



Promotion of Access to Services and Protection for Vulnerable People in Northern Pakistan

Field-based Review of Gender Approaches

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Acronyms

AJK	Azad Jammu & Kashmir
CEDAW	Convention on the Elimination of All Forms of. Discrimination Against Women
CRC	Convention on the Rights of the Child
EVFs	Extremely Vulnerable Families
EVIs	Extremely Vulnerable Individuals
ICMC	International Catholic Migration Commission
ILO	International Labour Organization
NADRA	National Database & Registration Authority
NWFP	North West Frontier Province
SERRA	State Earthquake Reconstruction & Rehabilitation Authority
SPO	Strengthening Participatory Organizations
SRSP	Sarhad Rural Support Programme
UDHR	Universal Declaration of Human Rights
VDP	Village Development Plan
VO	Village Organization

Executive Summary

In April 2008 ICMC initiated a two-year project: Promotion of Access to Services and Protection for Vulnerable People in Northern Pakistan. Its design was shaped by the findings of an updated needs assessment conducted by ICMC in December 2007. The project builds on the relief assistance provided by ICMC following the 2005 earthquake that wreaked havoc in parts of Azad Jammu & Kashmir and in the North West Frontier Province in Pakistan.

The project seeks to support communities to better engage with the state, especially at local government level, on development priorities that are also sensitive to the needs of most vulnerable individuals. Its three objectives relate to supporting planning processes at village and union council levels; enhancing livelihood security; and, increasing an understanding and protection of rights. It also seeks to improve linkages between local rural communities and public and private organizations. The project's overarching focus is on the extremely vulnerable, including women.



Community members gather around to discuss village development plan

The project is implemented by ICMC in collaboration with two project partners: Sarhad Rural Support Programme reaching 20 villages of six union councils in District Mansehra of NWFP; and, Strengthening Participatory Organizations reaching 20 villages of seven union councils in District Muzaffarabad in Azad Jammu & Kashmir.

In June 2009, ICMC commissioned a field-based gender review of its project. The review used a mix of tools/methods including documentation review, field visits and interviews of project participants within communities and with project partners.

According to the review, the project shows significant achievements within the short timeframe of 14 months since its inception in April 2008. It has brought together the unique strengths of ICMC and its project partners in a mutually supportive partnership. The strong roots and credibility of project partners within communities included in the project area and their institutional strengths in working with them has benefited the project. ICMC has helped the project and its partners in institutionalizing a focus on the extremely vulnerable including women.

The following presents a summary of the review's key findings categorized under the three project objectives:

- **EVI/EVF sensitive community participation in village development processes is enhanced**

The project has helped organize local women and men into village-based organizations that have given them an additional identity, enhancing their social capital. The organizations serve as platforms for participation of local women and men in project and other community-level activities. For many women, the organizations provide unique opportunities to discuss and influence community-level development and other issues. They have also provided structured opportunities to meet and enhance women's mobility within and outside villages. The institutional development of village organizations is supported through formal training and sensitive regular interaction with project partners.

The project has helped local communities identify EVIs by using a mix of project and community criteria. This has helped their inclusion in village organizations as members and in some cases also as office-bearers with due responsibilities.

The project has helped village-based organizations use different methods to engage in village development planning processes. The EVIs through their membership in village organizations are included in the village development planning. However, continued efforts are needed to ensure that their interests are not co-opted by local power dynamics. The project has also set up referrals that helped EVIs connect with public and private organizations that seek to support them.

- **Livelihoods of EVIs and communities at large improved**

The project has provided a combination of enterprise training, cash grants, and exchange visits to enhance livelihood



Masood with his daughter at his general store

security, especially of the more vulnerable including women. The project partners' institutional experience in enterprise development and their extensive links with public and private organizations have benefited the project. For example, SRSP has used its experience to provide 12-day training and arrange exchange visits to improve entrepreneurship skills of participants in the project areas. It includes skills in preparing feasibility and business plans. SRSP has also linked the participants with related initiatives of other organizations such as the International Labour Organization. Such interventions have created unprecedented opportunities for participants, especially the more vulnerable and women.

The project has also provided cash grants to vulnerable individuals and families, many of which were further impoverished by the 2005 Earthquake. Detailed,

documented processes for the provision of cash grants are in place. They include a continued role of village organizations that are tasked with monitoring the grant and assisting EVIs to use it for improved livelihood security. For example, village organizations have helped access markets for purchasing stocks for initiatives such as grocery stores. This is particularly helpful for women in overcoming their mobility constraints.

- Rights of EVIs and marginalised groups are recognised and protected by communities and duty bearers¹.

The project has introduced a discourse on rights in project areas. Drawing on its experience, the Strengthening Participatory Organizations has based this discourse within the framework of international instruments such as the Universal Declaration of Human Rights (UDHR), Convention on the Rights of the Child (CRC), and the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW). It has used a mix of creative methods including theatre, quiz, interactive sessions and sign boards for promoting an understanding of rights, which will help protect them.

The project has also made impressive linkages between vulnerable people and duty bearers. Representatives of public and private institutions have participated in field-based activities and have also welcomed community participants into their offices for briefings and exchange of information. This has brokered a useful dialogue that has also resulted in some local interventions that have improved the lives of local communities.



Community Members attending an awareness raising session

¹ Duty bearers : Federal, Provincial and local government as they have the constitutional responsibility to ensure people have access to basic services and have sustainable livelihoods

Recommendations

The review suggests following recommendations to further enhance impact of the project. Its primary focus is on the project's stated objective of enhancing the public space of the vulnerable especially women:

- **EVI: from charity to a rights-based approach**

One of the project's important contributions is its structured focus on vulnerability. Many project participants and partners stated that though they were aware of extremely vulnerable people, the project had helped reach and support them, and also include them in development activities.

To build on this successful realization, it is suggested that the project helps local community partners analyse causes of marginalization and vulnerability. This should include developing and using local criteria for identifying the extremely vulnerable. It should also include an understanding of the role of social safety nets like family and community support for the extremely vulnerable. This role requires adequate appreciation as being the first line of defence for the more vulnerable, which is even more important in the absence of effective public safety nets. Traditions in more cohesive rural communities have much learning to offer – which the project is well-placed to document and build on. Such critical appreciation will help build local understanding and ownership for supporting EVIs, which in turn may help continue support for EVIs beyond the project period.

Analysis of vulnerability and inequitable opportunities that create and perpetuate them will also help shift the focus on EVIs from a charity to a rights-based approach. From feeling hamdardi (sympathy) for EVIs that are termed as lachaar (helpless), the project can help people respect needs of EVIs as their right and treat them with due dignity. This approach will help build on the present focus on livelihood security of EVIs by adding the dimension of protecting equal rights to achieve greater equity in society.

- **Discourse on rights: introduce citizenship rights**

The rights discourse is another important dimension of the project. It is suggested that the project introduces concept of citizenship rights. Like human rights, the concept of citizenship rights is also a helpful equalizer. More importantly, it has the potential to change the relationship between citizens and the state. A discourse on citizenship will help local people connect with constitutional rights and be able to better understand the role and responsibilities of the state towards them, and also their rights and responsibilities as citizens.

It is recommended that the project supports training of project partners in citizenship rights. This should also include meetings with key individuals and organizations that are engaged in helping citizens in asserting their rights. The training should help project partners place the project within the context of citizenship which will include considering EVIs as citizens with equal rights to development and livelihood. Referrals to public institutions will be placed within the context of the rights and responsibilities of the state and citizens.

- **Marginalization and gender justice**

The project has done well in terms of increasing women's public space by including them in village organizations, jointly or separately. A sensitive focus on gender is also demonstrated in enterprise support including cash grants. This focus has helped achieve results in terms of improving women's condition, and in some cases their position has also improved within the household.

The project has the potential to take the process forward. However, careful political navigation and judgement is critical in pursuing gender justice. It is recommended that the project supports its partners in enhancing conceptual clarity on gender justice, and devising creative ways of applying it to the project. Risk assessment and mitigation should be part of the planning process. It is also recommended, that the project assists its partners in acquiring information on government policies and programmes on gender as well as its international commitments. This will help them use these for better referrals and links with duty bearers.

The following are some ideas for ICMC and its project partners to consider within the context of this project or future similar endeavours:

- give women greater control over cash grants: in SRSP's case this would entail providing cash grants through the account of VO (women) with an endorsing resolution from VO (men). In the case of SPO, a sub-committee of village organizations could be specially constituted for this purpose with a female activist as convener

- propose a 70:30 ratio for cash grants with women receiving 70% of the total number of grants, and also 70% of the total grant amount. Affirmative measures such as these have been successfully introduced by other organizations working in earthquake-affected areas. Related experiences show that such measures help women gain greater status and importance within household and community even if, in some cases, they pass on the facility to male members of household. The fact that the facility is for them and can only be accessed through them has significant impact. Such measures are now applied even in public policies. For example, the Benazir Income Support Programme, a public safety net, has stipulated that 100% disbursements of amounts under it will be issued in the name of a female of the selected household
- ensure that village or union council planning reaffirms the need for equitable public space and helps women and men assert their right on it. For example, the project should help avoid compartmentalizing problems into women's issues and others
- support local women and men to analyze how groups and people are marginalized, and help them assess forms of discrimination, including gender-based discrimination. This analysis could draw on and apply the experience of using creative methods such as theatre and quiz
- place the discourse on rights within the context of understanding marginalization and forms of discrimination, including gender-based discrimination
- arrange exchange visits of women and men to organizations and individuals struggling for gender justice
- arrange briefings on government policies and international commitments that relate to gender justice

● Strengthening local organizations

The village organizations are essential platforms for participation of local women and men including the more vulnerable. They also provide critical social capital and a conduit to linking with public and private organizations. As these generally volunteer-based groups do not follow a linear growth pattern, it is essential to maintain continued contact and provide sustained support to village-based organizations.

Based on an analysis of the outreach and profile of each organization's membership, support is recommended to help expand membership and make it more broad-based. Interactive analysis is also needed to review governance structures with a view of making them more democratic and inclusive.

The project could also consider helping village organizations share their experiences with other adjoining villages with a view of assisting them in creating their own organizations. In this way, the village organization can serve as a role model for others to emulate. This will also help increase the project's outreach beyond the villages included in the project area.

● Village and union-council development planning

The project has used different methods for assisting village and union council level development planning. It is recommended that experiences should be shared between project partners. Moreover, the project should support the project partners in learning from other experiences in this field.

Experience sharing and learning from others should lead to devising ways in which to strengthen the planning processes, especially in terms of including the vulnerable and their interests in the plans. More specifically, the planning processes could be strengthened by:

- increasing people's participation in analysis and planning. This could be achieved by training a group of local activists from village organizations to facilitate a participatory dialogue that is duly documented
- a planning framework should be developed which is shared with local community partners including village organizations
- the priorities identified in plans could be monetised so that the required budgets for the development are ascertained
- the people's plans and related expenditures could be compared with development plans included in government policies and programmes and the budgets allocated against them

- such a comparison can also be basis of brokering a dialogue between citizens and the state
- **Building programme cohesion**

The above recommendations can collectively be applied in a manner that will help bring greater cohesion between the various components of the programme. For instance, an understanding on marginalization can help identify the most vulnerable, and also help the discourse on rights. Similarly the introduction of citizenship rights will help link EVIs, and VDPs, and also the links with duty bearers. This will not only bring greater cohesion, it will also help make the different components of the programme mutually supportive, with one leveraging impact on the other.

The greater cohesion and improved leverage will help the project achieve better impact. It will also help participating women and men better understand links between marginalization, rights, citizenship, VDPs and government response.

Background

On 8th October 2005 a 7.6 magnitude earthquake wreaked havoc in parts of Azad Jammu & Kashmir and NWFP in Pakistan. More than 80,000 people were killed and over 70,000 injured. An estimated 2.8 million were left without shelter. The disaster further increased vulnerabilities as many affected areas were already poor.

In February 2006, ICMC started its emergency response operations. 22 months later, in December 2007 it conducted an updated needs assessment. Based on its findings, ICMC designed a two-year project: Promotion of Access to Services and Protection for Vulnerable People in Northern Pakistan initiated in April 2008.

The project's goal is: communities have the capacity to be efficient and effective partners for decentralised structures of government and are sensitive and responsive to the needs of the most vulnerable amongst them. It has three objectives:

- EVI/EVF sensitive community participation in village development processes is enhanced
- Livelihoods of EVIs and communities at large improved.
- Rights of EVIs and marginalised groups are recognised and protected by communities and duty bearers²

The project is implemented through two partners: Sarhad Rural Support Programme (SRSP) and Strengthening Participatory Organizations (SPO). The outreach of SRSP under this project covers 20 villages in six union councils in District Mansehra in NWFP and SPO reaches 20 villages in seven union councils in District Muzaffarabad in AJK.

ICMC works closely with the project partners and other stakeholders to ensure that the initiatives under this project (participatory planning, disaster preparedness, defence and promotion of rights) are especially sensitive to the needs of EVIs/EVFs and are also gender sensitive.

² Duty bearers : Federal, Provincial and local government as they have the constitutional responsibility to ensure people have access to basic services and have sustainable livelihoods

Introduction

In June 2009, ICMC commissioned a field-based gender review of the project (please see Annex 1 for the Review's Terms of Reference). The review assesses the steps taken to integrate gender mainstreaming in project planning and implementation of activities at the field and office levels. It helps learn and identify best practices in addressing gender-based power imbalance between men and women in the project areas; and, provides hands-on experience for ICMC and its local partners' teams to conduct gender review and address the gaps identified in gender programming in the future.

This report presents the findings of the review which are categorized under the three project objectives. It includes case studies to illustrate project outcomes, however, names of individuals have been changed to respect their privacy. The report also documents the methodology used for the review.

Methodology

The review included a mix of tools/methods:

- review of documents
- consultation with key project/programme and counterpart staff
- field-based interviews of participating women and men and documentation of selected case studies from the project areas

The review was initiated on 15 June 2009. The following documents were reviewed:

- Project Proposal – February 2008
- Logical Framework Analysis
- Baseline Survey Report – February 2009
- Partners' Data Tracking Sheet – March 2009
- Annual Narrative Report (April 2008 – March 2009)
- Mid-term Review Report – April 2009

An introductory meeting of key personnel representing the project partners, ICMC and the external reviewer was held on 25 June 2009. The purpose of the review, its guiding principles and methodology, and the design of the field visits were discussed in detail. A draft framework and methodology (attached as Annex 2) of the review was prepared and shared with project partners and ICMC on 29 June 2009. Feedback on the draft was used to finalize the framework and methodology of the review.

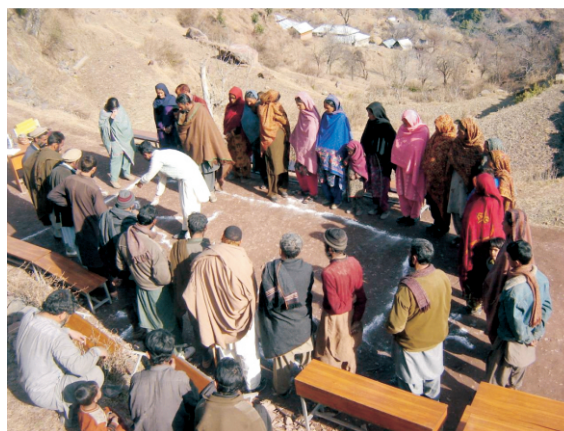
Field visits were conducted from 6-10 July 2009 (please see Annex 3 for the programme of field visits). The field visits included discussions with women and men from the project areas and staff of project partners directly involved in project implementation. A draft report was presented to ICMC on 21 July 2009. Based on feedback received on the draft on 30 July, a final report was submitted on 3 August, 2009.

Key Findings

- EVI/EVF sensitive community participation in village development processes is enhanced

The project has helped organize women and men in local community-based organizations. In AJK, women and men are part of joint organizations. Separate organizations of women and men are formed in NWFP as relatively more restrictive social conditions necessitate segregation to ensure equitable access to public space.

The project partners have drawn on their institutional experiences to shape the process of social organization. SRSP organizes groups of 25 households at the mohalla (neighbourhood) level, and includes its representatives in a Village Organization (VO). Separate VOs of women and men are formed in each village included in the project. SPO has helped women and men form joint village organization and also set up its office within the village. Where organizations were functional prior to the project, SPO and SRSP opted to partner with and strengthen them rather than make new institutions.



Men and Women from the community participate in process of preparing their Village Development Plan

The village-based organizations serve as platforms for the participation of women and men, including EVIs, in project activities including interfacing with other public and private organizations. They have given women and EVIs greater opportunities for involvement in community activities, and in some cases have also enhanced mobility. For example, the monthly meetings of VOs provide structured opportunities to meet and discuss development and other priorities. Similarly, training activities within and outside the village provide mobility in addition to learning opportunities.

Greater inclusiveness in village-based organizations is significant as it helps increase social capital. Continued efforts are needed to help use greater social capital to enhance political capital defined as the ability to influence decisions at the household and community levels. An even more nuanced approach to understanding and managing local power dynamics will be critical in this process, especially in relation to vulnerable women living under patriarchal norms.

Through the organizations, women and men are also involved in making village development plans (VDPs). The process used by SPO involves participatory dialogue to identify problems and possible solutions. It also identifies public and private organizations that can help address problems. SRSP places greater emphasis on creating a profile drawing on external information.

SPO has also integrated disaster-preparedness into the VDPs and the UC-level plans that follow. This approach helps place disaster preparedness within the context of development planning, making it more comprehensive. It also assists in increasing community knowledge and skills in disaster-preparedness.

The VDP process: increasing impact

- There is potential to make village-based organizations and development processes more inclusive and participatory, especially for EVIs – using an even more nuanced approach to dealing with local power dynamics
- By involving women and men in each decision, the project can help counter stereotyping problems into women's issues which typically include drinking water, girls education, etc, and other issues such as roads that are considered to be within the domain of men
- Prioritization of issues on an equitable basis can make the process more pro-poor, with due care in dealing with local power dynamics
- The VDPs and UC-level plans can be used as a basis for influencing government development priorities expressed in the allocation of public finances
- The VDPs and UC-level plans also has the potential to serve as a baseline for citizen monitoring of government performance and the use of public finances

The project has helped refer EVIs, especially women to other organizations. For example, SRSP has helped EVIs access National Identity Cards through facilitating liaison with the National Database & Registration Authority (NADRA) and also with local government representatives including Nazims (mayors). SPO helped build links between partner communities, especially EVIs, and the government's Bait-ul-Mal department that is responsible for public safety nets like zakat. It also arranged a presentation of SERRA's social protection policy. SPO also developed a referral book in Urdu for EVIs.

- **Livelihoods of EVIs and communities at large improved**

Cash grants, enterprise training, and linkages with markets and other service providers are a mix of project activities that has successfully expanded livelihood opportunities for EVIs, especially women and also EVFs.

Processes for identification of EVIs, detailed documented procedures for extending cash grants that are monitored and supported by village organizations are in place.

Restoring livelihoods of EVIs

Shahid sold fruit and vegetable in the village market. His shop and house were destroyed by the 2005 earthquake. While he received Rs.175,000 as subsidy for house reconstruction from the government, Shahid did not receive any compensation for his destroyed shop. Within a year after the earthquake, Shahid fell ill with jaundice. He was bed-ridden for six months. Though now recovering, he remains physically too weak to begin rebuilding his business or his destroyed house. More recently he suffered another setback as his mother passed away.

The combination of shocks has left Shahid with little income, debts, and ill-health. He is unable to look after his family including his wife and three young sons aged between 7-10 years. The project has extended about Rs.37,000 as cash grant. Shahid plans to use the grant to sell fodder and gradually rebuild his business, his house, and restore his livelihood.

"I am still too weak physically, but with the cash grant at least I now have some support to begin rebuilding my business and my life," he said.

Support to EVIs will benefit from project interventions that help community partners identify and value existing social safety nets like family and community support, and then build on it through cash grants and other livelihood support. Empirical evidence shows strong traditions exist of supporting the vulnerable which serves as an invaluable and accessible social safety net. These traditions are stronger in rural communities that are more cohesive and interdependent. For example, rural communities will generally feed a disabled person as a norm. The project can help communities recognize the significance of this support, and help them enhance it through interventions such as cash grants. This approach will help place the EVI support within existing cultural norms, and may also assist in sustaining support beyond the project period.

The enterprise development training provided by the project is particularly important as they create extraordinary opportunities for the vulnerable and women. For example, SRSP provides 12-day training supplemented by exposure visits to different markets. It also helped partner communities especially vulnerable women access other training opportunities like a three-month chappal-making course provided by the International Labour Organization. At the successful completion of the course, participants were also given a certificate.

Livelihood security – opportunities for skill-building and linkages

In 1980, tuberculosis claimed the life of Shumaila's father when she was seven months old. Her mother, Zubaida, worked as a domestic help to raise Shumaila, her four sisters and a brother who was visually impaired. Zubaida was able to arrange the marriage of all five daughters. Shumaila was married at the age of 16 and gave birth to a daughter two years later. Her second child, a son, is paraplegic. About three years after marriage, Shumaila's husband lost his eyesight reportedly due to typhoid. Zubaida continued to support Shumaila and her family but was killed in the 2005 earthquake. Their house was also destroyed. Shumaila started working as domestic help in two houses, earning about Rs.2,000. Her income supplemented by credit and charity helped meet basic household expenses including Rs.500 rent for a pre-fabricated house where she lives with her family.

Shumaila joined the local VO as part of the project. She was initially very shy and diffident. Gradually, Shumaila gained confidence. She was able to access training to improve her embroidery skills provided by another organization, Badbaan. It also provided input cost for embroidery of chaddars for which it paid her Rs.196/chaddar.

Shumaila participated in the 12-day enterprise development training and was also part of the exposure visits to markets arranged by the project. "I had to make up excuses like visiting relatives to be able to participate in the exposure visits. Otherwise people would point fingers saying that behind my blind husband's back I am seeing other men," she said.

Improved skills in embroidery and enterprise development helped Shumaila decide to start her own small business. She plans to employ five other women, who are also among the very vulnerable. Together they will embroider chaddars and market them. Shumaila also plans to use skills in making flowers and other products to diversify her supplies.

"I will now put up a board outside my home, announcing my business," she said confidently – with hope of a better future shining through her eyes.

The cash grants and training have helped improve the condition of EVIs, especially women. In some cases, there is also a change in the position of women within the household. However, continued efforts are required to improve their position and political capital at the community level.

- **Rights of EVIs and marginalised groups are recognised and protected by communities and duty bearers**

The project's emphasis on identifying and reaching EVIs has had a significant impact on the communities included in the project area and also on the project partners, such that it has helped institutionalize more conscious efforts to identify, reach and support EVIs. Continued project interventions are needed to shift the focus on EVIs from a charity to a rights-based approach.

	Charity	Rights-Based
Terms	Lachaar (helpless)	Haqdar or Mustahiq (deserving)
Approach	Hamdardi (sympathy)	Equity and dignity
Impact on EVI	Dependency	Independence

The project has also introduced a discourse on rights. SPO has introduced participating women and men to the Universal Declaration of Human Rights (UDHR), Convention on the Rights of the Child (CRC), and the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) through a mix of creative interventions like theatre, quiz, and interactive training workshops. It has also fixed sign boards at village entrance as a reminder of the rights and also as a source of information on rights protected by these international instruments.

Asserting public space

Rabia's hand was promised in marriage to the matriculate son of her younger paternal uncle, Tariq. Rabia's father decided to renege on his promise, as he believed that the better educated son of his elder brother was a more appropriate match for Rabia who was a graduate. This enraged Tariq. He felt betrayed and humiliated and threatened to kill if Rabia's father did not honour his promise to marry her to his son. The tensions had escalated to a point where bloodshed seemed imminent.

At this point, Yasmin, the married daughter of Tariq's elder brother stepped in. Traditionally, conflicts such as the one brewing in this village are considered a strictly male-domain. But Yasmin had participated in the sessions on rights conducted by the project. This emboldened Yasmin who took the initiative to call a jirga (traditional alternate dispute resolution mechanism) to resolve the issue. The jirga was called and the issue was resolved after Rabia agreed to marry her matriculate fiancé. Her decision was reportedly taken to avert bloodshed. "Yasmin took a bold initiative – we were all glad when the conflict was averted and tensions subsided. People respect Rabia for her decision," said a local woman who is the VO Secretary.

The above case has many interesting dimensions. It demonstrates the impact of the training on Yasmin, as it appears to have helped her make the bold decision to intervene. More importantly, people in the village attribute her decision to the awareness raised by the training, and respect her for taking the bold step. At the same time, the case highlights that Rabia who had also taken the same training was not able to assert her right to choose a life partner. Her action was also well-received and respected by local people and is not considered a violation of Rabia's rights as an individual. Rabia's choice and the public reaction to it should not be seen as a failure of the project. It in fact effectively highlights the complexities involved in introducing a discourse on rights within entrenched social conditioning that includes and accepts various forms of discrimination.

The project has successfully created numerous links with duty bearers. SRSP helped link local people with NADRA, local government, and also international organizations like ILO. Similar links were made by SPO. In Village Niazpur, officials of the local government attending an SPO event used the occasion to announce a scheme to rehabilitate the drinking water supply. The scheme was completed in November 2008, and is benefiting about 350 households. It has reduced women's workload as they had to walk long distances to fetch water.

Conclusion

In the short period of 14 months, the project has made significant progress. Its design brings mutual benefits to ICMC and its project partners: SPO and SRSP. The project partners have benefited the project by bringing their extensive knowledge and skills in working with rural communities. More importantly, the project has benefited from the high credibility of the project partners within the communities included in the project area. ICMC has also benefited the project and its partners by its structured emphasis on vulnerability of individuals and families. ICMC has also worked closely with project partners on developing a shared understanding of the project and its key concepts like EVIs and EVFs.

Vulnerabilities, especially gender-based vulnerabilities have cross-cutting emphasis in the project. It has successfully ensured that the extreme vulnerable individuals including women and also vulnerable families are given due focus throughout the project. They are included in village-based organizations and through them are able to participate in village and union council level planning. Their livelihood security is the focus of the project's interventions related to enterprise training and cash grants. The project has also helped introduce the discourse on rights within the communities included in the project area, and have also benefited from its focus for their own programmes.

Greater impact towards gender equity is possible. For example, village development planning can counter stereotypical roles and interests of women and men. Cash grants can include a 70:30 ratio for women and men, and the project can help communities better understand the need for such affirmative measures. The work on rights can include interactive dialogue on discrimination and marginalization which will help understand vulnerabilities, and gender-based inequities.

Activities implemented under each of the three objectives including participatory planning at the village and union council levels, disaster preparedness, livelihood support, and the defence and promotion of rights have been well-planned and implemented. There is potential to bring greater cohesion between the activities which will help leverage impact between various components of the project towards achieving its three objectives.

Annex 1

Field-based Gender Review: Terms of Reference

1. Background

The 7.6 magnitude earthquake hit northern parts of Pakistan on October 8th, 2005: North West Frontier Province (NWFP) and Azad Jammu and Kashmir (AJK) areas. Mansehra and Muzaffarabad districts, which were close to the epicentre, suffered the worst damages in terms of loss of human lives, livelihood, and infrastructure. An estimated 80,000 people died in the rubble while countless more went missing. More than half a million people were uprooted, shelter-less, disabled, traumatized, orphaned and widowed in a vast area, already noted for its poverty and limited access, especially during the winter season. The victims were mainly from marginalized groups, living in comparatively inaccessible mountain areas with lower levels of income and service provisions.

ICMC started its emergency response operations in the earthquake affected areas in February 2006. ICMC's interventions, focusing on the extremely vulnerable individuals (EVIs), ranged from providing psychosocial support to the victims of disaster to providing vocational skills training, legal assistance and protection. ICMC also actively advocated for the rights of EVIs in the camps at different forums and meetings. In April 2007, when the government finally decided to close the camps, most of the IDPs started returning to their places of origin but still faced a number of difficulties. Apart from unavailability of basic amenities at places of origin, many could not have access to government compensation packages due to the loss of their important legal documents during the disaster.

2. The Project

ICMC has designed a two-year project to respond to the needs identified in the updated needs assessment conducted by ICMC in Dec 2007. The project title "Promotion of Access to Services and Protection for Vulnerable People in Northern Pakistan" will be implemented through partners in 13 Union Councils of Mansehra and AJK. ICMC will work closely with the Project Partners and other stakeholders to ensure that the initiatives carried forward under this project (participatory planning, disaster preparedness, defence and promotion of rights) are especially sensitive to the needs of EVIs/EVFs as well as gender sensitive.

2.1. Project Goal

Communities have the capacity to be efficient and effective partners for decentralised structures of government and are sensitive and responsive to the needs of the most vulnerable amongst them.

2.2. Project Objectives

The Objectives formulated below are ones that can substantially be achieved in the two-year time-frame foreseen for the project. Following the objectives a short description of the main outcomes to be achieved in two years is given.

Objective 1:

EVI/EVF sensitive community participation in village development processes is enhanced

Objective 2:

Livelihoods of EVIs and communities at large improved.

Objective 3:

Rights of EVIs and marginalised groups are recognised and protected by communities and duty bearers

The ICMC and partners' project staff need to be trained and sensitized on gender related issues, develop gender sensitive and gender adapted indicators for project activities. For this purpose, services of an external consultant will be hired to train, sensitize and develop gender sensitive indicators in close coordination with ICMC and project partners.

3. Job Purpose

In light of ICMC's commitment to the principle and practice of gender equality in all its projects, it strives to ensure that all emergency and development responses incorporate a gender perspective in assessment, planning, implementation and evaluation. In order to assess gender mainstreaming for its project "Promotion of Access to Services and Protection for Vulnerable People in Northern Pakistan", ICMC wished to initiate a field based gender review.

The purpose of this consultancy is to learn and identify best practices in addressing gender based power imbalance between men and women in the project areas as well as provide hands on experience for ICMC and its local partners' teams to conduct gender review and address the gaps identified in gender programming in future.

4. Objective of the review:

The overall objective of this review is to conduct:

An in-depth review of the steps that were taken in addressing gender mainstreaming integration in project planning and programming as a whole, and in implementation of activities at field and office level.

5. Methodology:

To structure the analysis, a number of analytical tools will be used: review of documents; consultation with key project/programme and counterpart staff; gender in the Project cycle (Questionnaire); analysis of Services; gender analysis meeting with project staff and counterparts.

An analytical framework will be used based on basics of Women's Equality and Empowerment principles. The gender review framework will be used to assess gender equality and empowerment, comprising of analytical levels leading to increased equality between the sexes and increased empowerment of women and men. The levels which will be assessed under the framework will be welfare, access, participation and control.

The reviewer will attempt to make the review as participative as possible; however, will take necessary care of time limitations. The participatory approach will include meetings and focus group discussions with project/programme management, project field staff and the beneficiaries. The recommendations will jointly be developed and agreed upon with project/programme management as feasible and ready for implementation.

The review will be:

- spread over a period of 14 days. Exact schedule/plan of the consultancy will be agreed with the consultant prior to signing of the contract;
- involve field visits and thorough desk review of project documents such as LFA and Project Monitoring Plan;
- drawing upon experience and international best practice within and outside ICMC and project impact assessment needs; and
- sensitive to the need for staff to focus on gender equity during implementation of the planned activities.

6. Broad Issues to address:

Based on the project proposal and logframe, the review team will be expected to achieve the following:

- Examine the gender effectiveness and relevance of interventions/activities during the implementation phase against the planned outputs and outcomes, including an appraisal of the methodologies and approaches applied;
- Recommendations for the ongoing project and future programme design;
- Document the lessons learned to feed into future programme development.

7. Specific Activities and Tasks:

- provide a brief document for the purpose of reference and guidance for the staff during the implementation of the project activities.

- Discuss and draft the methodology, including tools/methods and checklists, etc. and send it to ICMC for review;
- Meet with ICMC to discuss the methodology and the schedule for gender review.
- ICMC will share all relevant project documents with reviewer for assessing if project objectives have reflected gender analysis; if activities were clearly planned reflecting how equal participation of male and female beneficiaries will be ensured; if gender sensitive monitoring indicators were included etc;
- Visit the project sites and assess the capacity and potential of partner organizations to mainstream gender through their programme;
- Meet with the partners' project staff to discuss their views about gender relations and gender mainstreaming of the programme;
- Meet with project beneficiaries in the communities and assess the impact of project activities on women's decision-making and empowerment regarding personal, family and/or community life. This would be more focused on assessing how project related activities have affected decision-making at community and family level but may include non-project related areas of community life and decisions regarding them;
- Identify any gaps or positive steps in the administration and management of the programme with regards to gender mainstreaming by both partners;
- Document at least three case studies or most significant change stories for publications and also for future follow up on change and consistency;
- Present the main finding of the gender review in a joint feedback session with partners and ICMC, and incorporate their views on the findings;
- Document report and give recommendations for mainstreaming gender in future interventions and programming.

8. Broad Outcomes:

- Reports consolidated and reviewed;
- Achievements, gaps and challenges identified;
- To identify areas that needs to be strengthened;
- To come out with best practices and lessons learnt for future programme development;
- To put in place gender mainstreaming M&E systems/frameworks.

9. Deliverable:

A report with recommendations for future will be written at the end of the gender review. Importantly, the report will capture the process of the gender review.

The gender review report will consist of:

- executive summary and recommendations (not more than six pages)
- main text will consist of gaps identified, achievements, lessons learnt for future initiatives, best practices, case studies/personal stories told by villagers in boxes and conclusion (not more than six pages)
- appendices to include gender review terms of reference, maps, bibliography, gender review methodology, list of interviewees, etc.

10. Duration and Timeframe

The assignment will be for 14 working days, as per the following tentative plan:

Exact schedule/plan of the consultancy will be agreed with the consultant prior to signing of the contract. A brief report of the consultancy will be submitted to ICMC, Pakistan within three days after completion of the consultancy.

S. No.	Activity	Days	
		Work	Travel
1	Initial Meeting with ICMC	1	
2	Desk review of project documents	1	
	Field visit to Mansehra and Muzaffarabad	4	2
5	Documentation of information gathered during field visits	2	
6	Feedback session to ICMC and partners	1	
8	Final consultancy report writing	1	
9	Incorporate comments in the final report	2	
	sub-total	12	2
	Total Days	14	

11. Reporting

The consultant will report to the Deputy Programme Director (DPD) and work closely with both the DPD and Senior Programme Officer and will provide support to partners' staff in understanding the gender review and analysis methods.

12. Terms and Conditions

Consultancy fee is paid in gross. For National consultants hired in Pakistan, the total consultancy fee will be deducted in accordance with prevailing tax regulations. The daily rate for this consultancy will be Pak Rs. xxxxx (per day) based on approximately 14 days work, including all travel time and living expenses incurred domestically (except those mentioned below), materials preparation, report writing and requested revisions.

13. Payment

50% advance payment will be made after the signing of contract for the proposed assignment as first instalment and the remaining 50% payment will be made on completion of the consultancy including satisfactory delivery of the output, submission of final consultancy report, revisions and on submission of an invoice.

The cost of two national travels from home-base while conducting the consultancy will be covered by ICMC, Pakistan Programme. This includes: economy class airfares and airport taxes relating to the piece of work and or reasonable expenses for ground travel and the most economical ground transport to and from the ICMC provided accommodation, offices, field sites and airports.

Accommodation (excluding meals) will be provided by ICMC in accommodation arranged by project partners or ICMC. No per diem will be provided during this consultancy period.

14. Person Specification

The consultant appointed will have a solid mix of the following skills, attributes and experience:

Essential:

- University degree in international development, gender studies or other relevant discipline, preferably to at least master's degree level
- Minimum 5 years hands on experience in carrying out a range of gender related trainings in a development context
- Experience of conducting trainings on gender sensitization
- Excellent facilitation skills, negotiation skills and oral and written communication skills

- Experience supervising and coaching professionals in a multi-cultural context comparable to that of ICMC, if not actual experience as on-the-job trainer in such a context
- Programme experience with development issues among vulnerable communities or communities from remote areas
- Sound knowledge of and commitment to gender equity
- Ability to communicate with a wide range project staff with diverse backgrounds.
- Strong analytical and conceptual skills
- Ability to travel and work in remote and harsh areas with flexibility
- Ability to work with limited supervision
- Excellent co-ordination and communication skills in English
- Excellent skills in report writing (English)
- Computing skills, including knowledge of word-processing and spreadsheets applications
- High personal standards, politically and religious sensitive with qualities of patience, tact and diplomacy

Desirable:

- Familiarity with Pakistan and the gender issues in the earthquake affected regions.
- Fluency in Urdu and local languages
- Experience of working in Pakistan
- Understanding of the impact of emergencies and displacement communities and extremely vulnerable individuals.

Annex 2

Framework and Methodology

Content

Acronyms

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Guiding Principles

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Framework

Acronyms

AJK	Azad Jammu & Kashmir
EVFs	Extremely Vulnerable Families
EVI	Extremely Vulnerable Individuals
ICMC	International Catholic Migration Commission
NWFP	North West Frontier Province

Background

On 8th October 2005, a 7.6 magnitude earthquake wreaked havoc in an area that was already reeling in poverty. Many parts of Azad Jammu & Kashmir, and NWFP in Pakistan were badly affected. More than 80,000 people were killed and over 70,000 injured. An estimated 2.8 million were left without shelter.

ICMC started its emergency response operations in the earthquake affected areas in February 2006. ICMC's interventions, focusing on the extremely vulnerable individuals (EVIs), ranged from providing psychosocial support to the victims of disaster to providing vocational skills training, legal assistance and protection. ICMC also actively advocated for the rights of EVIs in the camps at different forums and meetings.

In December 2007, ICMC conducted an updated needs assessment. Based on its findings, it designed a two-year project titled: Promotion of Access to Services and Protection for Vulnerable People in Northern Pakistan. The project is implemented through two partners in 13 union councils of Mansehra and AJK.

The project's goal is: communities have the capacity to be efficient and effective partners for decentralised structures of government and are sensitive and responsive to the needs of the most vulnerable amongst them. It has three objectives:

1. EVI/EVF sensitive community participation in village development processes is enhanced
2. Livelihoods of EVIs and communities at large improved.
3. Rights of EVIs and marginalised groups are recognised and protected by communities and duty bearers

ICMC works closely with the project partners and other stakeholders to ensure that the initiatives under this project (participatory planning, disaster preparedness, defence and promotion of rights) are especially sensitive to the needs of EVIs/EVFs and are also gender sensitive.

Introduction

In June 2009, ICMC commissioned a field-based gender review of its project Promotion of Access to Services and Protection for Vulnerable People in Northern Pakistan. The in-depth review will assess the steps taken to integrate gender mainstreaming in project planning and in implementation of activities at the field and office level.

It seeks to learn and identify best practices in addressing gender-based power imbalance between men and women in the project areas as well as provide hands-on experience for ICMC and its local partners' teams to conduct gender review and address the gaps identified in gender programming in future. This document presents the guiding principles, methodology and framework to be used in the gender review.

Guiding Principles

The review will essentially be a mutual learning exercise for project partners and ICMC. It will seek to support course correction, where needed, and to draw out best practices to be used by project partners, ICMC and others. An open, learning environment will be established. Questioning and probing will be encouraged.

The review will seek to understand the impact of activities on gender-based power as much as they can be ascertained in the short project period.

Illustrative examples will be provided, however, care will be taken to ensure that the identity of people participating in the project and its review is not revealed without informed consent. The review will ensure that undue time demands are not placed on participants, especially women.

The guiding principles of this review will include:

- Mutual respect of participants, project partners, ICMC and external reviewer
- Commitment to rigour in the collection and presentation of data
- Open, interactive discussion and analysis

Methodology and schedule

The review will include a mix of methods: review of documents; consultation with key project/programme and counterpart staff; and, field-based interviews of participating women and men from the project areas. The field-based discussions will use participatory discussion tools, where required.

The review will begin on 15 June 2009. Field visits will include two field-days with each project partner. Each project partner will prepare the field schedule in consultation with the external reviewer. They will include two comparative sites for review. The following criteria will be used in selecting sites for inclusion in the fieldwork:

- provides evidence of how gender mainstreaming was achieved in the project
- provides lessons on what did not work vis-à-vis gender mainstreaming in the project
- provides case studies for both of the above
- provides diversity of context especially in terms of damage by the earthquake which may have contributed to greater or lesser achievement of project objectives

A feedback session presenting draft findings will be held around the third week of July. A final report will be submitted on or before 31 July 2009.

Framework

The review will focus on the following ten broad issues:

1. Has the project contributed to increasing the participation of women, particularly the extremely vulnerable among them, in village development processes and its related decision-making?
2. Has the project contributed to increasing the access and control over household and community resources of women, particularly the extremely vulnerable among them?
3. Has the project created new, or increased access to existing, socio-economic opportunities for women, particularly the extremely vulnerable among them?

4. Has the project contributed to greater understanding of rights and of discrimination? If yes, has that understanding helped greater protection of rights and reduced discrimination through effective advocacy and/or other means?
5. How did the livelihood projects impact the lives of women, particularly the extremely vulnerable among them?
6. What was the impact of the campaigns on disaster preparedness?
7. Has the project changed the condition or position of women, particularly the extremely vulnerable among them, at the household or community level? If yes, in what ways can the changes be identified?
8. What measures were included in the project design to help gender mainstreaming?
9. Has the project contributed to increasing gender sensitivity and mainstreaming within the project partner? If yes, how was that manifested?
10. What impact, if any, did the post-disaster context of the project areas have on achieving gender mainstreaming objectives of the project?

For each of the ten, the review will attempt to find and document evidence to support its findings. Perspectives of women and men will be obtained.

Annex 3

Field Visits - Programme

Date	Activity
District Mansehra	
Tue 07 Jul 2009	<ul style="list-style-type: none"> Meeting with SRSP staff
Tue 07 Jul 2009	<ul style="list-style-type: none"> Meetings with EVIs, MVO and WVO in villages Dana and Mangli Meeting with Nazim, UC Balakot
Wed 08 Jul 2009	<ul style="list-style-type: none"> Meetings with EVIs, WVO in village Patika Meetings with EVIs and MVO in village Jageer Meetings with EVIs, WVO and MVO in village Mohri Participation in check distribution in village Batang
District Muzaffarabad	
Thu 09 Jul 2009	<ul style="list-style-type: none"> Introductory meeting with SPO staff
Thu 09 Jul 2009	<ul style="list-style-type: none"> Meetings with EVIs, COs in villages Bagsar and Nainsukh
Thu 09 Jul 2009	<ul style="list-style-type: none"> Participation in UC-Development Plan in village Kakarwara, followed by meetings with EVIs, and CO members
Fri 10 Jul 2009	<ul style="list-style-type: none"> Meeting with SPO staff

Managed by:



Project Implemented by:



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