made on behalf of beneficiaries re: priorities and interests. Stakeholders at local level not thoroughly consulted.	Setting up of eight gender reconstruction rehabilitation networks in affected districts, enabling voices from the ground to be heard at the policy level, through the ERRA Gender Core Group.

In addition to capacity development, two other steps were taken to foster an enabling environment for gender, namely the development and approval by the ERRA Council in September 2007 of the Gender Policy for EQAA and the revision of ERRA's planning document, the PC-1, a streamlined version of the Government of Pakistan's project planning document, to include gender and vulnerability dimensions. These, in addition to the training workshops delivered to strengthen capacity, were critical to promoting gender equality in the response to the 2005 earthquake.

4.3 Capacity Development

The first step was to build the awareness of decision-makers and programme managers in ERRA on the importance and relevance of addressing gender dimensions in reconstruction and rehabilitation efforts. The objective in building gender awareness was to generate a conscious knowledge that groups in the earthquake affected areas (EQAA) are not homogeneous, and that benefits from ERRA policies, strategies, and programmes would not automatically accrue equally to all members and

segments of affected districts. The value of implementing a cross-cutting approach for achieving gender equality was emphasised with a clear focus on understanding the differentiated needs of women and men; girls and boys.

Once a basic level of awareness was achieved, the second step was to strengthen the capacity of ERRA and its key implementing partners so that policy makers, planners, implementers, monitors, and evaluators would be able to consciously plan, implement, monitor and evaluate rehabilitation and reconstruction activities that take into account gender differences in access to and control over benefits and resources. This consisted of four capacity dimensions:

- 1. Formulation of gender-focused questions.** A gender-informed professional would have the skills to formulate the right questions regarding gendered dimensions of rights, responsibilities and access to resources and to link gender-informed analytical questions and hypotheses to the objectives of policies, strategies and programmes.
- 2. Carrying out gender analysis.** An analysis of sex-disaggregated data would provide an informed set of alternatives on how to

implement programme activities benefiting and allowing for participation by both women and men. Gender analysis can examine governance issues such as political representation and power, access to social services, economic opportunities and employment, role in decision-making, etc. It is important to remember that gender differences do influence a specific policy and/or programme's outcomes and formulation of appropriate questions helps to develop the right strategies.

3. **Applying the findings of gender analysis to policies, programmes and projects.** In order to be truly gender-informed, capacity to apply major findings from gender analysis to policies, strategies, programmes and projects is required. This requires skills to translate findings from gender analysis into operational terms as well as their reflection in action plans. For instance, a number of pre-requisites could be set down such as establishing gender-specific targets for benefits, thereby reducing systemic gender biases and gender gaps.
4. **Systematic monitoring and evaluation of gender-specific policy and programme outcomes and impacts.** The monitoring and evaluation (M&E) system must provide information disaggregated by sex (and other social variables), allowing for the assessment of differential results on the lives of men and women, boys and girls. Subsequently, activities can be adjusted according to information on how a programme is affecting men and women. M&E can also help to assess whether an activity is helping to reduce the gaps between benefits, accruing to men and women. Gender-sensitive reporting provides information to managers and decision-makers on the different ways programmes can affect men and women. This feedback is absorbed and reflected in subsequent initiatives, which meet men and women's needs more equitably. This allows for the building of broad-based knowledge and know-how on which future interventions can take shape.

It was clear early on that ERRA's ability to respond to the different needs and priorities of women, men, girls and boys had to be viewed in relation to its mandate and the principles of equity and inclusion reflected in the sectoral strategies and its vision to build back better.

Following the organisational gender diagnostic carried out during the inception phase, an initial programme to build awareness was developed, followed during the second year, by the development of a more systematic and demand-driven capacity building plan, which included

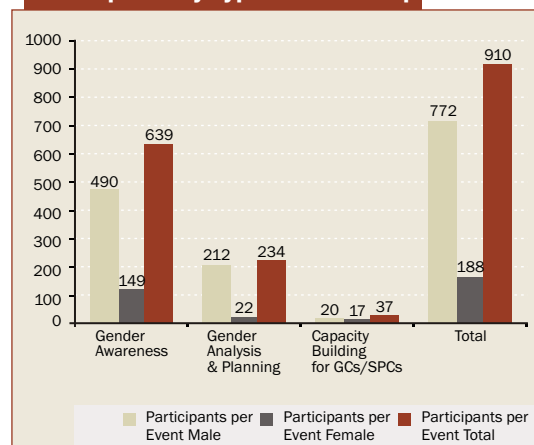
training workshops for various stakeholders and ongoing coaching of the Gender Coordinators of PERRA, SERRA and DRUs.

Between January 2007 and July 2009, a total of 37 workshops were held, both at the policy and operational levels to create adequate understanding and responsiveness to gender issues. These consisted of 22 awareness building sessions, including three events held under the UNIFEM Gender Reconstruction and Rehabilitation Network (GRRN) initiative, and six Gender Analysis and Planning workshops held primarily for PC-1 planners and drafters of NWFP & AJK line departments.

The capacity of PERRA, SERRA, and DRUs has also been strengthened and gender coordinators were placed there to ensure gender integration into the programme elements. A workshop designed to strengthen the capacity of Social Protection Coordinators and four others for the Gender Coordinators, with an additional five quarterly coaching sessions, were held between March 2008 and May 2009. Training modules and curriculum, as well as a Trainer's Manual, were developed to support the delivery of these training sessions.

More than 900 participants were reached through the workshops and discussion forums held between January 2007 and June 2009, of which 79% were men and 21% were women. The majority of the participants in workshops were from NWFP (82% of total male participants and 18% of total female participants), followed by participants from AJK (84% of total male participants and 16% of female participants).

Exhibit 5
Participants by Type of Workshop



It is interesting to note that in workshops on Gender Analysis and Planning, 91% of the participants were men, an indication of positions held within government line departments. This said, it is encouraging to see that men were the majority to attend the various types of workshops, thereby reaching policy makers and decision makers who now have a greater level of awareness and better understanding of the issues related to gender in planning, as well as in disaster responses.

National and International NGOs, primarily members of the GRRN in AJK and NWFP, had a greater participation of women (76% of total female participants). The tables below provide a breakdown of the workshops held by type of workshop and origin of participants.

Exhibit 6
Patterns of Participation Workshop Type

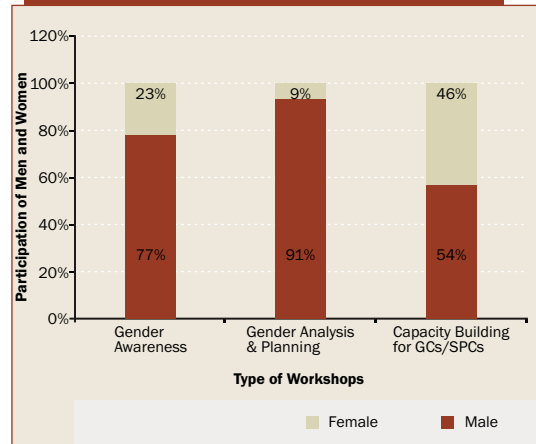
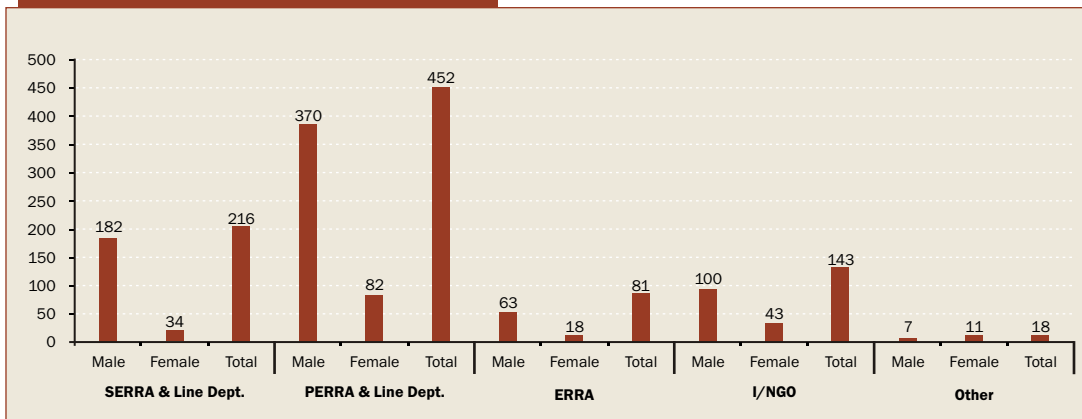


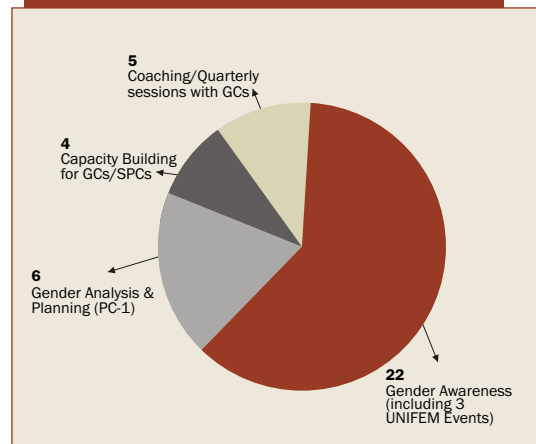
Exhibit 7
Participants by Affiliation



There were 37 different workshops held and the chart below illustrates the different types of training sessions held.

The sensitisation and training workshops led to adequate understanding and responsiveness to gender issues within and outside the organisation. The capacity of gender coordinators working in PERRA, SERRA, and DRUs has also been strengthened and they were also provided with a Trainer's Manual for Gender Mainstreaming as a support tool for their ongoing delivery of such trainings.

Exhibit 8
Workshops Held



4.4 Disaggregating Data by Sex

Building commitment to address gender issues in the work of ERRA depended on a clear understanding of its relevance for post-earthquake recovery, reconstruction and rehabilitation. In order to convince ERRA officials of the importance of social and gender equity, it was important to provide evidence that consideration of these issues would indeed contribute to the success of efforts deployed in response to this natural disaster. It was therefore necessary to sensitise ERRA officials to the effectiveness of women's participation in this process.

It was also important to promote the need for sex-disaggregated data to have hard evidence that could catch the attention of decision makers and policy makers on the differential needs of groups, particularly women and girls. The existing databases of the livelihood cash grants and of rural housing financial assistance in ERRA developed by the National Database Registration Authority (NADRA) did not capture information such as the sex of the recipient for easy data retrieval disaggregated by sex. At the request of the Gender Team, the MIS section provided assistance to disaggregate available data on the basis of the recipients' name. The process facilitated the acquisition of district-wise sex-disaggregated data. This data provided a new picture as it confirmed a considerable presence of women headed households among eligible beneficiaries. This data significantly contributed to providing convincing evidence to senior management that there was a need to address gender in ERRA's interventions. The data further reinforced the need for targeted intervention for specific groups of beneficiaries, based on ground realities rather than assumptions. It led to the approval of the recommendations contained in the inception phase report and marked the genesis of the integration of a GE focus in the entire programming of ERRA.

Integrating gender considerations required, in addition to a clear and communicated commitment from senior officials, the institutional capacity to perform gender analyses of policies, programmes and projects at the formulation, implementation, monitoring, and evaluation phases. This would help to develop

operational guidelines, communication strategies, along with coordination and regular monitoring of the implementation process, etc.

4.5 The Gender Policy for Earthquake Affected Areas

One of the measures adopted to ensure that gender dimensions would be addressed in the recovery, reconstruction and rehabilitation phases was the adoption of a Gender Policy⁶. In drafting the policy, the Gender team was careful to build on existing commitments made in key policy documents and sectoral strategies (see Annex 2). A broad-based consultative process was facilitated to obtain the input and views of key stakeholders, including the Federal, Provincial and State governments, senior management of ERRA, donors and civil society organisations. Once multi-stakeholder views were taken into account, the revised draft policy was submitted to the ERRA Board for recommendation to the ERRA Council, chaired by the Prime Minister of Pakistan.

The Gender Policy aims to ensure that sectoral strategies, programme implementation, monitoring and evaluation take into account gender considerations thereby increasing the likelihood that the benefits of reconstruction and rehabilitation accrue to women, men, girls and boys, as well as to members of vulnerable groups.

The Policy also stated that achieving gender equality would require:

1. Specific measures designed to address gender inequalities and the needs, concerns, priorities and interests of women, including those of working women
2. Adopting a complementary approach towards reducing disparities through targeted actions and a mainstreaming approach; and
3. Fostering coordination between all actors/stakeholders

The overall approach to implement the policy and to achieve gender equality as stated in the key documents and sectoral policies of ERRA is to mainstream gender considerations in the reconstruction and rehabilitation efforts by strengthening gender capacity within ERRA at all levels and particularly in programme design, planning, implementation, monitoring and evaluation of priority sectors.

⁶ To see Gender Policy for EQAAs visit www.erra.gov.pk or www.erra.pk under the section: sectoral strategies

“Mainstreaming refers to the ability of all women at all levels to take control over their lives and shape the vision of development. The term implies that women should be part of the central stream together with men. Mainstreaming is not just concerned about the number of women in positions of decision-making but the extent to which development directions and activities reflect women's concerns and visions.”⁷

4.6 The PC-1 (Project Planning Document)

For each project included in ERRA's Annual Work Plan, the line department or the agency planning to execute a given project, in consultation with the concerned department and District Reconstruction Unit, prepares a Project on ERRA PC-I format. The initial PC-I approved for use by ERRA is a simplified version of the usual PC-1 document used by the Government of Pakistan.

In October 2007, it was decided to revise ERRA's PC-1 so that gender and vulnerability considerations are included in the project planning document. Since the approval of the revised ERRA PC-1, a total of 413 PC-1s have been reviewed by the extended gender team with a gender lens. This practice has improved the project planning and implementation in terms of gender dimensions. Following is a sector-wise summary of the PC-1 review work carried out by Gender Team in AJK & NWFP.

TABLE 4: Summary of Sector wise PC-1 Review AJK and NWFP⁸

Sector/PC-1	General Observations	Results
Education	<ul style="list-style-type: none"> ▶ The Schemes/Projects are not on revised PC-1 Pro forma (Revised October 2007). ▶ Sex-disaggregated data of girls, boys, orphans and disabilities not reflected. ▶ Needs of orphans and the vulnerable students not considered. ▶ Pre-earthquake information was not properly included. ▶ Did not reflect on local socio-cultural system while selecting the land for the schools especially for girls school. ▶ Potential benefits and losses were missing, for example no mention of the steps to increase enrollment of boys, girls and vulnerable as well as the drop-out ratio after EQ. ▶ No mention of water and sanitation facilities in girls' schools. 	<ul style="list-style-type: none"> ▶ New projects submitted at DRUs are now on revised PC-1 Pro forma. ▶ Sex-disaggregated data of girls, boys and orphans, and about disabilities (where possible) as well as total population (indirect beneficiaries). ▶ Needs of vulnerable and persons with disabilities (PWD) are being especially considered during the design of the projects. ▶ Included pre-earthquake information. ▶ Considered local socio-cultural system while selecting the land for the schools, learners such as boys' and girls' security and accessibility to schools (especially girls due to local culture. ▶ Mentioned possible benefits and losses as well as measures regarding increase in enrollment and to stop drop-out rate. ▶ Included water and sanitation schemes in 66 girls' schools in Abbottabad.
Health	<ul style="list-style-type: none"> ▶ Old PC-1 format was in use before Oct 2007 for health schemes and projects. ▶ Did not include information about pre- earthquake health facilities. ▶ Did not mention needs of PWDs and women specific needs, and means to address these while developing building plans and projects. ▶ No data about the target population in relation to age and sex. 	<ul style="list-style-type: none"> ▶ Ensured use of revised PC-1 considering gender perspective. ▶ Incorporated information about health facilities available before earthquake. ▶ Ensured that designs and plans of the health projects were disability and women-friendly. ▶ Made available (where possible) age and sex-disaggregated data of the targeted population.

...contd.

⁷ Jennifer Clement, Gender Mainstreaming: Rationale, Approaches and Mechanisms, paper presented at the Workshop on Gender and Policy II, organised by the Social Affairs Committee of the National Assembly and the Canadian Embassy, Hanoi, 1-3 August 1996

⁸ Information provided by Senior Gender Coordinators: Rizwana Warraich (PERRA) and Mahnaz Kant (SERRA)

TABLE 4: Summary of Sector wise PC-1 Review AJK and NWFP

Sector/PC-1	General Observations	Results
Livelihoods	<ul style="list-style-type: none"> ▶ Lack of mechanisms to ensure women participation in execution of CLRPs and in capacity building initiatives. ▶ Specific needs of women not addressed and prioritised and were not identified as a target group. ▶ No proper involvement of women in monitoring and implementation of CLRPs. ▶ Capacity building (skill dev.) needs of women not addressed. ▶ No information included in the related projects about women's access to market. ▶ No link to existing economic activities for women while development of CLRP. ▶ Non availability of age and sex-disaggregated data of target population. 	<ul style="list-style-type: none"> ▶ Ensured maximum participation of women in CLRP process. ▶ Included strategies addressing women-specific needs in the project documents. ▶ The role of women highlighted in monitoring and implementation of CLRPS. ▶ Inclusion of measures for capacity building of women in different skills. ▶ Ensured women's access to market. ▶ Special initiatives planned for women i.e., apiculture, kitchen gardening (Training and Facilitation), skill development training, livestock training for women, etc. ▶ FAO needs assessment form edited with gender lens, incorporated separate columns for male/female population.
Environment	<ul style="list-style-type: none"> ▶ The roles and responsibilities of women in land use planning and watershed management not identified. ▶ No capacity building plan for women in NRM of the surrounding communities of reforestation area. ▶ No mention of employment or skill enhancement or opportunities for women. 	<ul style="list-style-type: none"> ▶ Revised the PC-Is by adding roles and responsibilities of women in land use planning and watershed management. ▶ Women are taken as a target group for capacity building initiatives. ▶ Although not included in PC-1 whereas Forest Department assured the women participation in nursery raising related training.
WATSAN	<ul style="list-style-type: none"> ▶ Women not identified as the main target group for water conservation and water harvesting initiatives as they are the primary beneficiaries of this initiative. ▶ Women and girls are neglected in the process of prioritisation, planning, implementation and maintenance of WATSAN Schemes. ▶ Women not included in capacity building activities. ▶ Recruitment of 'female mobilisers' was not a part of PC-1s for capacity building schemes. 	<ul style="list-style-type: none"> ▶ Women considered as the key target group for water conservation and harvesting initiatives. ▶ Ensured women participation of in planning, implementation and maintenance process of WATSAN schemes. ▶ Included participation of women in capacity building measures. ▶ Female mobilisers are now recruited in the TMA PC-1 of capacity building schemes.
Road	<ul style="list-style-type: none"> ▶ Did not properly address gender issues in resettlement of the displaced families in construction of roads. ▶ Did not properly consider security and safety of families living along road during its construction. ▶ Did not properly define the population ratio of the area, where construction of road is proposed. ▶ No mention of benefits accruing from the economic improvements for communities living along road planned for construction. 	<ul style="list-style-type: none"> ▶ Identified the gender issues incorporated in the resettlement plan of road (prepared by ADB). ▶ Security, safety and privacy issues were discussed and ensured due consideration in the construction work. ▶ Included population ratio of the area where the proposed road is constructed. ▶ Highlighted possible economic benefits and improvements in the lives of communities living along road planned for construction.

4.7 Monitoring and Evaluation

In order to further assess actual attention given to gender dimensions, the Key Performance Indicators (KPIs), and related data collection tools, for ERRAs's sectoral strategies were reviewed with a gender lens for all relevant sectors. In addition, gender checklists were developed to assist programme managers to integrate gender dimensions into their respective areas of performance. It was also made mandatory to collect sex-disaggregated data in all sectors to increase capacity to assess progress, to improve project planning and design, and to support the documentation of lessons learned

and best practices promoting gender mainstreaming in the context of rehabilitation and reconstruction. This, however, was not applied homogeneously, with resistance emerging from certain sectors at the central level.

Consequently, for the third year of the GE TA, it was decided to emphasise the focus of the TA at the Provincial and State levels, working in close collaboration with PERRA, SERRA, and DRUs.

4.8 Organisational Allies

As the GE TA had to work through other sectors by providing advice and not by doing direct implementation, the success of mainstreaming

gender in reconstruction and rehabilitation efforts depended upon the team's effectiveness in communicating its message to and getting buy-in from professionals in relevant sectors and organisations. It was also heavily contingent on the receptivity of these professionals and their organisations' senior management to the message being conveyed and the importance of

recognising and addressing the differential needs, concerns, priorities, and capabilities of, as well as constraints for, women, men, girls, and boys. The table below outlines the direct results of the TA and some sample results in priority sectors as of June 2009 linked to the presence of a Gender Team in ERRA, PERRA, and SERRA.

TABLE 5

Direct Results of the GE TA Interventions	Sample Results in Priority Sectors
<ul style="list-style-type: none"> ▶ Initial orientation and regular updates to senior management. ▶ A series of gender workshops delivered to ERRA Programme Managers and M&E staff; 72 persons trained. ▶ Linkages developed with 6 priority sectors for gender mainstreaming: Rural Housing, Livelihoods, Social Protection, WatSan, Health, and Education sectors of ERRA, SERRA and PERRA. ▶ Gender awareness and planning workshops organised in Islamabad, AJK and NWFP: more than 900 participants reached. ▶ 10 social protection coordinators trained in gender awareness and analysis. ▶ Training modules/presentations and a trainer's manual developed on mainstreaming gender in reconstruction and rehabilitation. ▶ 413 PC-1s reviewed with gender lens (106 AJK, 307 NWFP). ▶ 415 CLRPs reviewed from gender perspective (AJK 85, NWFP 330). ▶ 24 meetings of District level GRRN with total membership of 114 (line departments and partner organisations). ▶ GRRN notified by District administration in Mansehra and Abbottabad. ▶ Concept and design for WDCs for nine districts with MoWD, SW&WD in AJK and NWFP and 'Making Markets Work for Women Headed Households' pilot (approved in PC-1s of Mansehra and Muzaffarabad) prepared and MoU signed in February 2008: WDC intervention handed over to Social Protection Cell. 	<ul style="list-style-type: none"> ▶ A fully sex-disaggregated and analysed Targeted Vulnerability Survey (TVS) by the Social Protection Cell: 233,334 vulnerable women (elderly, with disability, orphaned, WHH, women/girls) identified through TVS or 56% of total. ▶ Gender-sensitive Legal Assistance Programme of the Social Protection Cell: 8071 Legal cases registered by women; representing 29% of total cases registered and 91% of these cases resolved. ▶ The medical rehabilitation services reached to 22,483 beneficiaries out of which 40% are women. 519 PWDs have been extended support for education 43% of these are women. Livelihood support is extended to 338 beneficiaries and 24% are women. There are 33% women staff and CRWs employed by this programme. ▶ Women-specific interventions of the Livelihoods Programme: 14% of Community Livelihood Rehabilitation Plans (CLRPs) in AJK and 20% of CLRPs in NWFP under implementation are women-specific interventions. Khushhali Bank accessed 60,229 clients under its Earthquake Livelihoods Rehabilitation Programme out of which 30% were women. ▶ Gender-sensitive targeting of early recovery interventions: total number of women reached under livelihood cash grant assistance represent 27% of total beneficiaries. ▶ Direct outreach to women under the Rural Housing Programme: 43,516 (10% of beneficiaries) women reached of which 28,505 were widows. ▶ Participatory and gender inclusive process at the community level: 1216 Women Village Reconstruction Committees (VRCs) set-up, representing 22% of all VRCs. ▶ 69,440 patients accessed services provided in different health facilities out of which 44% were females. ▶ Increase in enrollment of students in educational institutions functional in EQAAS: stands at 21% for girls and 16% for boys. ▶ As water collection is the responsibility of women, there is a saving of 57 minutes per day, which is equal to almost 43 days in a year if calculated per person per day.

Of particular interest are those reconstruction and rehabilitation initiatives that have led to increased exposure for women. Some are participating in village-level institutions providing new opportunities for women in decision making in the public space usually dominated by men. The participation of women in housing related activities highlighted their capacity and willingness to engage in non traditional activities.

4.9 Gender and Vulnerability Action Plan

A Gender and Vulnerability Action Plan (GVAP) was developed as a pre-requisite for the second ADB loan of \$400 million (PAK 40563). This loan emphasises provision of seismically compliant housing for the earthquake affected people. Within the loan document there is also recognition of the needs, constraints, and priorities voiced by women, and extremely vulnerable individuals and families. Addressing gender and vulnerable dimensions in the context of reconstruction and rehabilitation will not only

lead to improved living conditions but also equitable social and economic opportunities for affected populations.

In order to ensure that benefits of reconstruction and rehabilitation accrue fairly to women, men, boys, and girls and vulnerable individuals and families, a participatory and gender-responsive approach was considered essential in programme implementation. The GVAP was developed by the ADB based on the recommendations contained in the GE TA Inception Phase Report. The Action Plan had a number of activities, with associated targets and indicators, including:

- ▶ Improving rights and entitlements of vulnerable individuals and families to land and house ownership.
- ▶ Equitable access of women and other vulnerable groups to housing reconstruction.
- ▶ Equitable access of vulnerable individuals and families to housing related services.
- ▶ Equal and fair payment of housing reconstruction grants.
- ▶ Strengthening the commitment of ERRRA's management and line/programme managers to gender equality.
- ▶ Enhancing the capacity of actors involved in R&R to assess gender needs and concerns, collecting sex-disaggregated data, carrying out gender analysis and documenting best practices.
- ▶ Developing operational procedures for the implementation of priority sector strategies (i.e., housing, education, and social protection).
- ▶ Improving performance measurement of gender equality and vulnerability results

Results achieved as an effect of the presence of the GVAP, beyond those listed under the rural housing section of this report, include:

- ▶ The adoption of the Gender Policy for EQAA.

- ▶ The recruitment of gender coordinators for PERRA, SERRA and DRUs funded by UNDP-TAMEER.
- ▶ Systematic sex-disaggregation of the Targeted Vulnerability Study (TVS) funded by the ADB.
- ▶ Delivery of demand-driven training workshops in gender analysis funded by CIDA.
- ▶ The inclusion of sectoral checklists in the Gender Policy, the production of Gender and Reconstruction Fact Sheets, which actually became leaflets.
- ▶ Improvements in the collection of sex-disaggregated data for monitoring and evaluation (M&E) processes.

The GVAP was proposed as a compliance mechanism for ensuring implementation of the recommendations provided in the Inception Phase Report January, 2007. However, this was not systematically addressed during ADB Review Missions. The gender team provided input on the first report submitted to ADB by ERRRA in June 2007.

4.10 Community Participation

By looking at issues through the eyes of local communities and engaging them in a participatory manner, it was possible to determine under what conditions some norms and practices could be transformed in support of improved living conditions for all. Gaining the trust and support of the community elders and men, and by providing much needed health services, volunteers and organisations were able to demonstrate the benefits of involving women in a community health initiative. The careful attention given to respecting the norms and values of the context, which earned further respect, led to, in one case, the capacity to raise issues such as child and maternal morbidity and mortality rates, and eventually to an agreement that community women could be trained as community health workers.

BOX 3

Engaging With Community to Reap Collective Rewards

The process of integrating gender dimensions in projects implemented in the EQAA seems to be enhanced when taking into account specific socio-cultural and religious context, within which interventions will take place. More simply put, it is important to look at issues through the eyes of the local community or community members, rather than making assumptions. By doing this in a participatory manner through engaging the

community, it is possible to determine under what conditions some norms and practices can transform, and how the benefits of reconstruction and rehabilitation will accrue to men, women, boys, and girls.

In some of the EQAA, addressing gender issues straight on may be feasible, while in other areas one may need to adopt a more gradual

...contd.

BOX 3

approach, putting aside the jargon, and working with and through men, local leaders, including community elders and religious leaders.

Gaining the trust and support of the community elders and men, and by providing much needed health services, volunteers and organisations such as the Pakistan Red Crescent with the Canadian Red Cross were able to demonstrate the benefits of involving women in a community health initiative. The careful attention given to respecting the norms and values of the context, led to, in one case, the capacity to raise issues such as child and maternal morbidity and mortality rates, and eventually to an agreement that community women could be trained as community health workers. In another case, close collaboration with the community in much needed services, including medical treatment,

access to water so children could bathe themselves, led to an agreement with the elders that a girls' school, that will provide classes up to grade 10, will be built, teachers hired, and religious education would be provided by the Madrassah teachers in the girls school in exchange for computer training for the children of the Madrassah.

Examples such as these set in fairly conservative areas of the EQAA show that addressing the needs, priorities, interests, and concerns of all the community members is possible through a collective vision and commitment of individuals and organisations, which does ensure that the benefits of reconstruction accrue to all.

Case prepared by Christine Ouellette

4.11 Networking and Coordination

Globally, the trend in development practice provides enough evidence that networks act as means to provide not only opportunities of sharing and learning but also to initiate appropriate responses to issues and concerns. Such mechanisms for networking and sharing serve as a 'space' in which women and men from different organisations, sectors, and regions can learn from each other. The understanding and documentation of issues faced by them can then inform reconstruction related strategies and, at

some point, influence decision makers, policy makers, programme planners and implementers. To this end, an important aspect that the GE TA focused on was creating dialogue spaces through the platform of Gender Reconstruction and Rehabilitation Network (GRRN) which helped linking voices of women and men from different levels to the reconstruction process in support of programme effectiveness and relevance. The expected (A) and actual results (B) accomplished from the GRRN initiative are reflected in the box right.

BOX 4

Gender Reconstruction and Rehabilitation Network Initiative in EQAA

A) Expected Results

- ▶ Increased dialogue on gender equality **by engaging** different stakeholders through organising workshops and seminars.
- ▶ Enhanced sharing of gender related experience and information **by establishing** a formal mechanism (gender network) of different stakeholders in the R&R arena.
- ▶ Greater relevance of programmes **by connecting** voices of women from the field to the policy and programme formulation process.

B) Actual Results

- ▶ Commitment by the Chairman, ERRA to identify resources to support the establishment of a nursing school in AJK.
- ▶ Acknowledgement and discussions initiated by UNIFEM with other donors in order to solicit support for gender mainstreaming efforts of ERRA, especially GRRN.
- ▶ GRRN members, AJK identified 10 different projects in the network meetings; adding value to gender related efforts in the region.

BOX 3

- ▶ Submission of concept note by Ibn-e-Sina Afghanistan to ERRA's Social Protection Cell on health related training of service providers for addressing health needs of women in Kohistan.
- ▶ Assistant Coordination Officer (ACO) Abbottabad submitted a proposal to PERRA for inclusion of left out facilities (health sector) in Abbottabad.
- ▶ Advocacy to improve economic opportunities for women by commissioning action research in two affected districts.
- ▶ Fostered collaborative synergies specifically on GE among the stakeholders engaged in the R&R effort.
- ▶ Implementation of the GRRN project demonstrated that small amount of funding with strategic direction can accomplish results like effective coordination between different stakeholders.
- ▶ Indication of acceptance – notification of GRRN in two districts of NWFP by the district administration

4.12 Livelihoods

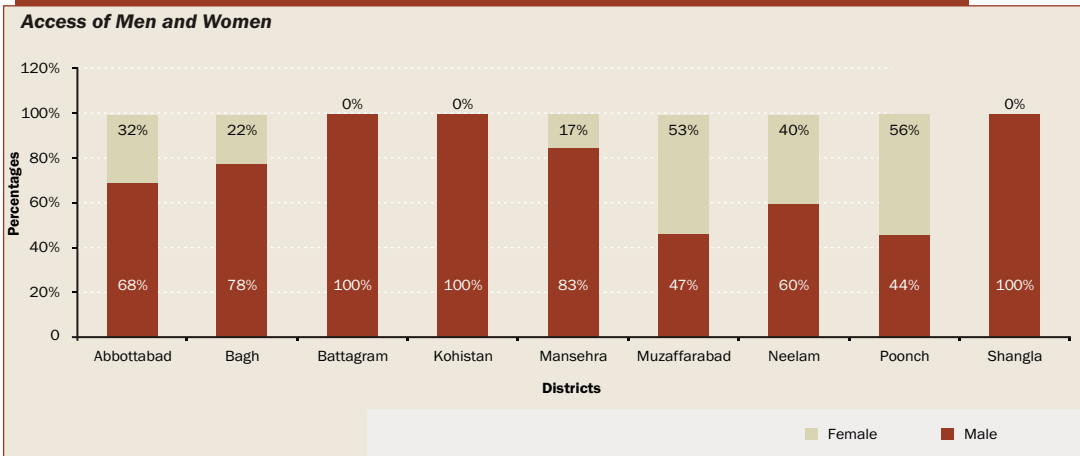
A significant number of Community Livelihood Rehabilitation Plans (CLRPs) recognised the needs articulated by women during the needs assessment sessions. The new realities, despite the limited mobility of women and conservative environments, have compelled ERRA to identify a combination of social and economic activities. However, the struggle continues to strike the right mix of activities to promote gender equality in an inclusive manner, ensuring men are also involved and adopting context-specific approaches in partnership with other stakeholders endeavouring for change in the affected region. By April 2009, 14% of the CLRPs in AJK and 20% in NWFP were women-specific.

The earthquake has created a change in gender roles. Many livelihoods programmes implemented by organisations working in EQAAs are targeting women, despite a conservative socio-cultural environment in which women are not traditionally encouraged to pursue alternative means of

livelihoods. However, the majority of interventions focus on developing traditional skills like sewing and embroidery, which may be considered an entry point. More attention is required to developing market links and building skills that can develop into sustainable economic activities responding to market demand.

A three billion (PKR) Emergency Livelihood Restoration Programme (ELRP) was started by the Khushhali Bank. It mainly aimed at restoring income flows, reducing dependency on relief and reviving local economies. The bank disbursed loans and grants (worth over PKR 903 million) to women and men residing in the nine affected districts. The table below illustrates the percentage of disbursement by region and sex. Women are accessing these services in six out of nine districts, while it was not possible in the remaining three due to the prevailing conservative environment. The four districts of AJK witnessed a fair access of women to micro credit services.

Exhibit 9
Earthquake Livelihood Rehabilitation Programme, Khushhali Bank Ltd, Pakistan



BOX 5

Changing Lives

This case study is from the village of Lower Baghiana, Union Council Pachote of district Poonch Azad Kashmir. The village is situated 1 km from Paniola and 17 km from Rawalakot city. The total population of the village is about 5,460.

Residents of the Poonch district have diversified income sources, such as: farming, livestock and poultry maintenance, government service (both civil and military), private business and overseas employment. Industrial activities are minimal with regards to contribution to income generation.

Income levels of the majority of the population are low, but some families are better off than others, as they depend on remittances sent back from family members working in the Middle East. Internal seasonal migration is also very common as people move around the country looking for better jobs. Women in this area are mainly involved in household chores such as cooking, housekeeping, livestock husbandry, water and firewood collection, etc.

The 2005 earthquake changed the lives of people in the region, their social & financial status, access to education and many other aspects. More than 1,100 persons passed away and over 1,800 were injured.

Hafeeza Begum, wife of Mr. Muhammad Altaf Javaid, a 48-year old woman is a habitant of the village in Azad Kashmir. Her husband was a labourer by profession. Unfortunately he became paralysed during his sickness before the earthquake. He was the only bread winner of the family and was unable to earn and feed his family. The 2005 earthquake created more problems for their family however they remained safe from a major loss.

Hafeeza Begum has nine children and they are all living with her. All were studying before the earthquake. After the earthquake, her eldest son got a job as a teacher.. Her daughter recently got a job in the health department as Health Supervisor. The rest of her children are young and studying.

Hafeeza Begum wanted to support her family after her husband's paralysis but she being uneducated and not possessing any pronounced skills posed a problem for her to earn an income for her family,, although she was producing vegetables for her own kitchen.

At this crucial time of need, a local NGO started some useful projects to support women in the earthquake affected areas. They contacted Hafeeza Begum and enrolled her for the agriculture training. The two week long training was conducted in which the participants were taught about kitchen gardening, use of pesticides, how to get better production, use of local vegetables, community mobilisation and organisation as well as women's role in development at the grass root level. After the training, she utilised the skills which she acquired.

Her ambition was to grow vegetables not just for her own kitchen but to produce these on a larger scale to sell them to support her family. Therefore she got a loan from the local NGO. The credit also included vegetable seeds and pesticides. She worked hard and produced a reasonable and adequate quantity of vegetables. By selling the vegetables in the local market she got a handsome amount. With the money she was able to afford medicines, provide medical treatment to her husband as well as allowing her children to continue their education.

The success story does not end here and her words,

“I hope that some more organisations and/or government organisation would provide support to our women through training, credits and other facilities so they could participate more actively in the development process”, only strengthens the evidence of awareness of untapped potential, hope and a will to strive for the better among women.

Case prepared by Gender Coordinator, DRU Rawalakot, AJK

4.13 Water and Sanitation

The management of household water supply and sanitation is considered to be the responsibility of women and children, especially girls, in most of the affected districts. The water is mainly used for drinking, for watering vegetables grown for the family, gardens, food preparation, care of domestic animals, personal hygiene, cleaning, washing, etc. In this regard, the water, sanitation and hygiene programming in ERRA illustrated potential for highlighting this central role of women and girls as key users and stakeholders in the overall R&R effort.

Given the importance attached to participation of women under the TA it was mutually agreed with the WatSan sector, that ERRA would document these patterns of women's role and engagement in this sector. The details that emerged from case studies created a better understanding of diverse settings and realities prevailing in the affected districts. The district level collaboration formed links between the WatSan and Gender Coordinators. A guideline (questionnaire) was prepared for gathering qualitative information using the pointers given in the checklists annexed to the Gender Policy for EQAAs.

Collection of water is primarily the responsibility of women or children, especially girls, who travel great distances to fetch it. The placement of these schemes at a closer distance has minimised the risk factors which have an effect on their mobility. These aspects have been substantiated in the 5 case studies prepared by the Gender Coordinators in the districts. One out of these is illustrated below.

Furthermore, the Social Impact Assessment Report, March 2008, observes that improved accessibility of communities to safe drinking water saves 57 minutes per day, which is equal to almost 43 days in a year if calculated per person per day.



BOX 6

The Impact of Water and Sanitation Interventions

In the village Sattar Karian which is an 80 minutes drive from Muzaffarabad, located in Union Council Hattian Duppatta, by spending 1.240 million rupees on a partially damaged water supply scheme, the life of over 50 households have changed.

“The water connection supplying water in homes is saving 730 hours to 1460 hours of work (1-2 months) for women and girls in a year.” The water source, a nearby stream, ceased to flow after the earthquake and women and girls had to walk to the nearby river. The physical burden of work included walking two to four hours and carrying back pots of water. With the water now available close to houses, the utility of water has increased. Women use water to clean, sweep, drink, wash and bathe. Even though responsibilities have increased in terms of different activities undertaken by them using water, the availability of water has improved family hygiene. “The incidence of skin disease

has reduced especially among children” said a woman.

Opportunities for social interaction among women while fetching water may have reduced somewhat, however they are now participating in the water committees, and have time to visit each other in their homes. A shift in men's roles has also occurred as the men are now involved in the collection of water when the supply of water comes during the night.

The men reported in the discussion that, “Girls are now getting more time to concentrate on studies.” The tangible benefits accrued point not only to meeting the basic needs, but also highlight the strategic interests of women and them having a say in the happenings of the village and girls having more time available to attend school

Case prepared by Gender Coordinator, DRU Muzaffarabad, AJK

4.14 Social Protection

4.14.1 The implementation of the Landless Policy has been a successful measure in the EQAAs ensuring joint property ownership by all members of the family. Not many experiences exist where control of women over resources prevails. In phase one, out of the 5647 applications, 1730 cases were approved and 10% among these new land-owners are women. In the second phase,⁹ there are 5803 approved cases and among these 9% are women.

4.14.2 The Women Development Centres (WDCs), a joint project of the MoWD, ERRA and the governments of AJK and NWFP, established a link for ERRA's gender mainstreaming activities with the national mainstream, also mobilising national resources for recurrent costs, thereby strengthening future sustainability, and also reflecting additional availability of resources specific to the needs of women, particularly women victims of violence.

The planning and implementation of the approved WDCs in the nine affected districts in collaboration with the Social Protection Cell and with the support of the Federal Ministry of Women Development and the State and Provincial departments of Social Welfare and Women Development is progressing well. At the time of writing, 4 PC-1s for the construction and establishment of WDCs had been approved (Mansehra, Abbottabad, Kohistan, and Muzaffarabad), the construction and setting-up of the WDC in Muzaffarabad is complete, and the construction of the WDC in Abbottabad and Mansehra was in progress. The WDCs will provide psycho-social, medical, and legal aid to women, as well as livelihoods related opportunities and residential facilities.

BOX 7

Women Development Centres in Earthquake Affected Areas

A collaborative project for the establishment of WDCs was initiated in the nine earthquake affected areas of NWFP and AJK. ERRA's support is ensured for the construction of WDCs in nine affected areas and a pilot initiative on Making Markets Work for Women-Headed Households is to be housed in Muzaffarabad and Mansehra WDCs. The recurring expenses will remain the responsibility of the Ministry of Women Development (MoWD), whereas land will be made available by the NWFP and AJK governments. The services will include:

- ▶ 24 hour free medical aid and legal aid services, among others.
- ▶ Social and psychological counselling.

- ▶ Investigation of cases of violence.
- ▶ Establishing linkages with law enforcement agencies.
- ▶ Refuge for women who require shelter for more than 24 hours.
- ▶ Rehabilitation through microfinance services.
- ▶ Vocational training for market-based goods or services.
- ▶ Small Business Development and Management training.
- ▶ Linkage to marketing mechanisms.
- ▶ Linkage to microfinance institutions.

⁹ According to June 15, 2009 report from Social Protection Cell, ERRA

BOX 5

Adaptability and Determination

This case study relates the story of a courageous woman in Bagh district who obtained a small loan from an NGO to improve her skills and bring prosperity back to her life and to that of her family. This is a story of adaptability, determination and hard work of a woman, who is now a role model for others, in their long journey of fighting poverty. It also reflects the potential for transformation of the traditional role of women in society, during the earthquake reconstruction and rehabilitation era.

District Bagh of the AJK Government is 155 km North-East of Islamabad and 100 km South-East of Muzaffarabad. District Bagh was declared an independent administrative district on April 1, 1987. It consists of three Tehsils: Bagh, Havelli and Dhirkot. The population of district Bagh as per the 1998 Census was 0.395 million with a projected population growth of 2.6% annually, with therefore a current estimated population of 0.5 million. The average household size is 7.4 persons per family. The case study is from village Kathi in Rera, Union Council Swanj of district Bagh. The village is situated at about 8 km south of Bagh city. The community has village level organisations, both male and female, established by NGOs like NRSP, Maqsood Welfare Organisation and Sukki Foundation.

Nasreen Begum, a 30 year old woman, is a resident of the village Kathi in Rera. Her family consists of three sons and one daughter, all of them of school admission age.

Nasreen is an illiterate housewife and had little income earning skills to support her family. Before the earthquake, Nasreen's husband used to run a small shop that hardly covered the family needs. Unfortunately, the earthquake destroyed not only the shop and the household's source of income, but also dampened the spirit of her husband. Although her husband's morale was down and he could not re-build his shop, he kept his involvement in agricultural labour. Nevertheless, the money he earned was way less than the family needs. Hence, Nasreen decided to take over the financial responsibility of the family in these trying times.

Following the earthquake, the only hope of the community to survive, was the immediate response of the Government and NGOs, who in turn, provided support and relief assistance. They provided the community with shelters, food, basic health and education services, reconstructed roads and water supply systems. Local NGOs also provided assistance in different arenas such as: fruit & vegetable production, replacement and repair of damaged traditional irrigation systems, restoration of small access roads, rehabilitation of emergency employment centres and provision of microfinance facilities.

Nasreen wanted to start a new shop near the Girls Intermediate College, in Rera, close to her village. The Women Community Organisation (WCO) she had recently joined supported her request, and she obtained a credit of Rs. 25,000 from the Sukki Foundation and a cash grant of Rs. 18,000 from the ERRA programme. Nasreen first started her shop in a tent, selling basic food products and stationery. As her sales increased, she established a proper shop and purchased a freezer for her perishable supplies. A few months later, Nasreen started to sell tea to school staff.

The shop was a tremendous success and within 10 months Nasreen was able to pay back her loan of Rs. 25,000 to Sukki Foundation. She is now earning enough income to meet the basic needs of her family.

The improvement of Nasreen's financial situation reflected positively on her children's education as well. Three of her children are going to school with the financial assistance by the school to the family and to acknowledge her successful experience.

This success story also changed the perception of the villagers with regards to women's role in economic development. They now believe that females are not supposed to stay indoors, leaving their men running their lives; rather, they should be part of the workforce hand in hand with men. For them, the biggest concern is to have the family's full confidence and support.

Case prepared by Gender Coordinator, DRU Bagh, AJK

4.14.3 Legal Aid and services were offered at Tehsil level to vulnerable groups, especially widows and orphans, to attain their lawful rights; 8071 legal cases were registered by women; representing 29% of total cases registered and 91% of these cases stand resolved.

4.14.4 Targeted Vulnerability Survey (TVS) is an outcome of ERRAs Social Protection Strategy and its main objective was to collect and compile detailed primary data on the vulnerable groups in the earthquake affected areas, in order to assess the scope and scale of vulnerabilities. The Gender Team provided input to the Social Protection Cell on designing a data collection instrument that would allow for the disaggregation of data by sex and subsequent gender analysis of this data.

The information collected through TVS is aimed to facilitate ERRAs in the ongoing and future development and implementation of targeted rehabilitation interventions such as provision of

cash grant and income support to the most vulnerable households; assistance in housing reconstruction and land acquisition; livelihoods development and vocational training opportunities; social welfare programmes; medical rehabilitation, and legal and administrative support in protection of land and property rights, especially for women and children.

The sex-disaggregated data presented in the table will be very useful for developing interventions specific to rehabilitation for each of the four categories of vulnerable persons. It could also be used to link the identified vulnerable persons in the ongoing rehabilitation interventions and programmes implemented by ERRAs and other national and international NGOs.

TABLE 6: Sex-Disaggregated Data by District and Vulnerability

District	Persons with Disabilities		Orphans		Female Headed Households	Elderly Without Care		Totals		Grand Totals
	Male	Female	Male	Female		Male	Female	Male	Female	
BAGH	17,262	10,545	5,642	5,274	8,696	77	37	22,981 (48%)	24,552 (52%)	47,533 (11%)
MUZAFFERABAD	25,788	15,179	10,951	9,478	14,149	633	297	37,372 (49%)	39,103 (51%)	76,475 (18%)
NEELUM	7,830	4,602	1,949	1,701	2,748	24	5	9,803 (52%)	9,056 (48%)	18,859 (4%)
POONCH	14,222	8,055	3,755	3,923	9,214	78	44	18,055 (46%)	21,236 (54%)	39,291 (9%)
SUDHNOTI	3,118	1,632	1,200	1,278	3,293	12	11	4,330 (41%)	6,214 (59%)	10,544 (3%)
Totals	68,220	40,013	23,497	21,654	38,100	824	394	92,541 (48%)	100,161 (52%)	192,702 (45%)
Totals AJK	108,233 (56%)		45,151 (23%)		38,100 (20%)	1,218 (1%)		192,702 (100%)		
ABBOTTABAD	9,194	5,262	4,945	4,763	11,491	268	222	14,407 (40%)	21,738 (60%)	36,145 (8%)
BATTAGRAM	5,776	3,884	4,994	3,975	5,372	1,026	444	11,796 (46%)	13,675 (54%)	25,471 (6%)
KOHISTAN	9,797	5,541	5,187	3,192	1,593	263	103	15,247 (58%)	10,429 (42%)	25,676 (6%)
MANSEHRA	23,681	13,150	17,306	15,590	26,649	1,675	740	42,662 (43%)	56,129 (57%)	98,791 (23%)
SHANGLA	11,305	9,178	9,704	7,923	13,376	1,124	735	22,133 (41%)	31,212 (59%)	53,345 (12%)
Totals	59,753	37,015	42,136	35,443	58,481	4,356	2,244	106,245 (44%)	133,183 (56%)	239,428 (55%)
Totals NWFP	96,768 (40%)		77,579 (32%)		58,481 (25%)	6,600 (3%)		239,428 (100%)		
Totals AJK & NWFP	127,973 (62%)	77,028 (38%)	65,633 (53%)	57,097 (47%)	96,581	5,180 (66%)	2,638 (34%)	198,786 (44%)	233,344 (56%)	432,130 (100%)
GRAND TOTALS	205,001 (48%)		122,730 (28%)		96,581 (22%)	7,818 (2%)		432,130 (100%)		

4.15 Rural Housing

The strategic approach of the Rural Housing Reconstruction Programme (one of the initial interventions of ERRA) endorses measures for minimising socio-economic distortions, inequities and disparities.

The rural housing compensation through ERRA is reaching over 443,617 home owners of destroyed houses. Among these, 43,516 are women beneficiaries and 28,505 among them are widows. This data confirms that fairness and sensitivity was adopted in the owner-driven approach taking into account the new role of a number of women as household heads after the earthquake.

The special measures for vulnerable individuals and families included the issuance of national identity cards by NADRA, setting-up grievance redressal mechanisms, targeted information campaigns improving women's access to their entitlements and resources. ERRA partners built houses for the most vulnerable groups, especially widows and women-headed households. The design options prepared by NESPAK are also sensitive to the needs of persons with disabilities.

The owner-driven approach and emphasis on community participation stressed a social mobilisation strategy leading to the formation of 4086 male, 1216 female, and 364 mixed Village Reconstruction Committees (VRCs) in the affected areas. The 5,595 VRCs in AJK and NWFP have 60,325 VRC members out of which 30% are women. Input was also provided to UNHABITAT for developing a Gender and Social Mobilisation Module that was later used by the partner organisations for promoting participation of women in housing reconstruction.

4.16 Education and Health

The analyses of data collected from these sectors observe that presently enrollment of girls (21%) in educational institutions was more than the boys (16%). Also it was recorded that the number of rooms in the girl's schools has increased, reflecting the conscious efforts of improving educational infrastructure and facilities for them.

The facilities in the health sector like Rural Health Centres, Basic Health Units, etc., are providing adequate coverage to a large number of patients in earthquake affected areas. The data recorded 69,440 patients (30,351 males and 39,089

female patients) to have benefited from these services.

Events such as the gender and health, and gender and education discussion forums convened in Abbottabad and Muzaffarabad called attention of the decision-makers to issues experienced by women and girls while accessing health and education services in addition to the existing gaps related to infrastructure requirements for delivery of sectoral activities in these remote districts.

For health-specific discussions in NWFP, the presence of female service providers was considered critical, be it the Lady Health Workers or doctors, because the availability of such staff influenced access of women and girls to these services. For ensuring presence of female staff in the remote areas, incentive and availability of hostels and the presence of a secure environment is crucial.

In the education specific discussions in AJK, the importance of gender equality was recognised and primary education implementation which was mainly being led by women was also cited. It was also articulated that in all these efforts, the involvement of communities, religious leaders and parents was important. The voices of boys and girls need to inform the education policy before it is finalised. The need for gender-sensitive curriculum development was stressed and a careful review of the fundamental messages that are being fostered through the curriculum was suggested.

The discussions, held with a gender and sectoral focus, were the first of their kind and served as an opportunity to clarify gender concepts for sectoral managers and highlighted the possibility of establishing collaborative links while addressing gender concerns in education and sectoral activities in health.

BOX 9

ERRA Rural Housing Cash Grant - Presence of Gender-Sensitive Support Mechanisms

The 2005 earthquake razed to the ground thousands of houses in its wake, in turn affecting people in AJK and NWFP especially the lives of women and children who are perceived as part of the most vulnerable group in the affected areas. A Housing Cash Grant Scheme was initiated by ERRA for the reconstruction of damaged houses for assisting the affected people. The eligible people received a cash subsidy for the reconstruction of their damaged houses and are now able to live a better and more protected life in these areas.

Council Ajmera is two kilometers from District Battagram with a population of about 200 households. Most of the people are of Swati origin and are engaged in agriculture activities or private jobs in the nearby district headquarter. Access to proper water supply in the whole area is a problem. Furthermore, there are no health facilities in Ajmera; so people go to the District Headquarter Battagram. Schools are functional only up to middle grade in the area for both boys and girls.

Gul Nisa, widow of Mohammad, lives in Union Council Ajmera District Battagram. A mother of three sons and two daughters, she lived all by herself because her daughters were married and the sons lived separately. She was a poor woman and had no source of income except for the crops grown on a piece of land and the milk produced by a few cattle that she owned.

The earthquake left her house partially collapsed and unfit for habitation, so she had to move to her daughter's home. At the time of the earthquake, she was outside feeding her cattle. Relating her experience she talked about the havoc caused by the natural disaster., "I have never experienced such type of tremors in my life because all of a sudden the houses and other buildings in the area became debris". She added, "Thank God, my house was not destroyed completely".

ERRA started damage assessment surveys under the supervision of the Pakistan Army to

compensate affected people properly. The Livelihood Cash Grant Assistance programme was also initiated with an aim to help the vulnerable to cope with the emergency situation. Rs. 25000 were distributed to each household in all the affected districts. Complementarily, the ERRA Housing Cash Grant scheme was launched to compensate affected people in reconstruction of their houses under three categories: fully damaged (Rs. 175,000), partially damaged (Rs. 75,000) and negligible damage (25,000).

Gul Nisa was able to register under the partially damaged category and her form was filled on the spot for Rs. 75,000. Being an illiterate woman, she was not capable of filling out the form and was unaware of how to process it. The cultural environment further constrained her from visiting the bank in person so that a bank account could be opened for receiving the transfer of the sanctioned money. However, the village people and the NGO BEST (partner organisation of ERRA) facilitated her throughout the whole process and she obtained the cash grant of Rs. 75,000 for the reconstruction of her partially damaged house.

Before the earthquake, people were living in mud houses, now they have reconstructed brick and block houses with the financial help extended under the Housing Cash Grant Scheme of ERRA. Gul Nisa is among the few lucky women who succeeded in getting financial support for house reconstruction. She now resides in a seismically safe home. Despite the conservative socio-cultural environment, which is not very women-friendly, she managed to access the disbursement process of the housing grant. Her ability to access the grant clearly indicates an aspect of inclusiveness in the disbursement system. In addition, it reflects that the local facilitation mechanisms to access services were in place and recognised the needs and constraints faced by these groups especially women.

Case prepared by Gender Coordinator, DRU Battagram



The purpose [...] of these partnerships and linkages was to foster synergies and alliances on gender equality.

5. Partnerships and Linkages

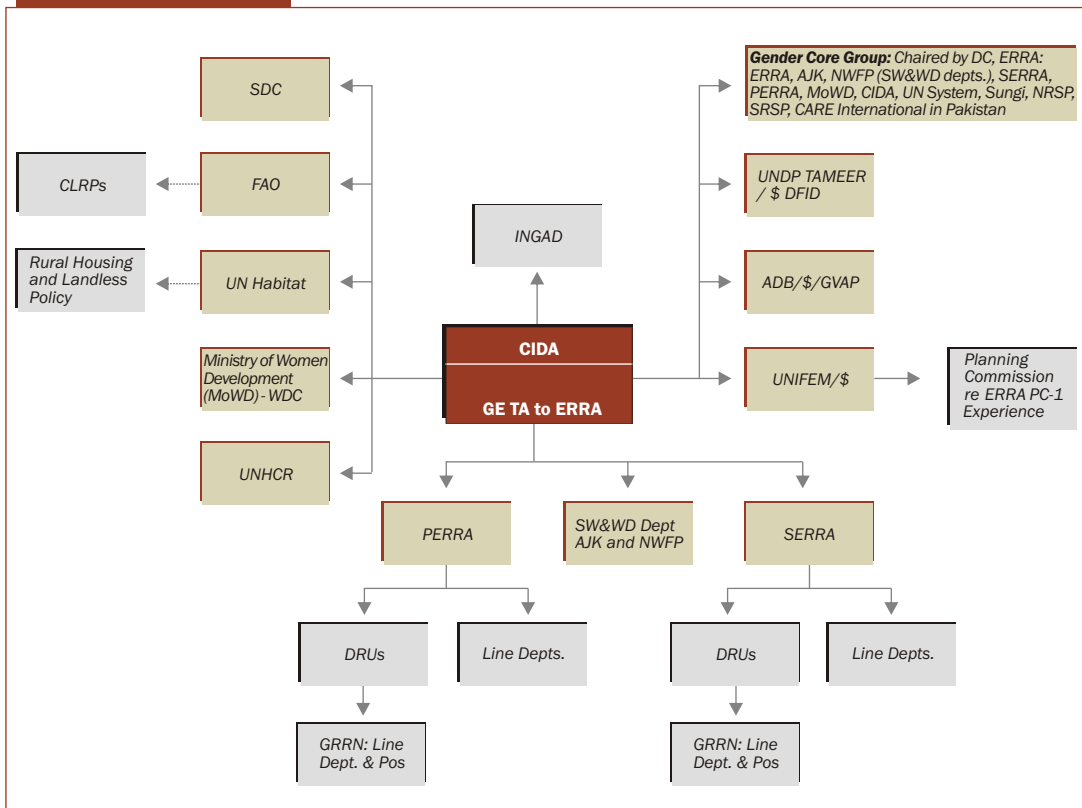
A number of formal and informal partnerships, alliances, and networks were created and strengthened with civil society, government, UN organisations, donors, the media, etc., as a result of the implementation of the TA as illustrated in the stakeholder map on the next page.

The purpose and levels of these partnerships and linkages were to foster synergies and alliances on gender equality. These partnerships also enabled the Gender Team, with the active support of ERRA's management, to leverage additional resources for gender equality activities in the earthquake affected areas. Some of the initiatives, instrumental to addressing gender considerations at the planning, design and implementation stages were made possible by this pro-active undertaking. They include the placement of Gender Coordinators in PERRA, SERRA, and DRUs supported by the DFID funds channelled through the UNDP-TAMEER project,

the setting-up of the District level Gender Reconstruction and Rehabilitation Networks sponsored by UNIFEM, the construction and establishment of the Women Development Centres in the nine affected districts using Government of Pakistan funds.

Conscious attention to relationship-building and creating these linkages at the start of the GE TA led to securing financial and moral support from donors and organisations in the R&R effort. The relationship building efforts were instrumental in the delivery of the GE TA and in shaping the Gender Policy for Earthquake Affected Areas. The AJK and NWFP Social Welfare Women Development Departments (SW&WD) and the Ministry of Women Development were identified upfront and considered as critical actors who would have the role to ensure sustainability of efforts made with their collaboration throughout the period of the TA to ERRA. After the first

Exhibit 10
GE TA Stakeholders Map



meeting between MoWD and ERRA's leadership in January 2007, a concept for establishing WDCs in earthquake affected areas (on the lines of a project already implemented by MoWD) was proposed.

Also the organisational gender diagnostic pointed at weak coordination, specifically on gender issues, among stakeholders working at the district level. Setting-up the GRRN offered an opportunity for sharing experiences and information (gender practice and programming) in the affected districts. In the process of establishing these networks, the district realities, such as the administrative structure was duly considered and in most districts took the lead. At the time of writing, 114 organisations from CSO and government line departments are members of the GRRN.

The innovative networking efforts in the affected districts became relevant in the absence of formal collaboration and coordination mechanisms on GE among government line departments as compared to those prevailing among civil society organisations. These activities systematically highlighted issues, promoted horizontal and vertical engagement between ERRA, PERRA, SERRA and the line departments. These dialogues also became the basis for sectoral collaboration specifically with social protection, livelihoods, DRM, and WatSan sectors in ERRA.

The establishment of WDCs, the tripartite partnership between ERRA, MoWD and SW&WD departments AJK and NWFP and of the GRRN illustrate GE practice-based initiatives. The presence of such initiatives has fostered greater buy-in and ownership by decision-makers working from different positions in these government agencies.

6. Knowledge Products

Gender mainstreaming efforts were aimed at improving awareness, building skills to plan, implement, monitor and evaluate programmes and related projects, as well as influence policy making processes. Important to this is the availability of a set of tools for guiding the staff (on a self-help basis) to integrate gender dimensions in operations. Also critical in this is advice for promoting use of these available knowledge products on gender equality in order to build understanding and commitment to change.

This section describes knowledge products (publications, articles, studies, campaigns, discussion forum proceedings) or tools (guidelines/checklists, manuals, protocols) developed as part of project activities, specifying the purpose and audience of these products. Actual products are not included in this report but are referenced in Annex 3.

Some of the details about methodologies employed from inception to completion include:

The Policy Review Matrix pin-pointed the gender and social dimensions reflected in key strategic documents of ERRA. It was designed to reaffirm within ERRA that gender equality was an integral theme of its strategic priorities and not an agenda brought in from elsewhere.

The **Gender Checklists** as an annex to the Gender Policy for Earthquake Affected Areas were developed in light of sectoral priorities and commitments contained in individual sectoral policies and strategies to promote and guide the integration of gender equality principles in different stages of a project cycle. These were not only ERRA-centric but also catered to the needs of other agencies and the partner organisations engaged in the response to the earthquake.

The importance given to gender equality in reconstruction and rehabilitation was also reflected in **ERRA's Annual Reviews**. The GE vision was incorporated in the First Annual Review 2006. Although the information is prepared on yearly basis, and in the Annual

Review 2007-08, it appeared as one of the articles describing trend setting interventions of ERRA. Numerous presentations were done to share the gender mainstreaming experience of ERRA with others and the participation of ERRA's Gender Team members in international workshops held in New Zealand and Philippines is worth mentioning.

The presence of gender coordinators, at their posts for a year, led to fostering sectoral linkages at the operational level. Questions were posed about the results from these field activities and identified a need for documentation of implementation processes. Guidelines were prepared for developing **Case Studies**, highlighting steps to capture gender patterns. These were used by the extended gender team working in the field with a purpose to capture the patterns of engagement of women or girls and specifically for recording the changes that have occurred in their lives as a result of R&R initiatives.

Gender training is one of the means to support behaviour and organisational change. Providing gender training is not a one-time activity and delivery of trainings by skilled human resource becomes easier by availability of a trainer's manual. The developed **Gender Mainstreaming Trainer's Manual** served as a tool to support gender coordinators at State, Province and Districts levels. Due to security related risks, the members of ERRA Gender Team were constrained from travelling and this led to slowing down the district-based capacity building activities. After a three-day training of trainers, this manual was refined and published with the objective to assist the Gender Coordinators as a reference guide in planning and delivering Gender Awareness and Planning Workshops to the staff of PERRA, SERRA, DRUs, Line Departments and members of the District Gender Reconstruction and Rehabilitation Networks (GRRN). The content of the modules included in this manual has been used in delivering similar workshops in ERRA since January 2007.

The preparation of different **Concept Notes** served as a protocol for planning activities. The gender related ideas and thinking influencing practice were shaped into briefs (for e.g. GRRN) and these became an integral part of the inception phase report January 2007. Others included concept note on WDCs (details in earlier section), Gender Responsive Budgeting, etc.

Gender related Amendments in ERRA Formats were also proposed in the existing organisational procedures used for planning, such as the PC-1 format and by the donor sponsors coordination cell (in the template of) issuing of the no objection certificate (NoC).

The **Report on Services of Interest to Women & Gender Programming in the Earthquake-Affected Areas of Pakistan** published in 2007 mapped out interventions implemented by organisations to cater to the needs of women and girls specifically and also to address gender related issues in Reconstruction and Rehabilitation. These included some of the steps taken to create a more enabling environment for the participation of women, girls and vulnerable groups. It was instrumental for gaining a better understanding of the geographical coverage, the nature, and reach (in terms of beneficiaries) of the sectoral programmes and projects in the recovery, reconstruction and rehabilitation efforts. The document includes information disaggregated by district and sector which can serve as a tool for different stakeholders to identify gaps and to guide future programming design and implementation. For details, see ERRA's website.

A **Leaflet on Services of Interest to Women and Girls in Earthquake Affected Areas** AJK and NWFP has been published and updated regularly. This leaflet is an inventory of projects implemented by the government and civil society organisations (CSOs), and private organisations in the EQAAs catering specifically to women and girls. A detailed report on projects as mentioned earlier could not be published but this tracking of 'who is doing what, where, in which sector' has received more attention from the organisations i.e. sectoral trends of services in these districts were identified. The Urdu translation was also done in order to facilitate provision of information to the local communities.

7. Challenges and Lessons Learnt

Common barriers identified through global experience to addressing gender equality issues include:

- ▶ Working in and with male-dominated sectors, institutions and technologies where gender equality is not considered an issue or a priority.
- ▶ A lack of awareness, understanding and information about gender equality issues among stakeholders and decision- and policy-makers.
- ▶ A lack of organisation, voice, information, education, technical skills, time, and status among women connected to or affected by, in this instance, recovery, reconstruction and rehabilitation efforts.
- ▶ A lack of established connection between women's organisations, formal and informal, and the implementing partners and institutions.
- ▶ Lack of encouragement, incentive and opportunity to change.
- ▶ The length of time often required for attitudinal change to take place.
- ▶ Evaporation of financial support even when there is expressed resolve for ensuring gender equality; the national crisis linked to dislocation of the population.
- ▶ Assumption based planning due to non-availability or collection of sex disaggregated sectoral data and information.

Raising and addressing gender equality issues in the face of such barriers requires a culturally sensitive and appropriate approach. There is no blue print available and this is best guided through experienced advisors along with careful identification and selection of "champions".

Over the years, a number of useful entry points to address gender have emerged, such as:

- ▶ Engagement of credible gender expertise to help guide the integration process seeking to achieve gender equality.
- ▶ Credible research, data and analysis of gender issues relating to the recovery, reconstruction and rehabilitation efforts.
- ▶ Support from one or more credible, influential champions from within the organisation and the development of a network of allies.

- ▶ Dialogue among senior stakeholders to review research and identify, assess and confirm gender equality issues and implications.
- ▶ Establish linkages with and strengthen capacity of implementing partners, with special focus on women's organisations.
- ▶ Gender issues and analysis integrated into training programmes at all levels.
- ▶ Emphasis on women's economic role as income earners, producers, consumers, users, and labour market participants.
- ▶ Exposure to role models, successful case studies and working demonstrations.

When the Gender Team started at ERRA, the level of awareness of gender issues within the organisation was uneven and the capacity for gender analysis was lacking. There was also a pervasive sense that soft issues were not relevant.

In order to overcome this situation, the first step was therefore to build awareness about gender and its related concepts, linking these to the social and gender implications of reconstruction and rehabilitation policies, strategies, and programmes.

Gender awareness alone was, however, not sufficient.

Key factors in overcoming challenges to mainstreaming gender in ERRA's recovery, reconstruction and rehabilitation efforts included, among others:

- ▶ Senior leadership's willingness to listen, learn and become the champion for gender mainstreaming in ERRA and the R&R efforts. This was made possible by ensuring that gender dimensions were relevant to the response to the earthquake using examples, data, and questions that related to the leadership's concerns and priorities, while seeking to enhance effective implementation and results.
- ▶ Transforming the mainstream is a process that takes time and is context-specific. Crises such as the 2005 earthquake or the current IDP crisis can create windows of opportunities for innovation and paradigm shifts. These shifts however must occur not only at the institutional or organisational level, but also at

- ▶ the individual level. We need to personally uncover and rethink our own outlook and vision to minimise the risk of reproducing behaviours prevalent in the dominant global culture.
- ▶ Commitment to gender equality and gender mainstreaming, key steps in the process of transforming the mainstream must go beyond policy statements by donors, government bodies, implementing partners, and international and national NGOs. Commitment to gender equality and gender mainstreaming must also be reflected in goals, objectives and/or results both at the output and outcome levels, whether in policies, programmes, or projects, through: a) clearly articulated gender sensitive as well as gender specific (in most instances women/girl specific, although there will be cases where these may be related to men or male youth and boys) results and indicators to measure progress and to define mid-course corrections in approaches, etc., b) resource allocations both in terms of financial resources and human resources so that interventions required to achieved stated results can be implemented.
- ▶ A clear link between the gender mainstreaming efforts in R&R and national policies and international commitments agreed to by the Government of Pakistan.
- ▶ Building relationships with key decision-makers at the Federal, Provincial, and State levels, as well as involving donors and leveraging resources to pilot initiatives in the EQAA, such as the Women Development Centres and the Gender Reconstruction and Rehabilitation Networks, and placing gender coordinators in PERRA, SERRA, and in each affected District.
- ▶ Achieving broad-based buy-in for gender mainstreaming by senior managers in general.
- ▶ Recognising that advice alone would not ensure that gender considerations would be taken into account. A gender infrastructure to support gender mainstreaming efforts at the central, provincial, state, and district levels was also required.
- ▶ Adopting a collaborative and incremental awareness-building approach.
- ▶ Adopting a constructive engagement strategy with ERRA combined with a flexible, pragmatic/realistic and change management approach to gender mainstreaming, recognising people's entry point.
- ▶ Acknowledging and taking into account the cultural norms and practices in a given EQAA and adopting culturally-sensitive approaches combined with identifying entry points and champions who will support the delivery of effective assistance and services to all, and especially to women and children.
- ▶ Demonstrating through sex-disaggregated data, the differential impact of the EQ on women, girls, men and boys of all ages, capacities, and abilities. To be able to define interventions (policy, programme or project level) that will deliver results, it is critical that appropriate sex-disaggregated data be collected at the outset and each time progress is assessed, whether through internal monitoring or external monitoring and evaluation. In addition to collecting sex-disaggregated data, the analysis of this data and internal capacity to do so is essential. This will ensure that the needs, priorities, aspirations, capabilities, constraints of women, men, girls, and boys are understood, and that policies, programmes and/or projects are designed and planned accordingly, thereby maximising the probability that their practical needs and strategic interests will be met.
- ▶ Making materials relevant to the work undertaken in R&R and EQAA context.
- ▶ Adapting communication and training materials to the local context and realities. Case studies and handouts developed reflected the ground situation which was developed after conducting field visits and discussions with communities. The use of the local language was considered especially important for creating greater understanding.

Furthermore, as the GE TA had to work through other sectors by providing advice and not doing direct implementation, the success of mainstreaming gender in reconstruction and rehabilitation efforts depended upon the team's effectiveness in communicating its message and influencing professionals in relevant sectors and structures. It was also contingent on the receptivity of these professionals to the message being conveyed. The presence of the GE TA within ERRA enabled organic relationship-building and the capacity to seize opportunities as these emerged. Had the GE TA not been embedded in the organisation, many of the results achieved would not have been feasible. Having a peer-based team, consisting of an international and a national consultant, allowed for ongoing situational analysis through exchange of views, ideas and discussion on ways forward. It also fostered a team spirit grounded in mutual support and professionalism.

8. Sustainability and Next Steps

The strategy of a sustained engagement with a variety of the government actors and CSOs has added value and furthered the GE TA objectives. Specifically, it is visible from the involvement of AJK and NWFP Social Welfare Women Development departments (SW&WD). Both the WDCs and GRRN projects mentioned in an earlier part of the report have these departments actively engaged in a relationship consciously fostered from the start. The signed MoU clause includes an agreement of the SW&WD departments of AJK and NWFP to continue running the WDCs beyond three years after the support for operational costs by MoWD comes to an end. It also reflects their readiness and attention to the needs and sensitive issues faced by women. Here the commitment and readiness of SW&WD departments of AJK and NWFP must be recognised and acknowledged, even though capacity and resource gaps exist in these departments. The Provincial Gender Reform Action Plan (GRAP) is intended for strengthening gender related institutional capacities of provincial departments (NWFP) and there are other donor-funded initiatives present in AJK supporting Gender Equality.

The continued presence of Gender Coordinators in PERRA, SERRA and DRUs supported the effective implementation of ERRA's Gender Policy. It was the basis for engaging the officials of the government line departments and other interested partners in a continuous dialogue. The PERRA and SERRA gender-related work plan for 2010 is premised on promoting a common understanding of the future policy implementation processes; related actions - clarifying the roles and responsibilities of various officials especially in PERRA, SERRA and DRUs.

ERRA is aware of the benefits and value in continuing the organisational GE function beyond September 2009 up to 2011 as there is a concern that the attention to gender mainstreaming at the central level may otherwise diminish. Gender Equality is considered a cross-cutting theme like environmental safeguards and disaster risk reduction, all of which are planned to continue throughout the life of ERRA. There is a

need to reinforce the District level efforts, however the efforts at central level have to also continue in order to monitor, guide, and lay emphasis on maintaining gender on the organisational agenda. Terms of Reference (ToRs) for a Gender Specialist were prepared and have been approved by the Deputy Chairman. Efforts are underway to identify the person and mobilise additional financial resources.

At this stage, it is of great importance for ERRA to continue collection of sex-disaggregated data from the field and maintain emphasis for periodic reporting on the gender outcomes. This can only be ensured by regular tracking and use of gender-sensitive reporting formats developed under the ERRA M&E framework.

The pilot supported by UNIFEM - GRRN project comes to an end in July 2009. The results of the project and recommendations emanating from the GE Conference held on May 28, 2009 in ERRA influenced UNIFEM to convene a meeting of donors to share the experience of GRRN - a dialogue forum established in eight affected districts. Disseminating and scaling-up successful innovations such as the GRRN will also be critical. In addition to the discussions on the future of the GRRN initiative, a set of gender-related actions were identified and approximate costs were provided and shared with the gender and development donor group INGAD.

Hopefully these follow-up discussions initiated by UNIFEM with UNDP, DFID, and CIDA will bear results. In this, a proactive role of PERRA and SERRA remains important. Their input for conceptualising and developing proposal briefs is critical, for translating the priorities of the Province and the State into actions.

CIDA's experience with Gender Equality Technical Assistance to ERRA has yielded some important lessons and results for CIDA's future response to emergencies in Pakistan and other countries. The knowledge products developed under the GE TA have also been widely disseminated across CIDA. The guidelines developed for integrating GE within PC-1 documents will continue to be important for CIDA's other partners, such as the

Planning and Development Departments at the Federal and Provincial levels, and will continue to inform CIDA's future work with the Government of Pakistan.

UNIFEM is building on this experience and establishing links and strengthening the process of institutionalising GE principles in the work of relevant stakeholders - the Social Welfare and Women Development Department (SW&WD), AJK. UNIFEM is in discussion about placing a gender advisor in SW&WD, AJK and is being encouraged to include in the ToRs of the advisor a link with operationalising WDCs in AJK. Also an extension of the GRRN project is in process by UNIFEM, which confirms the existing and continued support for Gender programming in ERRA, specifically in connecting concerns emerging at the operational level with the policy-makers.

The present displacement and conflict situation has led to an opportunity for the sharing of ERRA's gender mainstreaming experience. A gender-sensitive approach in IDP related planning, implementation; monitoring and evaluation promotes conscious knowledge that needs, aspirations and capacities are not homogenous. Conscious attention ensures that the benefits accrue fairly to all the population groups. Some population groups, especially women and girls, may experience exclusion if decision-makers ignore their needs. The experience of October 2005 earthquake adequately substantiates the benefits of maintaining this focus. Much effort may not be required because a model already exists for managing and guiding emergency situations. In these efforts, gender related exposure and buy-in of senior policy makers is crucial.

It is hoped that the experience with GE in ERRA, now being transferred to the IDP response, will also be shared by key stakeholders and GE supporters in the GoP, among donors, civil society and humanitarian organisations, and to broader structures responsible for responding to emergencies in Pakistan.

It is only befitting to conclude our report by pointing out the importance of an incremental, pragmatic and constructive approach when engaging with and promoting gender equality premised on principles of change management; the starting point being that of the individuals within organisations and communities with whom

we are working, rather than where we would like it to be. This may lead to a perception that progress will be somewhat slowed down, however building relationships and buy-in at the outset will enhance and even accelerate implementation and participation of all. This also means acknowledging what exists and what can be built upon i.e. working for change by understanding the rules and norms of the organisation, whether these are related to policies, operational environment, or other factors. The starting point for collaborating with staff (senior and professional) included developing a connection between GE principles and their work related aspirations and understanding their work related challenges rather than imposing what was perceived by the team as correct. Such an approach helps in countering commonly faced resistance towards gender equality.

The approval of the ToRs for a new Gender Specialist position by ERRA is a step towards sustaining the GE efforts in reconstruction and rehabilitation. Important in all this is developing work plans, regular tracking of the gender results, and systematic gender analysis and ensuring inclusion of gender perspective in the reporting instruments of ERRA.

The upward interest expressed by ERRA, the UN system, donors and other agencies in continuing support for gender equality along with requests from different stakeholders, as well the articulated ownership of the senior management of ERRA confirms, recognition of gender equality as a critical condition to achieve the objectives of 'building back better'. The process of institutionalising gender and organisational change is happening as the ERRA gender policy framework has become a source of inspiration for the UN system in emerging disaster situations such as the current IDP crisis. Initiatives such as the WDCs and GRRN are measures to protect and promote the dignity of women. These also foster strategic links with the key actors ensuring that there are safe spaces where women's voices can be heard, while safeguarding their rights particularly those of the vulnerable groups.

The reconstruction and rehabilitation efforts now have to identify links to larger economic, political and social conditions prevailing in the affected districts that shape the lives of women and men. In order to avoid evaporation of gender related policy commitments and to be able to maintain

the changes instituted in the implementation process, systematic attention to GE in monitoring and evaluation by ERRA and external agencies must continue. Ongoing situational analyses and research that suggests ways and means to enhance the participation of women and other marginal groups in R&R efforts interventions must continue.

“Resistance and constraints are to be expected. This does not mean that efforts to achieve gender equality should be stopped; rather these hurdles can and should be overcome by adopting a different strategy that fits the environment. One must gain the ability to flow like water changing directions when an obstacle appears. If you can't go through it, go around it, over it or under it. Choose the path of least resistance and greatest effectiveness.”¹⁰

¹⁰ Quote from Christine Ouellette based on exchanges with colleagues on dealing with resistance related to gender interventions.



Statement of Services
Technical Assistance on Gender Equality to the
Pakistan Earthquake Reconstruction and Rehabilitation Authority

1.0 DESCRIPTION OF SERVICES

1.1 Purpose of the Assignment

While some efforts were made in the relief phase, unfortunately, gender equality considerations were not fully integrated. Experience shows that understanding the gender dynamics in communities is a crucial element for effective relief, rehabilitation and reconstruction. Gender considerations remain extremely important in the rehabilitation and reconstruction phases. While ERRA and its partners have access to a number of technical experts on agriculture, housing, urban development, water and sanitation, health, and transport etc., it does not currently have access to adequate gender equality expertise. The provision of gender equality technical assistance to the ERRA will therefore enable the ERRA and its partners to reflect principles of participation and sustainability and pay adequate attention to the gender-specific impacts of disasters.

1.2 Consultant Team Composition

Canada will provide one Pakistani senior gender equality consultant and one Canadian/international senior gender equality consultant over a period of approximately 2 years.

1.3 Responsibilities

Gender Equality (GE) is both a priority component and cross-cutting theme in earthquake rehabilitation and reconstruction. In order to ensure that GE is effectively integrated throughout the recovery process, the local and Canadian/international gender equality Consultants will:

- ▶ Provide gender equality technical and policy advice to ERRA and other federal, provincial, and district level government departments Government of Pakistan involved in the earthquake recovery effort;
- ▶ Support and promote gender mainstreaming in the disaster recovery and reconstruction efforts of international and regional organizations including civil society organisations;
- ▶ Review and report periodically on the extent to which issues of gender equality have been integrated into the planning priorities and projects for both the early recovery and reconstruction phases of involved institutions;
- ▶ Make recommendations to strengthen the performance and the approach of ERRA to integrating gender concerns in the recovery and reconstruction, including in needs assessments, in the comprehensive program, and in resettlement plans;
- ▶ Identify gaps in programming to address gender equality as related to the key sectors (housing, education, transportation, health, agriculture and livestock, industry, public administration, energy, and water/sanitation) and propose programming options for consideration by ERRA and the donor community;
- ▶ Determine the extent to which program/project performance assessment systems capture and analyze project data and performance information which relates to gender equality results and provide support as necessary;
- ▶ Assess whether risks and assumptions related to gender equality were adequately identified and tracked by ERRA and partner organizations and make recommendations for improved mitigation strategies, as necessary;
- ▶ Promote the collection and dissemination of sex-disaggregated data to better inform policy and programming;
- ▶ Assess the extent to which adequate resources are allocated and utilized appropriately for gender equality activities across sectors and provide recommendations for corrective action as necessary;

- ▶ Provide on-going monitoring across all sectors of the reconstruction efforts to ensure gender equality is adequately intergrated;
- ▶ Identify, synthesize and disseminate lessons learned, best practices on promoting gender equality (including women's practical and strategic needs) in the context of recovery and reconstruction initiatives;
- ▶ Ensure consistency and coherence of ERRA activities with the Government of Pakistan's policies on women's empowerment and National Plan of Action on Gender Equality;
- ▶ Liaise with the Ministry of Women's Development at national, provincial and district levels;
- ▶ Lead capacity building initiatives with regard to gender mainstreaming in the ERRA and provincial governments involved in the reconstruction activities;
- ▶ Work collaboratively with other sectoral specialists to increase understanding and buy-in for the implementation of gender mainstreaming in their own advice, recommendations and activities;
- ▶ Serve as primary liaison with non-GOP entities on gender integration in the recovery and reconstruction phases, including donor representatives, NGO officials, the media, etc.
- ▶ Develop, direct and support ERRA's network of gender focal points and actively cultivate partnerships, consultations and exchange with civil society organizations, particularly women's organizations;
- ▶ Participate in the interagency cluster on protection and reconstruction and represent ERRA in other relevant interagency fora (including INGAD) to promote gender equality perspectives in the earthquake recovery and reconstruction phases;
- ▶ Initiate, supervise and finalize position papers, reports, policy guidelines, statements and presentations on gender issues in the recovery phase, as required.

Social/Gender Dimensions Included in ERRA Policies/Strategies Prepared by Gender Unit 21 December 2006

Policy/Strategy	Priority Focus	Social Dimensions in Policy/Strategy	Gender Dimensions in Policy/Strategy
<p>Umbrella Programme Document</p>	<p>ERRA shall spearhead the reconstruction and rehabilitation efforts, guided by ERRA principle of Building Back Better. ERRA will establish an appropriate institutional and management framework at all levels to implement programme activities in an efficient, cost-effective and timely manner.</p> <ul style="list-style-type: none"> ▶ Approach (p.9-10): <ul style="list-style-type: none"> • Decentralised implementation • Capacity building and technical assistance • People-centered solutions • Effective coordination and accountability • Selection criterion and prioritisation • Flexible packaging for efficient implementation 	<ul style="list-style-type: none"> ▶ Participatory approaches will be mainstreamed in all village level reconstruction and rehabilitation activities and partnerships with NGOs and civil society organisations will be fostered to ensure participatory response to identify need and specifically address gender and vulnerable groups concerns (p. 9) 	<ul style="list-style-type: none"> ▶ Participatory approaches will be mainstreamed in all village level reconstruction and rehabilitation activities and partnerships with NGOs and civil society organisations will be fostered to ensure participatory response to identify need and specifically address gender and vulnerable groups concerns (p.9)
<p>ERRA-UN Early Recovery Plan</p>	<p>Chief among the priorities:</p> <p>Restore and set the basis for improvement in the standards of living of the disaster-struck communities– re-establishment of basic education, primary health care, access to safe water, access to seeds, fertilisers and small livestock, and access to skills training and jobs (p. vii)</p> <p>Smooth return of IDPs from camps and host families to their villages and hamlets in a voluntary, informed and dignified manner, and that essential services follow the people (p. vii)</p> <p>Eight sectors covered (p. viii):</p> <ul style="list-style-type: none"> ▶ Education ▶ Health ▶ Livelihoods ▶ Water and sanitation ▶ Housing, shelter and camp management ▶ Support to needs of vulnerable groups ▶ Common services and coordination <p>Three cross-cutting themes are mainstreamed in all interventions (p. viii):</p> <ul style="list-style-type: none"> ▶ Social and economic rights ▶ Gender equality ▶ Environmental sustainability 	<ul style="list-style-type: none"> ▶ Implementing partners will work to strengthen the capacity of local communities to claim, and local authorities to fulfil fundamental rights and entitlements (p. viii, 2) ▶ Implementing partners will also redouble efforts to mainstream the perspectives of vulnerable population groups into all programming decisions, especially for women (p. viii) ▶ Education: The resumption of education services to communities in the EQ affected areas will be ensured with a special emphasis on girls, the poor and vulnerable (p. viii, ch. 4) ▶ Health: Support health providers to maintain health care services; capacity development, human resource training and direct technical support at the district level to improve management of the health systems will be critical activities. Monitoring of the health status of the population, disease surveillance and early warning systems will be improved (p. viii) ▶ Livelihoods: Income generating activities to restore pre-earthquake standards of living and reduce dependency on relief aid; creation of temporary jobs through rehabilitation of infrastructure and cash-or-food-for-work programmes. Skills training for both men and women will help to restore agricultural and livestock activities and small businesses. Access to finance and management of natural resources will be supported. Food aid targeted to vulnerable households. The special needs of vulnerable groups such as female-headed households, widows, and 	<ul style="list-style-type: none"> ▶ The Early Recovery Plan places particular focus on integrating a very prominent gender dimensions in all areas. For example, women will be registered, making it easier for them to access land and inheritances, and redress grievances and protection will be afforded to stop exploitation. Widows will be prioritised as beneficiaries for cash grants. Training and income-generating programmes will pay special attention to women and girls, as will newly rebuilt education, health and water and sanitation services (p. 1-2) ▶ It is critical to ensure that women not only actively participate in planning and decision-making, but also benefit from recovery programmes. The impact of the disaster has disproportionately affected women, children, and the elderly. Women have been particularly challenged as their roles have changed from caregivers and contributors to the family income to household heads and the main income generators for families where the earning male heads of household has either died or suffered from disabilities. It is therefore critical that gender specific needs are incorporated into all recovery and reconstruction activities, policies and strategies (p.6) ▶ Strategic interventions – Education: Reintegrate 450,000 girls and boys into primary schools and recruit additional teachers (p. 9); Health: Build capacity of health professionals (especially female health providers) in resumption of functions (p.12), develop

		<ul style="list-style-type: none"> ▶ the disable will be accommodated (p. viii) ▶ Water and sanitation: Minimise health risks associated with water and sanitation related diseases by facilitating access to safe water. Interventions so that affected people adopt safer hygiene behaviour and have access to adequate sanitation facilities (p. viii) ▶ Housing, shelter and camp management: Rebuilding housing. Interventions will ensure that land and property rights do not unduly delay construction (p. viii) ▶ Support to needs of vulnerable groups: Community-based approaches to vulnerable individuals and groups will be introduced. Vulnerable children and women will be protected against neglect, abuse, and exploitation. Vulnerable groups will also benefit from livelihood activities (p. ix) ▶ Governance and disaster risk reduction: Restoration and strengthening of local government's functions is paramount to successful rehabilitation and reconstruction. Disaster risk management will be strengthened through institutional development and strategies for disaster management at all levels (p. ix) ▶ Communities will be provided with a meaningful voice in the planning and implementation processes, and most vulnerable group of people will be targeted (p. ix, 1) 	<ul style="list-style-type: none"> ▶ incentive packages to recruit and retain health care staff (especially female) in areas of needs (p. 14); Livelihoods: Special attention will be placed on women and vulnerable groups, including widows, female-headed households and physically disabled by developing skills and creating employment opportunities; providing access to microfinance and non-financial services for marginalised men and women; collecting gender-disaggregated baseline data; enhancing the capacity of concerned line departments and NGOs to address recovery issues in an efficient and gender-sensitive manner; initiating income generation programme for widows and single women (p. 16); involve women as integral stakeholders in all activities (p. 18); encourage tree nursery production, with attention to rural women (p. 19); Water and sanitation: Encourage community participation including women; conduct KAP studies to set the baseline, disaggregated by gender (p. 21); n.a.; Support to needs of vulnerable groups: Empowering vulnerable people, especially widows and female-headed households (p. 28); raise awareness of the rights of children and women for special protective measures; set-up systems for monitoring and reporting the fulfilment of the rights of these vulnerable groups; rebuild/strengthen the capacity of Social Welfare Departments in the affected areas to protect children and women (p. 32); Governance and Disaster Risk Reduction: assess natural hazards, vulnerabilities, and mitigation capacity and identify appropriate and gender-sensitive risk reduction measures (p. 34)
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<p>1. Social Protection</p>	<ul style="list-style-type: none"> ▶ Provide basic social services, livelihood assistance, and support for rehabilitation to vulnerable people in EQ affected areas and establish linkages with mainstream social welfare structures and services. 	<ul style="list-style-type: none"> ▶ Vulnerable Groups: women, children, elderly, persons with disabilities ▶ Given cross-cutting dimensions of vulnerability, integration of proposed activities in the health, education, livelihoods and governance strategies ▶ Provision of NIC cards to all vulnerable groups ▶ Provision of free access to education & health care services ▶ Targeted assistance programmes ▶ Strengthening social welfare infrastructure ▶ Ensure property rights of vulnerable children are realised ▶ Monitor situation of vulnerable children ▶ Build capacity for social work services for children ▶ Support families taking care of orphan, separated or unaccompanied children 	<ul style="list-style-type: none"> ▶ Women's vulnerabilities identified given changes brought about by EQ: women as heads of households, as main bread-earners ▶ Support to establishing appropriate arrangements and sources of livelihoods to ensure protection & rebuild family safety net. ▶ Vulnerable women (widows, women headed households, unattended young girls, disabled women and girls, elderly women, women with disabled husband and/or children) supported to obtain ID cards, land and property deeds and access to financial assistance ▶ Ensure information about assistance policies and plans reaches vulnerable women (legal assistance, compensation, housing, livelihood assistance and opportunities)
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<p>1. Social Protection ... (contd)</p>		<ul style="list-style-type: none"> ▶ Build capacity of community protection networks for community based monitoring ▶ Establish mechanism to provide legal assistance to children ▶ Establish community based grievance review mechanism (Child protection committees) and link-up to relevant authorities ▶ Ensure community based rehabilitation approach for people with disabilities ▶ Suggest 2% recruitment of people with disabilities in all public sectors ▶ Include children with physical disabilities in mainstream education ▶ Mandate public-infrastructure authorities to include barrier-free/disability-friendly plan when formulating Pc1s ▶ Ensure barrier-free/disability housing plans as option under rural housing strategy ▶ Cash grants for vulnerable groups (approx. 250,000 households) ▶ Housing ▶ Livelihood support ▶ Provision of administrative and legal support to widows and orphans to attain rightful land records/titles ▶ Psycho-social support – women-friendly spaces in close proximity to health centres ▶ Recruitment of Social Protection Coordinators at DRU level ▶ ADB planned TA interventions: Securing legal identity; Securing public records; Dedicated courts for family and property matters; Supporting land entitlements; Legal facilitation & assistance; Public grievance redress; Transparency & EQ data collection; Public awareness raising; Civil society organisational strengthening self-regulation 	<ul style="list-style-type: none"> ▶ Support to develop women's legal literacy and access to justice ▶ Financial safety nets/compensation ▶ Ensure assistance to women without a home to find housing or rebuild where homes existed ▶ Ensure relevant authorities take responsibility to prevent or stop violence, exploitation and abuse. ▶ Even if proposed activity no longer planned there is a need for a dedicated women's cell in each DRU as most Social Protection Coordinators recruited are men (see p. 40).
<p>2. Governance</p>	<ul style="list-style-type: none"> ▶ Reconstruct and rehabilitate damaged buildings, provide equipment and logistics; ▶ Build capacity of government departments. To effectively cope with challenge of reconstruction 	<ul style="list-style-type: none"> ▶ Building institutional strength and capacity to effectively deal with issues and risks associated with restoring lost documents and helping victims retain their legal rights and entitlements in a timely and effective manner (p.6, 12) 	<ul style="list-style-type: none"> ▶ n.a.
<p>3. Health</p>	<ul style="list-style-type: none"> ▶ Ensure that essential health care services are accessible and available to all in support of the overall policy of “Build Back Better” ▶ Rationalised reconstruction, rehabilitation and re-equipping of health facilities ▶ Provision of health care services and disease control/Provision of preventive and primary health care services ▶ Rehabilitation programme and improving access for persons with disabilities 	<ul style="list-style-type: none"> ▶ Key Principle: Emphasis on the needs of vulnerable population (p. 9); including needs of women, children, and the disabled would be met through improved access and services and strategies which are gender and socio-culturally sensitive and address the issues of new vulnerable populations including physically and psychologically disabled. ▶ Health facilities will be made user-friendly by having improved access for disabled and adopting gender and socio-culturally sensitive approaches (p. 11) 	<ul style="list-style-type: none"> ▶ Key Principle: Emphasis on the needs of vulnerable population (p. 9); including needs of women, children, and the disabled would be met through improved access and services and strategies which are gender and socio-culturally sensitive and address the issues of new vulnerable populations including physically and psychologically disabled. ▶ Residential facilities especially for female staff shall be part of the reconstruction plan of the health facility in rural and remote areas (p.11)

<p>3. Health...(contd)</p>	<ul style="list-style-type: none"> ▶ Strengthening health system management ▶ Emergency preparedness and disaster management at the Federal, Provincial, & District level 	<p>▶ Key Principle: Emphasis on the needs of vulnerable population (p. 9); including needs of women, children, and the disabled would be met through improved access</p>	<p>▶ Key Principle: Emphasis on the needs of vulnerable population (p. 9); including needs of women, children, and the disabled would be met through improved access</p>
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<p>4. Education</p>	<p>Build Back Better and run educational institutions on better lines than before => restore equitable access to higher quality education, teacher development, and capacity development of the district education offices for improved service delivery.</p> <p>Intermediate results:</p> <ul style="list-style-type: none"> ▶ Build capacity of district offices ▶ Complete repair of partially damaged institutions ▶ Reconstruct schools through seismically safe and improved designs of physical learning space ▶ Recruit and train teachers in the target areas 	<ul style="list-style-type: none"> ▶ Improving service delivery (rationalisation of school provision in terms of location, number of facilities, and scope of service; teacher training and student counselling; supply of materials; and parents' participation) (p. 9) ▶ Opportunity to fully provide educational facilities to all including those who did not have educational institutions before, especially girls (p. 3) ▶ Map where schools are needed and estimate population of school age children to decide the appropriate number of schools to be reconstructed in a prioritized way (p. 11) ▶ Teacher recruitment and training – counselling support and confidence building, with skills to deal with natural disasters in the future and its current effects; professional support as well as coaching in content knowledge (p.7/28) ▶ Training of all teachers and, through the, counselling of students will be the most important input of the operation because no real rehabilitation and reconstruction can take place without the untraumatised human beings (p.36) ▶ Designs to have adequate provision for physically handicapped children and students (p.12) ▶ Beneficiary, particularly parents' and students' participation in the reconstruction efforts and management of schools ▶ Schools' Parents Teachers Associations/School Management Committees to be empowered to utilise reconstruction and recurrent budgets allocated to the school ▶ Critical Issues: the needs of girls and disadvantaged groups may be addressed by deploying female personnel and locating learning spaces close to homes (p. 24) 	<ul style="list-style-type: none"> ▶ Ensure equitable provision in gender and geographic terms and level of education (p. 11/25/27) ▶ Opportunity to fully provide educational facilities to all including those who did not have educational institutions before, especially girls (p. 3) ▶ Establish new (ph 2) primary and middle schools, especially for girls, in the under-served areas (p.11) ▶ Separate latrines for students and teachers and separate for boys and girls in case of mixed schools (p.13) ▶ Critical Issues: the needs of girls and disadvantaged groups may be addressed by deploying female personnel and locating learning spaces close to homes (p. 24)
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<p>5. Livelihood:</p> <p>consists of the capabilities, assets both material and social resources and activities required for a means of living</p>	<p>Overall strategies (2.5) include:</p> <ul style="list-style-type: none"> ▶ Empowering communities and CBOs to take a leading role in the planning, implementation and management of their livelihood rehabilitation ▶ Restarting the rural economy by helping production to recover and markets to start functioning ▶ Introducing appropriate technologies and extension services ▶ Investing in enabling and facilitating infrastructure ▶ Creating support services which are efficient and responsive to the 	<ul style="list-style-type: none"> ▶ For much of the year, farms are dominated by old men, women and children, with women being responsible for a large range of crops and livestock management activities (ch. 1 1.10) ▶ Women and youth in the affected provinces have traditionally found it difficult to find decent employment opportunities and to secure a life out of poverty. The situation is exacerbated by the already vulnerable children, many of whom in the wake of the disaster may be orphaned, homeless and out of school, which may force them to seek 	<ul style="list-style-type: none"> ▶ Strategy development has been informed by lessons learned from previous earthquakes [...] these lessons concern needs assessments and working with communities; targeting, monitoring, gender equality and protection, and coordination and partnerships (ch. 1 1.7) ▶ For much of the year, farms are dominated by old men, women and children, with women being responsible for a large range of crops and livestock management activities (ch. 1 1.10) ▶ Women and youth in the affected provinces have traditionally found
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5. Livelihood...(contd)

- ▶ needs of the people
- ▶ Investing in community involvement to move into economically and financially viable economic activities, creating environmentally sustainable employment opportunities
- ▶ Establishing accountable, efficient and transparent coordination and regulatory mechanisms

Rehabilitation will be demand-driven and holistic, with community rehabilitation plans forming the basis of all activity at the community level (ch. 1)

- ▶ alternative forms of support (ch 1 1.25)
- ▶ The livelihood rehabilitation strategy seeks to prioritise the vulnerable – single mothers, the elderly, orphans and the disabled (1.44)
- ▶ Clear criteria must be agreed upon to select the most needy and vulnerable households (2.12)
- ▶ **Key principles:** Focus on poverty reduction and sustainable livelihoods. There will be a need to ensure that vulnerable individuals, families and groups, such as the poorer members, widows and one or no parent families are not deprived of their rights and can participate in income generating activities; create a leading role for local people and their organisations (ch 1 1.31)
- ▶ **Cross-cutting considerations:** 1.33 Community empowerment it is important that local communities be mobilised and involved in the livelihood recovery process, keep in mind the most vulnerable groups for instance people living in remote areas which are not easily accessible, women-headed household, orphans, disabled persons and asset-less households;
- ▶ When seeking to assist all those affected by the EQ, income generation activities that do not call on child labour should be supported (1.35)
- ▶ **Re-establishment of labour market:** Create help desk or emergency employment service centres operating inclusively and include provision for targeting women and disabled persons (2.21)
- ▶ Providing skills training, which will be inclusive and in particular, target members of women-headed households, youth, disabled and others with special needs (2.22)
- ▶ Establishment/re-establishment of financial services – facilitating access to microfinance for those micro-entrepreneurs and other individuals with low income who do not have access to formal commercial financial service providers; this will include targeting women and other groups with special needs (2.23)
- ▶ **ERRA-UN Recovery Plan:** Skills training of both men and women will help to restore agricultural and livestock activities and small businesses (1.38). Skills development and essential economic services to restore income generating activities of affected populations, especially women and vulnerable groups; implement community-based and gender-sensitive livelihood recovery programmes, including access to finance; restore livelihoods of farm families, family nutrition and rural incomes

- ▶ it difficult to find decent employment opportunities and to secure a life out of poverty(ch 1 1.25)
- ▶ There will be a need to ensure that vulnerable individuals, families and groups, such as the poorer members, widows and one or no parent families are not deprived of their rights and can participate in income generating activities; create a leading role for local people and their organisations (ch 1 1.31)
- ▶ **Cross-cutting considerations:**
Gender integration: Women are more vulnerable during disasters than men because they have less access to resources, are victims of the gendered division of labour and are the primary caregivers to children, the elderly and the disabled. Women are also less able to mobilise resources for rehabilitation, more likely to be unemployed following the disaster and overburdened with domestic responsibilities leaving them with less freedom to pursue sources of income to alleviate their economic burden[...]**Two-pronged approach needed:** i) mainstream gender throughout the recovery and rehabilitation programme, and ii) implement gender-specific activities to ensure equal opportunities for women and men in the various programmes. Community-based livelihood rehabilitation planning should involve the collection of gender-disaggregated data and gender analysis is critical when planning subsequent rehabilitation programmes (1.34)
- ▶ **Re-establishment of labour market:** Create help desk or emergency employment service centres operating inclusively and include provision for targeting women and disabled persons (2.21)
- ▶ Providing skills training, which will be inclusive and, in particular, target members of women-headed households, youth, disabled and others with special needs. Where there are cultural and physical constraints to providing training (e.g. women travelling outside their communities) consideration will be given to provide mobile training (possibly located in local schools or homes) (2.22)
- ▶ Establishment/re-establishment of financial services – facilitating access to microfinance for those micro-entrepreneurs and other individuals with low income who do not have access to formal commercial financial service providers; this will include targeting women and other groups with special needs (2.23)

6. Housing

Overall objective: To ensure an estimated 400,000 houses that were either destroyed or damaged are rebuilt using earthquake-resistant building techniques, through grant assistance to eligible households, using a home-owner driven, but assisted and inspected regime

- ▶ Minimum population relocation should take place (p. 3)
- ▶ A uniform financial assistance package for rebuilding will be disbursed to all affectees, which will not be compensation-based (p.3)
- ▶ Facilitating the opening of bank accounts (p.4)
- ▶ Enhance programme sustainability through parallel efforts on rehabilitation of livelihoods, and physical and social infrastructure (p.6)
- ▶ Ensuring judicious use of grants: reducing and managing conflicts and grievances; avoiding socio-economic distortions, inequities and disparities (p.7)
- ▶ ERRA is chief coordinating body for housing reconstruction, the implementation will be community-based and carried out through partner organisations - POs (p.7)
- ▶ **POs will be charged with:** i) Providing guidance to affected communities in implementing the owner-driven housing reconstruction programme, including a comprehensive briefing on its key elements [...] iv) ensuring compliance with social and environmental risk mitigating measures (p. 11)
- ▶ POs active in micro-credit initiatives will be encouraged to provide entrepreneurship training and funding to locals in the affected areas to set-up shop in relevant markers (p. 21)
- ▶ Mobile teams will be trained by master trainers and responsible for providing training and TA in an average of six villages for self-builders, artisans, contractors and male and female community members
- ▶ A clear policy for land acquisition and relocation will be developed in consultation with relevant local governments. It is also foreseen that there may be instances of housing, land and property disputes involving dispossession of owners, tenants, and widows. Protection of rights of vulnerable groups especially women be given special attention (p.22)
- ▶ Social mobilisation, including sensitisation of communities, preparation of village profiles to guide the overall reconstruction effort, establishment of housing reconstruction committees, procurement sub-committees, community monitoring (p.23)
- ▶ Village committees, sub-committee on reconstruction monitoring will be particularly important for ensuring vulnerable groups such as women-headed households, the elderly and widows are able to access reconstruction benefits (p. 58)
- ▶ Special attention will be given to ensure that land and inheritance claims can be dealt with in a timely manner, with particular attention given to **making these mechanisms easy to access for women** and socially disadvantaged groups (p. 43-45)
- ▶ A clear policy for land acquisition and relocation will be developed in consultation with relevant local governments. It is also foreseen that there may be instances of housing, land and property disputes involving dispossession of owners, tenants, and **widows**. Protection of rights of vulnerable groups especially women be given special attention (p.22)
- ▶ Village committees and sub-committee on reconstruction monitoring[...]will be particularly important for ensuring vulnerable groups such as **women-headed households**, the elderly and widows are able to access reconstruction benefits (p. 58)
- ▶ **Women** have a special role to play in ensuring compliance. Women and children suffered tremendous loss of life during the EQ. They have a clear vested interest in understanding EQ resistant construction. Within the family structure, informed women can play an important role in ensuring compliance (p. 58)
- ▶ Training of **women's lead trainers** from each cluster (p.61)
- ▶ Refresher training **for women** (strengthen understanding of techniques; etc.) (p. 62)

<p>6. Housing...(contd)</p>		<ul style="list-style-type: none"> ▶ Women have a special role to play in ensuring compliance. Women and children suffered tremendous loss of life during the EQ. They have a clear vested interest in understanding EQ resistant construction. Within the family structure, informed women can play an important role in ensuring compliance (p. 58) ▶ Grievance re-dressal mechanisms (p. 25) ▶ Resolving eligibility issues i.e. settlement and documentation of land claims where property records haven't lost; eligibility in case of inheritance that has not been recorded/formalised. Special attention will be given to ensure that land and inheritance claims can be dealt with in a timely manner, with particular attention given to making these mechanisms easy to access for women and socially disadvantaged groups (p. 43-45) ▶ There will be some scope for considering a community level incentive i.e. 85% of houses certified at tehsil level[...]access to a dedicated fund for other community projects (p. 59) 	
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<p>7. Water Supply & Sanitation</p>	<p>Vision: Improve the quality of life of people of the earthquake affected areas by reducing risks to the public health through provision of equitable, sustainable and reliable supply of sufficient quantity of safe water and appropriate sanitation services. (p. 10)</p> <p>Specific objectives (p.10):</p> <ul style="list-style-type: none"> ▶ Rehabilitate and reconstruct all public and community-owned drinking water supply, sanitation and solid waste management systems damaged or destroyed as a result of the EQ ▶ Expand, improve and upgrade the affected water supply and sanitation systems for increased disaster preparedness and enhanced service delivery in line with the National Drinking Water and Sanitation Policy, PRSP, UN MDG ▶ Restore, build and strengthen the capacity of relevant government departments, agencies and institutions, NGOs, CBOs and other partners ▶ Bring about behavioural changes in favour of safe hygiene practices 	<p>Guiding Principles:</p> <p>A. Improved disaster preparedness and service delivery:</p> <ul style="list-style-type: none"> ▶ Partly damaged schemes will be upgraded keeping in view the needs of un-served or under-served population (p.12) ▶ Efforts will be made to avoid, and remove, existing inequities in provision of water and sanitation services (p. 12) ▶ Cost-effective and appropriate technological options to suit local conditions and social and cultural practices will be used (p.13) <p>B. Community participation (p. 13):</p> <p>target communities, especially women, will be involved in the site selection, planning, design, implementation, monitoring and management of the schemes to promote community ownership and empowerment as well as sustainability. Active involvement of CBOs and user groups will be promoted in design and implementation of the community operated schemes</p> <p>D. Capacity building (p.14):</p> <p>Capacity of communities involved in the operation, maintenance and service delivery will also be strengthened.</p> <p>E. Linkages and partnerships (p.14):</p> <p>NGOs and CBOs will also be given important role in the implementation, especially in verification of damages, social</p>	<p>B. Community participation (p. 13):</p> <p>target communities, especially women, will be involved in the site selection, planning, design, implementation, monitoring and management of the schemes to promote community ownership and empowerment as well as sustainability.</p> <p>C. Inter-sectoral Approach (p. 13):</p> <p>(iii) all public buildings and facilities to be reconstructed in the affected areas under the "Governance Sector Strategy" will be provided adequate water and sanitation facilities with due regard to gender.</p> <p>E. Linkages and Partnerships (p. 14):</p> <p>linkages are established with ongoing projects and programs in the affected areas including... Creating Assets for Rural Women Project...</p>
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7. Water Supply & Sanitation...(contd)		<p>mobilisation, hygiene promotion, building partnership between line department/ agencies and communities, and capacity building of communities.</p> <p>The Community mobilization and hygiene promotion component will support community mobilization programs to encourage participation of the communities in the implementation of the schemes. Additionally, hygiene promotion and behavioural change communication programs will be implemented under this component in order to create a demand for sanitation facilities and advocate the need for, and promote, safe hygiene practices in the affected population (p.18)</p>	
9. Environment	<ul style="list-style-type: none"> ▶ Protect natural resources, prevent environmental degradation, restore damages, arrange safe disposal of debris; and, to establish principles and practices for environment friendly rehabilitation and reconstruction in the earthquake affected areas with sustainable use of resources. 	<ul style="list-style-type: none"> ▶ Community-based NRM, slope stabilisation and rehabilitation plans for restoration of degraded natural resources and increase in forest cover (par. 22) ▶ Creation of livelihood and economic growth opportunities through introduction of labour intensive activities in NRM and debris removal components (par. 22). ▶ Community participation will be the key principle for forest management and rubble removal. Labour intensive approach will be adopted and targeted groups of the community including women will be encouraged to participate in all programmes on incentive based approach like “Cash for Work”, “Food for Work”, and “One tree three saplings” (par. 23 D) 	<ul style="list-style-type: none"> ▶ Mainstreaming gender concerns in all environment sector activities (par. 22) ▶ Gender concerns will be mainstreamed into all aspects of strategy and plan implementation, especially in activities linked to the communities. Social forestry is one particular area where women will be encouraged to participate in managing the nurseries for plant production. Enhancement of pastures and grazing land areas will minimize the load on women for fodder collection (par. 23 C)
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