

TRANSTEC



REVIEW OF GENDER ISSUES INCLUDING STRATEGIES AGAINST GENDER-BASED VIOLENCE IN HUMANITARIAN INTERVENTIONS

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EXECUTIVE SUMMARY

1. The purpose and scope of this review is to provide an understanding of past and current policies and programme approaches for integrating gender into humanitarian interventions, including actions to prevent and respond to the incidence of sexual and gender based violence. As such, it aims to identify lessons learned and good practice from desk-based policy reviews, interviews with a range of actors, and field visits. An extensive review of selected policy approaches by UN, ICRC, some EU Member States and other donor governments was undertaken. This was reinforced by direct consultations with officials from these organisations as well as INGOs. DG ECHO staff and partners were consulted both in Brussels and in the field sites. Three field visits were carried out to draw lessons on the challenges and practices on the ground and, to the extent possible, to get insight into different types of crisis (wars and natural disasters) and different phases of emergency response (emergency, LRRD, and disaster preparedness). The sites visited were India (Delhi, Bihar and Orissa), DRC (Goma and eastern Congo), Senegal (Dakar) and Liberia (Monrovia and south east).
2. Introducing a gender dimension into humanitarian aid is predicated on the experienced differential impact of crisis on women, men, boys and girls. It seeks to develop more sensitive needs assessment, to elaborate context-specific needs of men, women, boys and girls and to improve appropriate responses. This includes consideration of gender relations and dynamics in local contexts within the logic of intervention and development as well as documentation of good practices in different sectors to help make them more systematic. Such a perspective seeks to take account of beneficiaries as people within the social power relations that shape their roles, responsibilities and identities within households, communities and beyond. Such a differentiated understanding, it is argued, can help ensure that any humanitarian interventions do no harm in reinforcing or generating negative power relations and dynamics that can place beneficiaries at risk. The conventional twin track gender strategy is to address both targeted programmes for women's empowerment as well a mainstreaming approach to integrating gender sensitivity into all aspects of programming. It arises from the global platform of CEDAW, the Beijing Platform¹ and the MDGs where the promotion of gender equality is grounded mainly in the context of a rights-based approach to poverty reduction. However, the principles and lessons from this platform are informing how gender is being considered in and adapted to the field of humanitarian action. Most notably in a needs-based approach that addresses improved needs identification, and understanding of impact of interventions as well as a focus on specific risks and issues of humanitarian protection.
3. These working assumptions are critically explored and examined in this review to establish suggested parameters within which DG ECHO might further consider and strengthen the gender dimension of humanitarian assistance. The main themes treated include:
 - Lessons learned from challenges of developing gender policies and mainstreaming strategies including recent emphasis on creating an enabling institutional environment.
 - The particular focus on needs, protection, vulnerability, and participation in humanitarian assistance.
 - The emergence of guidelines, tools and good practice that require more rigorous testing and examination.
 - The parameters of humanitarian responses to SGBV and the challenges they pose, particularly in developing actions for prevention.
 - The data and information gaps in promoting the gender dimension.

- The strengthening of Codes of Conduct to deal with sexual exploitation and abuse.

The main findings and specific recommendations arising from the review are set out below in a matrix.

Matrix of Recommendations

Main Findings	Specific Recommendations
Elaboration of Policy and Strategy	Elaboration of Policy and Strategy
<p>International momentum on the gender dimension in humanitarian assistance is growing as evidenced by initiatives of the wider EU including Commission and Council as well as EU Member States. <i>Paragraphs: 9-10; 15-18; 55-59</i></p>	<p>1. DG ECHO to have fuller engagement and coherence with EU Member States and across the Commission on the gender dimension of humanitarian aid.</p>
<p>The review of UN, ICRC and donor Government policies reveals that lessons learned from inconsistent implementation of gender mainstreaming support the usefulness of having a clear policy/strategy accompanied by an action plan to provide a systematic basis to focus practical actions. <i>Paragraphs: 39, 41-45; 54, 58; Boxes 7, 9 and 12</i></p>	<p>2. DG ECHO to consult further and develop policy/strategy statement with plan of work on the gender dimension in humanitarian aid.</p>
<p>DG ECHO's mandate and work provide solid entry points for greater consideration of specific gender-related work. <i>Paragraphs: 9-10; 76-86; Box 14; Annex J</i></p>	<p>3. Specific target areas considered in plan of work could include participation of beneficiaries, vulnerability, protection, disaster preparedness, gender-sensitive analysis, preventing and responding to SGBV.</p>
<p>Entry points exist in the Consensus Action Plan for greater consideration of the gender dimension. <i>Paragraphs: 9-10; Annex F</i></p>	<p>4. DG ECHO could make use of the Consensus Action Plan mid-term review to discuss with EU Member States how to reinforce the gender dimension of humanitarian aid at a practical level across the EU. This would enable DG ECHO to consult and consider further on identifying practical steps/ actions for integrating gender considerations more fully into the existing advocacy, training, planning, and capacity building components of the Consensus Action Plan.</p>
<p>UN Security Council Resolutions 1325 and 1820 are focusing international attention and joint action on the impact of war on women, the need for greater participation of women in responses, and addressing sexual violence in conflict. <i>16-17; 62; 73-76; 89; Box 9</i></p>	<p>5. DG ECHO should seek to continue and strengthen its engagement with the implementation of the EU Comprehensive Approach on 1325 and 1820, particularly in addressing the humanitarian aspects of sexual violence in war, greater participation of women, and focusing of assistance in specific contexts.</p>

Creating an Enabling Institutional Environment	Creating an Enabling Institutional Environment
<p>Senior level leadership on the gender dimension is critical to creating an institutional environment for greater action and impact; it can reinforce and lend legitimacy to institutional arrangements and capacities, such as a focal point system, for taking driving forward the work on the gender dimension.</p> <p><i>Paragraphs: 41-45; Boxes 7 and 9</i></p>	<p>6. DG ECHO should encourage leadership of senior management on the gender dimension to establish accountability at different levels for progress.</p> <p>7. DG ECHO should seek to enhance and strengthen institutional capacities for gender through a dedicated full time focal person in Brussels and focal points at different levels, including Experts in the Regional Support Offices.</p>
<p>Lessons learned from the weak implementation of earlier gender mainstreaming strategies are informing a more embedded approach where internal human resource and staffing considerations are seen as an essential part of creating the enabling environment for the gender dimension in all aspects of aid work and in terms of improving programmes through greater reach to beneficiaries and mix of teams.</p> <p><i>Paragraphs: 11-14; 39; 43-44; 58; Boxes 6 and 9</i></p>	<p>8. DG ECHO should reflect upon and consider gender balance in its staffing policies and encourage a wider net of possible applicants, particularly to operational posts.</p>
<p>Following learning and experience of recent years, there is established consensus that good practice requires stronger Codes of Conduct at all levels of organizations to address Sexual Exploitation and Abuse (SEA) in the delivery of humanitarian aid.</p> <p><i>Paragraphs: 94-96; Boxes 16 and 17</i></p>	<p>9. DG ECHO should consider development of a clear Code of Conduct on Sexual Exploitation and Abuse for DG ECHO staff and partners.</p>
Preventing and Responding to Sexual and Gender Based Violence	Preventing and Responding to Sexual and Gender Based Violence
<p>SGBV programmes, including response to rape in war are occurring in complex environments where security actors play a strong role in determining aspects of prevention; engaging with this complex environment is discussed in the Consensus and should inform DG ECHO's efforts to bring a humanitarian position and perspective to EU-wide debates in particular situations. Such coordination in the field is a necessary part of improving comprehensive prevention strategies and responses to the worst incidences of SGBV.</p> <p><i>Paragraphs: 62-63; 65-66, Box 11</i></p>	<p>10. DG ECHO needs a clear position on how, as a humanitarian actor, to engage with and shape coordination with other actors, notably security actors (peacekeepers and police for example) in complex settings like Eastern Congo, taking into account the Humanitarian Consensus and the new Funding Guidelines on Humanitarian Protection.</p>
<p>SGBV in humanitarian settings is most often recognized in the high profile and visibility of rape in war. This tends to shape the focus of response on treatment of survivors; however,</p>	<p>11. DG ECHO needs to consider the forms of SGBV it will address in emergency contexts, bearing in mind that rape by fighting forces is a form of violence that is quite readily visible and</p>

<p>there are further forms of SGBV that emerge or increase in the context of crisis, armed violence, and displacement such as rape within the civilian population, forced prostitution, trafficking, and harmful traditional practices that require much more careful detection methods. <i>Paragraphs: 62-72; Boxes 10 and 11</i></p>	<p>that some other forms may be overlooked; in this DG ECHO may seek to clarify the implications of the new Funding Guidelines on Humanitarian Protection for SGBV in the context of the Humanitarian Consensus commitment that protection strategies against sexual and gender based violence be incorporated in all aspects of humanitarian assistance.</p>
<p>Health-based responses largely define DG ECHO’s support to responses to SGBV through multi-sectoral responses (which can include legal and livelihoods actions) that are considered good practice and still work in progress. Beyond this, there are wider protection aspects to SGBV and rape in war as a human rights abuse. Framing the intention of response is important to shape effective programmes and measure the particular results achieved. <i>Paragraphs: 69-70, 81; Box 11</i></p> <p>The review including field visits reinforces the challenges of transition for SGBV programmes and how to ensure capacities and learning developed in the humanitarian phase are taken forward and that more structural aspects for long-term prevention of SGBV are taken up by development actors and Governments. <i>Paragraphs: 72,84; Boxes 10 and 11</i></p>	<p>12. DG ECHO should clarify the basis for its response to SGBV, and outline what the balance should be between addressing the immediate health needs of victims alongside other felt needs of beneficiaries. This should take account of DG ECHO’s mandate and recent clarifications on the parameters of Humanitarian Protection.</p> <p>13. DG ECHO also needs to define clear exit strategies and positions to support LRRD for prevention and response to SGBV and to determine end point for humanitarian intervention taking account of recent clarifications on Humanitarian Protection.</p>
<p>Capacity Building for the Gender Dimension</p>	<p>Capacity Building for the Gender Dimension</p>
<p>It was found that many organizations found a tailored training strategy that builds on the institutional culture, and is driven by key staff with external support as required, to be important in strengthening awareness of the gender dimension, engaging different regional aspects, linking policy and operational efforts, and building skills and knowledge for improved programming. <i>Paragraphs 44,59-60; Boxes 8 and 9</i></p>	<p>14. DG ECHO should seek to develop and provide field-focused and informed training and sensitization for all staff on gender and humanitarian interventions.</p>
<p>DG ECHO’s capacity building decision is an instrument that could be used for enhancing gender work beyond the confines of DG ECHO’s own network of partners. Key thematic areas of the current decision, (improving food security and livelihoods, strengthening disaster preparedness, and protection) are all ones where achieving greater responsiveness to gender issues could help to improve the effectiveness of humanitarian</p>	<p>15 and 16. DG ECHO’s capacity building decision could consider integrating specific gender-related actions in the current thematic areas including strengthening gender in the cluster system and development of stronger needs assessment tools.</p>

assistance. <i>In Recommendation 15 of full text;</i>	
Improved Programming	Improved Programming
There are opportunities in humanitarian programming to integrate messages on gender and SGBV in the sensitization of communities to particular issues and effects; this is also true in the case of other crosscutting issues for DG ECHO such as HIV/AIDS and children in emergencies. <i>In Recommendation 16 of full text</i>	17. DG ECHO partners should be encouraged to seek out opportunities to sensitize beneficiary communities on gender based violence and other gender-related rights abuses in the same way that they are encouraged to promote messages on HIV/AIDS; also, to identify and encourage opportunities to promote awareness of strategies on HIV, children, and gender to sensitize communities through ongoing projects in the field.
The review found the use of specific guidance and tools can help support awareness and integration of relevant gender considerations in funding cycles and the identification, implementation and evaluation of programmes and projects. <i>Paragraphs: 49-51, 53, 57; 60, 71; ; Box 9, Annex E</i>	18. DG ECHO should seek to develop specific tools such as checklists and programming notes with users (desk officers, experts, consultants) to support the gender dimension at different stages in funding and project cycles.
The funding forms and guidelines of funders are important entry points for establishing clear and useful parameters for implementing the gender dimension with partners. Engagement with partners in implementing gender dimension is important in terms of achieving results and tracking how programmes can be improved and learning from practice on the ground. <i>Paragraphs: 96, Boxes 9, 12, 17</i>	19. DG ECHO should engage more actively with partners on gender and reflect on capacity needs of project support and more in-depth reporting. 20. DG ECHO should add Guidance Points to the Single Form for addressing gender. Over time, further changes to Single Form could be considered to strengthen information on needs and impact.
Strengthening the Knowledge Base	Strengthening the Knowledge Base
There is a collective need within the humanitarian aid community for a major effort in knowledge building on the gender dimension. DG ECHO is in a unique position to encourage and contribute to knowledge building because of its position as a leading international donor, the sectoral diversity of its work, its geographical coverage, its engagement across all phases of emergency, and its close working relationship with partners. <i>Paragraphs: 64,87-93 Boxes 9, 10, 11,13,14,15</i>	21. and 22. DG ECHO is well positioned to lead on knowledge building for the gender dimension through supporting: systematic analysis of impact and what works and what does not; research on specific sectors or area case studies; coherent and collective data and information systems for gender analysis and SGBV interventions; consideration should be given to developing this role through particular actions.

1. Introduction

This review has been carried out by Ms. Eleanor O’Gorman and Mr. Ian Clifton-Everest.

Ms. O’Gorman has over fifteen years of experience in the fields of international conflict and humanitarian development including gender and security issues, aid strategies, and a deep knowledge of peace-building policies and programming. She has worked within multilateral, bilateral, academic, and NGO setting including a post as Senior Policy Adviser with UNDP, serving in New York and Brussels where she led policy engagement on conflict prevention and peace-building with various UN agencies and operations, and with EU crisis management developments. She also advised and provided technical support to UNDP field programmes and UN operations on conflict-related programming. She recently served as Adviser to the Irish Government in establishing a new Conflict Resolution Unit that seeks to build on the Northern Ireland Peace Process in shaping an international focus of support to peace processes elsewhere. Her field experience includes Sri Lanka, Israel/Palestine, Zimbabwe, Liberia, Somalia, Guinea-Bissau, Timor Leste, Tajikistan and Kyrgyzstan, and Bosnia-Herzegovina. Ms. O’Gorman also has a research and teaching background on gender and humanitarian development issues. She holds a PhD in social and political sciences from the University of Cambridge in the UK with an awarded scholarship from the John D. & Catherine T. MacArthur Foundation. Her research focused on gender and war, and the role of women in Zimbabwe’s liberation war in the 1970s. From 1994-1997, she was Lecturer in Politics and Development at the School of Development Studies (University of East Anglia in the UK). She co-edited the collection on Women, Culture and International Relations (1999) Lynne Rienner Publishers. Ms. O’ Gorman is currently a Research Associate at both the Gender Studies Centre and the Centre of International Studies at the University of Cambridge and is a member of the Cambridge Post-Conflict and Post-Crisis Group.

Mr. Ian Clifton-Everest has more than 15 years experience of project design, management and evaluation, covering most sectors in emergency operations and development work for NGOs and UN agencies. Moreover, he has a thorough knowledge and understanding of gender issues: Increasing female participation in humanitarian work, better targeting on needs of female beneficiaries, services for victims of sexual and gender-based violence, monitoring violence and strengthening of prevention. Through his work on EU funded projects, he has acquired a good experience in the design and project cycle management and a good understanding of the working methods and procedures of the Commission external relations and of DG ECHO in particular. He was the Team Leader for evaluation of DG ECHO/Save the Children UK partnership (2006). Mr. Ian Clifton-Everest has a good experience in first level emergency needs assessment: Coverage of all basic sectors such as food distribution, water-sanitation, health, nutrition, protection against gender based violence, IGA and food security.

Purpose and scope of Review

1. This review was commissioned as part of the Action Plan set out by DG ECHO to assure consonance of its work with the European Consensus on Humanitarian Aid, and to support efforts towards tighter focus on gender issues, and in particular sexual and gender based violence.² The Terms of Reference request a “structured review of gender issues through past and current approaches, including strategies against gender-based and sexual violence in international humanitarian aid.” The purpose of the review is to present DG ECHO with an overview of past and present funding and programming strategies for addressing gender issues in emergencies, looking

to see how these translate into action on the ground with examples drawn from DG ECHO projects. During the review process, efforts have been made to identify tools and best practices that ensure sustained attention to gender issues in programming, and maximize programme impact. The terms of reference for the review require the consultants to take into consideration the need for coherence within the EU on gender issues, and therefore, a stocktaking exercise has also been made of gender approaches within DG ECHO at both an institutional and programming level to clarify the base for future work.

2. Central elements of the review are analyses of the emergency assistance funding policies of EU member states and other donor governments, and the programming policies of UN agencies. This has been complemented by field studies of needs and emergency interventions in India, Liberia and DRC. The purpose of these visits was to identify measures that would assist DG ECHO in tuning funding and programming methodologies in a way that would help support the gender work of operational partners, and ensure coherence with their own gender policies.
3. The review contains a number of recommendations for DG ECHO to strengthen its engagement with gender issues at policy, institutional and programming levels. These draw on findings of the review process, and in particular on what has been identified as best practice. At the programming level, consideration has been given to the potential of both project and thematic funding tools for capacity building and strengthening the work of partners. Attention is also drawn to the possible synergies DG ECHO's current work on HIV/AIDS, and DG ECHO's current commitment to children in emergencies into humanitarian actions.

Methodology

4. Information for this review was collected from documents, interviews with stakeholders and visits to project operations in the field. In-depth study was made of emergency assistance policies and plans of selected EU member states and active donor governments through meetings with officials, teleconferences, and bibliographic studies. The states chosen were Sweden, Norway, the UK, the Republic of Ireland, Norway and Canada. Nine further EU member states were invited to send policy documents and 2 responded with submissions. Gender policies and programming approaches of six UN institutions and bodies were studied. These were UNHCR, UNICEF, WFP, UNDP, OCHA and the IASC. Methods of information collection were the same as for funders. Visits were made to DG ECHO headquarters for discussion of gender with DG ECHO staff, and a detailed study has been made of DG ECHO decisions to identify tools DG ECHO currently uses to assess gender needs in programming. A number of other stakeholders have been consulted in the Commission and notably INGO's in Brussels and in the field visits. A full list of consultations is provided in Annex C. Information in the field was collected through discussion with DG ECHO partners, and their local counterparts, through visits to project operations, and discussions with beneficiaries. Field visits also provided the opportunity to complement information collected at DG ECHO headquarters through discussions with DG ECHO field staff, and other local stakeholders. The combination of approaches to information collection made it possible to triangulate on needs, approaches and lessons learned.
5. Three field missions were undertaken as part of the review, which involved meeting with DG ECHO staff and partners as well visiting selected projects. The three countries selected for field visits do not allow a fully comprehensive study of gender in different emergency contexts. While they exemplify cases of cyclical chronic/acute emergency (DRC), post emergency/LRRD (Liberia), and recurrent emergencies that are addressed by disaster preparedness activities (India),

generalization to other contexts is constrained by cultural, political, security and other considerations. Within each country, moreover, it was possible to study only a small number of operations and sectors. For these reasons the findings of field studies should be considered illustrative rather than definitive. A special note of caution should be sounded about generalizing findings on gender-based violence from one context to another. Fuller summaries of the field missions and associated findings are set out in Annexes G, H and I, to also be considered on their own merit.

6. During interviews every effort was made to keep discussion on gender as open as possible, to avoid prejudging issues that informants might feel important, and to obtain the maximum of quality information. The style of interviewing was open-ended with consultants following up on leads and encouraging more in-depth analysis of issues raised. Issues to be studied during project visits were identified in collaboration with project staff on the basis of experiences with project implementation and problems identified in project proposals. Of interest were the various perceptions of international staff, local staff and project beneficiaries of gender problems and the pertinence of the project for addressing these. End of mission workshops were used to review findings, identify knowledge gaps and assess the state of the art. Discussions were also held with partners on institutional policies and programming approaches to gender, and how DG ECHO might strengthen gender work.

Structure of Report

7. The working definitions of gender guiding the review include the commonly used understanding of *gender* in EU documents: “Gender refers to the socially constructed differences, as opposed to the biological ones, between women and men; this means differences that have been learned, are changeable over time, have wide variations both within and between cultures.”³ Furthermore, The Council of Europe defines “*gender mainstreaming* [as] the (re)organisation, improvement, development and evaluation of policy processes, so that a gender equality perspective is incorporated in all policies at all levels and at all stages, by the actors normally involved in policy-making. Gender mainstreaming cannot replace specific policies that aim to redress situations resulting from gender inequality. Specific gender equality policies and gender mainstreaming are dual and complementary strategies and must go hand in hand to reach the goal of gender equality.”⁴
8. The Report is structured into five parts:
 - Part One focuses on the Policy Environment for Gender and Humanitarian Assistance setting out key parameters and lessons learned from the EU, UN, ICRC, and Donor Governments on integrating gender considerations into humanitarian policy and action.
 - Part Two focuses on the specific policy and actions related to the prevention and response to SGBV and sets out challenges and questions for humanitarian actors such as DG ECHO going forward.
 - Part Three provides a summary of findings with illustrative examples from the field visits.
 - Part Four highlights two emerging issues from the review, namely the state of play concerning (1) Codes of Conduct related to Sexual Exploitation and Abuse (SEA) and (2) data and information needs related to integrating gender into humanitarian assistance.
 - Part Five sets out a list of recommendations related to the key findings of the review.

PART ONE: POLICY FRAMEWORKS AND DEBATES ON GENDER AND HUMANITARIAN ASSISTANCE

2. EU Policy, Coherence, and Coordination on Gender and Humanitarian Assistance

2.1 The Regulatory Framework for DG ECHO

9. In 2008 the humanitarian assistance of the European Commission (DG ECHO) amounted to some €37m, enabling responses in over 60 countries through some 90 funding decisions.⁵ Along with the DG ECHO Mandate set out in the 1996 Council Regulation No. 1257/96⁶, the *European Consensus on Humanitarian Aid of 2008*⁷ is a significant pillar of DG ECHO's regulatory framework in directing this budget. The Consensus is significant as a statement of shared competence and a joint initiative by the Council, Commission and European Parliament. The Consensus reaffirms the original humanitarian principles and good practice of humanity, neutrality, impartiality and independence and states that the "common objective" of EU humanitarian aid is "to provide a needs-based emergency response aimed at preserving life, preventing and alleviating human suffering and maintaining human dignity wherever the need arises if governments and local actors are overwhelmed, unable or unwilling to act."
10. The Consensus also states "the dignity of all victims must be respected and protected." Section 2.5 makes specific mention of the "gender dimension in Humanitarian Aid"⁸ with commitments to focus on **difference** and **participation**.⁹ The gender dimension is further reinforced in paragraph 39 with commitments to focus on **particular vulnerabilities** and **protection strategies against sexual and gender based violence**.¹⁰ The Commission commitments arising from the Consensus form the basis of an Action Plan. Two specific actions for the gender dimension are set out in terms of an overview of protection strategies including against SGBV and gender mainstreaming into humanitarian aid. However, given the transversal nature of the gender dimension when considered in all aspects of the planning, coordination, delivery and evaluation of humanitarian aid, and in specific terms the focus on needs, vulnerability and protection, there would seem to be additional scope for mainstreaming gender actions into other areas of the Action Plan beyond the specifically named gender-related actions. Building the gender dimension into the Action Plan more consciously and consistently provides the possibility for DG ECHO to review its existing commitments and actions and apply a more systematic consideration of gender analysis to identify further entry points for action that contribute to and reinforce the results of the Consensus and its associated Action Plan.

2.2 The European Commission's Organisational Gender Policy Framework

11. The European Commission as an organization has its own gender equality policy and commitment to mainstreaming gender in all aspects and areas of its work. This arises from the EU Treaty¹¹ and builds on the international Beijing Platform.¹² This work for the current phase is set out in *The Roadmap for Equality between Women and Men 2006-2010*¹³. The Roadmap has 6 priority areas including the eradication of all forms of gender-based violence, and the promotion of gender equality in external and development policies. It also includes efforts to set targets internally and strengthen transparency and accountability for results in gender equality.¹⁴ Internal oversight and accountability for the implementation of European Commission plans includes the Group of Commissioners on Equal Opportunities for Men and Women, set up in 1995 and underpinned by

the Inter-Service Group on Gender Equality, established in 1996.¹⁵ Concrete targets and actions are framed in an Action Programme that includes measures aimed at improving the male/female balance among the staff and awareness-raising campaigns.¹⁶

12. For DG ECHO, this framework and its commitments and targets are part of its operational environment within the Commission and its external policies and assistance. It also relates to one of the main areas of analysis that arises through the review, namely the development and testing of different approaches by organizations to institutionalize the mainstreaming of a gender dimension throughout their work. These efforts arise from the twin intentions of (1) improving the reach and effectiveness of aid through better programming arising from more gender-sensitive approaches and (2) underpinning better programming and gender-sensitive practices by creating an enabling institutional environment for gender equality through promoting gender balance in staffing and mixed teams.¹⁷
13. Information collected¹⁸ from the Human Resources Unit during this Review provides an interesting snapshot of current staffing in DG ECHO in terms of gender balance.

BOX 1: Gender Profile of DG ECHO Staffing

DG ECHO	Male	Female
Total in HQ - officials and external support staff	40%	60%
Fonctionnaires/Officials at HQ	37%	63%
Experts	80%	20%

Management Grades		
DG	1	
Director	2	0
Head of Unit	9	0
Deputy Head of Unit	7	2

14. This snapshot of the gender profile of DG ECHO is mapped out here to inform discussion within DG ECHO on possible internal and external parameters for policy and action in taking forward a gender perspective on humanitarian assistance. As will be outlined below in the overview of partner and donor approaches to the integration of gender, an enabling institutional environment helps to focus gender mainstreaming with clear actions and results linked to management responsibilities.

2.3 DG ECHO Coherence with Related Policies and Strategies of the External Services

15. Increasingly the Commission is seeking to demonstrate joined-up or coordinated action with respect to gender-related themes in external and development policies, whilst respecting the particular remit and mandate of different DGs. One of the key actions under the promotion of gender equality in external and development policies in the 2006 Roadmap is to “promote gender mainstreaming in EC humanitarian aid operations by including the gender dimension as a part of thematic and technical reviews (including for capacity building) and evaluations.”¹⁹ The 2008 Communication on mid-term progress of the Roadmap highlights the reaffirmation of the principle of gender equality in the 2008 European Consensus on Humanitarian Aid, and undertakings in the associated

Action Plan to “promote participation by women and protection against sexual and sexist violence in emergency aid.”²⁰

16. The Comprehensive EU Approach to implementing UN Security Council Resolutions 1325 and 1820 on women, peace and security is a very recent demonstration from December 2008 of growing EU policy coherence.²¹ It highlights the protection of women, the active participation of women in responses to conflict, and the provision of emergency health care including maternal health services and treatment for the consequences of sexual violence. Furthermore the Comprehensive Approach stresses the EU-wide commitment to basing intervention in protection and response on a strong understanding of the context including a gender-sensitive approach to understanding socio-economic, cultural and political life and the nature and extent of sexual and gender based violence (SGBV). The principle of ‘do no harm’ is also invoked: “it is of crucial importance that humanitarian actors take great care so that their own activities and their secondary effects do not put victims at risk”, and where “particular risk factors have been identified, assistance should be provided that helps to avoid them.” Indicative examples of actions cited with regard to humanitarian assistance in implementing 1325 and 1820 include: the commitment of the European Consensus on Humanitarian Aid on the importance of “women’s participation in humanitarian aid responses” and the “incorporation of protection strategies against SGBV in all aspects of humanitarian assistance”; the advocacy and training tools supported by DG ECHO in the form of the IASC 2005 Guidelines, the 2005 film produced by IRIN on gender-based violence, and a 2007 training course for UN and NGO personnel on coordination of multi-sectoral responses to gender-based violence in humanitarian settings. Project examples include reproductive health services, and medical and counseling responses to sexual violence.
17. A Women, Peace and Security Task Force that includes DG ECHO (“to increase inter-institutional coordination and to promote coherent approach to gender-related issues”), has been established to oversee the implementation of the Comprehensive Approach. DG ECHO is also part of the Relex Working Group on Gender (a sub group of the wider Inter Service Group on Gender) that is tasked with taking forward both the Comprehensive Approach and another example of policy coherence across the Commission, Council and Member States, the Action Plan being formulated to strengthen specific actions for mainstreaming gender in all aspects of development programming.²² The joint approach to Children in EU External Action outlined in a package of Commission documents in early 2008 that included a staff working document on Children in Emergency and Crisis Situations²³ is another example of growing coherence, along with efforts to promote greater synergies across Commission actions in linking relief to development found in the Communication on LRRD presented in 2001.²⁴
18. A clear policy statement and plan of action by DG ECHO on the gender dimension would assist in setting out parameters for action and enable greater participation in ensuring coordination and coherence in European Commission and wider EU actions with a distinctive emphasis on the boundaries of humanitarian action that are outlined in the Humanitarian Consensus.

3. The Global Policy Environment for Gender and Humanitarian Assistance Policies

3.1 The UN Agencies, Funds and Programmes

Equality and Empowerment

19. Empowerment of women and the equality of rights for men and women are common features of gender policy statements of all agencies. Within the UN family, most if not all agencies have developed gender policies to cohere with their specific mandate, but a second level of policy has followed with the humanitarian reform, and an attempt to ensure some coordinated approach among agencies on issues of gender equality. This second level of policy is concerned principally with issues of mainstreaming, and with common operating principles in humanitarian contexts.²⁵ A stronger commitment of the UN agencies to engage more fully with gender issues emerged with the political dialogue leading up to the Beijing platform in 1995 that identified twelve areas for action.²⁶
20. For several of the agencies involved with emergency, recovery and/or disaster prevention the overarching policy framework remains a development one. For UNDP²⁷, UNICEF, and more recently WFP²⁸, the MDGs²⁹ are central. Women's empowerment and gender equality are goals pursued in their own right (MDG3), but they are also seen as instrumental to accelerating the achievement of other goals through mobilizing the resources of all men and women, and avoiding exclusions from the development process. An important focus area of action for UNDP is crisis prevention and recovery and a number of gender policy initiatives are mentioned specifically in relation to this. These aim at *building gender sensitive states and civil society structures that can guard against gender based violence*, and include commitments to implementation of UN Security Council Resolution 1325³⁰ and the Hyogo framework³¹ calling for greater involvement of women in disaster preparedness, and more sensitivity to gender issues in risk analysis.
21. From UNICEF's perspective equality and empowerment for women have a double dividend in improving the lives of women on one hand (MDG3), and the survival rate and the development of children (MDG 4)³² on the other. This linkage is fundamental to UNICEF in both its development and humanitarian work. In the former case it enters into the logic for interventions in girls' education for mother and child health and for increasing the decision-making role of women in the household. In emergency contexts it provides a framework for protection activities directed at interlinked needs of mother and child. Protecting women from risks ensures in its turn the protection of children, but in emergencies, special protection needs may arise for women because caring and providing for children may become more risky. As an organization firmly grounded in human rights, UNICEF also places CEDAW³³ and CRC³⁴ at the centre of its policy and these conventions guide its advocacy work, its assessment of needs and programme development. A commitment to ensuring the right of all to participate and contribute to social, economic and political development has led to high profile forums for making heard the views of girls and boys.
22. Within UNHCR, equality of rights and empowerment are seen as necessary measures for assuring protection for both women refugees and IDPs, and enabling them to respond better to their own needs. Guidelines are set out in UNHCR Handbook on the Protection of Women and Girls (2008). UNHCR's overarching framework is also one of human rights, with CEDAW being one of the key legal instruments for pursuing objectives in relation to women. Forced displacement, it argues creates contexts in which social and legal institutions that protect women's rights are liable to break

down and strengthening this area is one main objective of programming. Equality of rights and empowerment are important at a strategic level, too, for ensuring that refugees and displaced people can get access to basic resources, services and opportunities to sustain viable lives.

23. WFP's policy stresses the importance of gender equality for achieving the poverty and hunger goals of millennium declaration (MDG 1). It provides continuity to two earlier policy initiatives³⁵ to address five areas of action identified by the Beijing platform³⁶ through initiatives to enhance women's control over food, improve maternal and child feeding, increase women's educational level, and improve their incomes. The most recent gender document builds links with other areas of WFP policy including HIV and the Environment. It also acknowledges the importance of involving men and boys in the empowerment of women and achievement of gender equality through involving them in training initiatives on mother and child nutrition, and encouraging more sharing of the childcare burden. There is recognition in the new policy of the risks of ignoring the needs of men and a commitment to meeting them equally with those of women in food for work and food for training schemes. Strengthening women's role in the economy and in institutional decision making remains a central plank of policy and the Purchase for Progress Projects provides opportunity for a new initiative to advance the position of women in local farmers associations. WFP's 2009 policy document reflects a heightened acknowledgement of the importance of mainstreaming gender. Advocacy activities, relations with partners, and UN coordination structures all provide contexts for promoting gender equality and empowerment of women.
24. UN OCHA places stress on the rights of women and girls to be active partners in emergency response, rehabilitation and development. It defines its role as that of ensuring that humanitarian programmes benefit men and women equally, responding to different needs and vulnerabilities. Given its broad coordinating role this means championing gender analysis in inter-agency forums, pointing to gaps in programming for gender, ensuring that these are brought to the attention of funders through the CAP³⁷, and encouraging gender-sensitive needs analysis. Positioning itself with respect to the broader UN mandate for promoting equality between men and women, OCHA observes that if humanitarian crises do not generally favor the pursuit of development objectives, it is nevertheless a responsibility of humanitarian actors to ensure that interventions do not perpetuate inequalities unnecessarily.
25. How agencies pursue their commitments to gender equality and empowerment depends on the stakeholders with which they work. UNDP works principally with governments providing technical support for gender analysis, policy development and knowledge management. UNHCR works with a wide range of stakeholders including government, civil society, community organizations, individual refugees and displaced persons. Its work is integrated around a strategy combining the rights-based approach as set out in the UN common understanding³⁸ and a community development approach.³⁹ Within this last framework, empowerment is sought through community sensitization to inequalities, raising competence to address these, encouraging self-help initiatives, and avoiding the indignity of dependence. Such action is complemented at government level, by advocacy for better legal protection for more support for refugee-centered services, and for better access to services. While direct provision of services and assistance remains one of UNHCR's methods of support, the first call is now on mobilizing communities' own resources.
26. UNICEF is also active with programmes of empowerment and gender equality at community level but like UNDP also works at government level on policy development, knowledge building and service development. WFP, meanwhile, targets vulnerable individuals, using a range of programme modalities to increase their economic power and increase their control over resources at household

level, but it also encourages community participation in the management of aid with equal roles for women and men. OCHA's mandate is a coordinating one and its chief partners are humanitarian agencies and funders. It works to keep the key gender issues on the humanitarian agenda both locally and centrally by information sharing, pointing to gaps, and coordinating agencies around fund raising. The IASC is an important ally in this work.

27. How policies are implemented also depends on whether the context is one of development, emergency or recovery. In contexts of emergency resources of agencies like UNICEF may be diverted away from support for government projects and channeled directly into substitute service provision, particularly if governments lack the capacity or will for emergency response. Armed groups or others may also become important interlocutors for the implementation of a human rights policy. Possibilities for any real stimulation of community empowerment and self-sufficiency are also often severely restricted in acute crises, because people are destitute, traumatized, disoriented and lack cohesion. In such circumstances the emphasis necessarily becomes one of meeting people's basic needs and keeping them safe.

Vulnerability, risk and protection

28. In addition to equality and empowerment, three other concepts of importance in gender policies of humanitarian agencies are vulnerability, risk and protection.⁴⁰ Recently there has been heightened emphasis on better methods for assessing risk so as to achieve better targeting of assistance and use resources more efficiently.⁴¹ There is also a view that, particularly in conflict zones, protection should take central stage in humanitarian action and that humanitarian assistance should be seen as sub serving this.⁴² Earlier writing on gender differences portrayed women and children as inherently more vulnerable than men in emergencies, more recently there has been concern that this blanket categorization of women and children has suppressed the enormous contributions that women and children can make to an emergency response, and provides an excuse for men to control humanitarian aid.
29. In current approaches to vulnerability and risk analysis, much of the emphasis has been moved from characteristics of people to characteristics of environments. UNHCR's framework of analysis illustrates this. Landmines and predatory militias are seen as risk features of an environment. Analysis of gender roles becomes the tool for understanding how men and women are affected differently by these risk factors.⁴³ Landmines and unexploded ordinance may be a more severe hazard for women if they have to venture into unclear areas to collect firewood. Girls may be liable to abduction by militias when they are sent on errands. By re-conceptualizing risk in this way, innuendos of personal frailty are removed along with the notion that men are strong and provide protection while women are weak and passive. Space is created for everybody, including those who are vulnerable to play an equal part in protective action. Protection becomes something that is done by the community for the community. Women, men, boys and girls are all supposed to participate in vulnerability mapping, to share in the development of a protection plan, and to take some part in its implementation.⁴⁴ Personal risk still retains a place in UNHCR's framework in recognition that certain individuals or groups do need more focused assistance. Among such people are pregnant women, handicapped people, people with certain illnesses, girl-mothers, and in some cases people from minority groups. Importance is nevertheless given to developing sharp tools for assessing who is really at risk.
30. Closely linked with the idea of gender differences in risk comes the idea of differences in needs that are sometimes of a biological nature, but more often related to socially ascribed gender roles.

WFP's and UNICEF's analyses draw attention to how gender roles may change in emergencies, and the effect of this is frequently to create additional risks and needs for women. Thus, the role of women as family providers may become much more important in emergencies because men are absent or unable to carry out their normal economic activities. In emergencies, moreover, men may channel resources away from women in the family to serve needs they consider more important. The need to earn money or find food may create extra pressures for women to move outside safe zones. All this militates against a simplistic approach to humanitarian assistance based on the principle of substituting what men and women have in normal times. There is a need to understand the impact of the emergency on the lives people live, and to make needs assessments in the light of how responsibilities have become reassigned within households. WFP notes that while respecting the integrity of the household, care must be taken to deliver humanitarian assistance in such a way that both women and men gain control over the resources they need. WFP have gone for the simple solution of targeting food deliveries directly at women. In some situations humanitarian workers have found themselves involved in deeper games of intrigue, trying to provide women with forms of assistance that would have no appeal to men.⁴⁵

31. UNHCR's participatory assessment tool⁴⁶ offers an alternative solution to the problem by bringing together men, women and children of different ages to lay needs openly on the table and to discuss how these needs arise within the context of household and community power relations. Participatory assessment is not only a way of making sure that all groups are able to voice their needs but also of ensuring open debate about the lives of men and women in emergencies, responsibilities, risks, and the use of resources. It helps families and communities to find compromises among competing priorities, to achieve a fairer distribution of responsibilities between men and women, to assess the resources they have for fulfilling these, and to identify unmet needs. It also helps to identify groups at special risk and achieve some consensus on those with greater need.
32. Within all agency policy statements, the word "protection" is now used to refer to a broad range of activities aimed at defending people's rights rather than simply keeping people safe in emergencies. The IASC has defined protection as "all activities aimed at ensuring full respect for the rights of individuals in accordance with the letter and spirit of the relevant bodies of law."⁴⁷ The issue of ensuring fulfillment of people's rights has been pushed squarely centre stage by the Secretary-General's call on all entities of the UN system to mainstream human rights, and to forge a common understanding among UN agencies.⁴⁸ For an agency like UNHCR, the adoption of a human rights approach has had the effect of strengthening its focus on securing protection for refugees through the process of law. From a gender perspective this might mean representation for legislation more sensitive to the different needs of men and women, ensuring that men and women have equal access to the law, and that they are treated equally under the law. Reinforcing concepts of rights holders and duty bearers in countries where refugees are domiciled is now much more central to the work of UNHCR than running services or providing assistance.
33. There is, nevertheless, still recognition by most agencies, including UNHCR that the purpose of a human rights approach is to give *legitimacy* to protection measures through broadly endorsed conventions rather than to constrain the kind of assistance that might be given. UNHCR still encourages choice from a broad range of protection tools according to the demands of the situations. Some of these are: creating secure environments; raising awareness among populations at risk of harm; promoting self-protection measures through community action; issuing registration documentation; improving access to social services; providing opportunities for income generation; family reunification; supporting resettlement; and, promoting participation in peace building.

UNHCR's gender handbook gives useful pointers to issues that must be considered if protection measures of these kinds are to take account of the different needs of women, men, boys and girls. UNICEF's position is not dissimilar. While the CRC⁴⁹ serves as an instrument for assessing children's protection needs, the choice of protection measures is made on the basis of an understanding of the threats. A broad range of protection measures is used. WFP's policy document picks up on a growing commitment within the humanitarian community to put safe environments at the center of planning in conflict zones. Its encouragement of the use of fuel-efficient stoves and provision of income generating opportunities in camps are all measures intended to reduce the need for women to leave a safe space. Provision of firewood and food, and the safe positioning of water points and latrines brings similar protection.

BOX 2: Camps and Protection in an acute phase of emergency in North Kivu
(Observations from field visit to DRC)

Risks for men and women are different in wars, and there are gender differences in the ways people respond to risks. Women are more likely to seek refuge in camps or in host communities. Men are more likely to remain on their land, or to seek security by enlisting in armed groups. Women are frequently separated from male family members in acute emergency, and this creates an additional risk such as the threat of sexual violence that has been a major trend in North Kivu (this issue is dealt with in Part II of this report). Much humanitarian assistance gets focused on camp populations. This is partly because they are more accessible to the humanitarian community, and partly because people in camps have poorer access to land and livelihoods and are thought to have greater need. The more ready access to camps makes it easier for the humanitarian community to study security issues arising for women, and one outcome of these studies in Congo, as elsewhere has been an emphasis on avoiding the need for women to leave camps by ensuring adequate delivery of firewood, water and food on site.

The advantages of this strategy have, however, to be balanced against the dangers of camps being attacked by marauders and those bent on undermining humanitarian assistance. In some emergency contexts IDPs may be safer in communities outside camps, and the humanitarian community needs better ways for reinforcing their safety. It is estimated that less than 30% of displaced people in Congo are in camps, and more that 70% are in host communities. The low proportion in camps has been criticized as resulting from the poor performance of security forces, but people's desire to stay close to their land and to work it whenever possible is also part of the explanation. Maintaining reliable information on numbers and the identity of displaced persons in host communities poses a challenge for the humanitarian community because of geographical spread, problems of access to some areas, and the itinerancy of the IDP population. Needs, too, appear to be far less well understood, and strategies less well thought out. IDPs living with host families have been supported by the humanitarian community with NFI and food aid in some cases. There are examples too of projects that have helped IDPs to gain access to land and supplies of agricultural inputs. Families reported that this had helped with food needs. Nevertheless, some women commented that they had to bear the burden of most of the agricultural work, and did not always maintain control of money when any agricultural surplus was sold.

Internal coherence of agency gender policies

34. In gender policy documents of UN agencies, concepts of empowerment and gender equality do not always cohere well with the core concepts of humanitarian assistance such as needs, risk, vulnerability and protection. This is so despite attempts to define protection as an area that women can be actively involved with, to underline the importance of attending to needs of both men and women, and to encourage a role for women alongside men in decisions about humanitarian assistance. Humanitarian assistance is something that people need in situations of adversity where they are often rendered powerless. Methodologies like those of UNHCR may seek to shape humanitarian assistance as empowering of beneficiaries through greater participation, but their applicability to many more severe situations of adversity remains to be demonstrated. Gender equality and empowerment can be challenging objectives to pursue in a context where basic survival needs are the main focus.
35. While stating that gender is about both men and women, most documents focus more on the situation of women while reference to the needs of men remains less systematic. Some documents explain this focus asserting that greater attention to women is justified because of existing gender inequalities.⁵⁰ This focus is not altogether surprising given the origins of policies in the Beijing plan of action. Nevertheless, such policies leave the humanitarian community with little guidance on how to develop and apply gender-sensitive analysis in identifying and responding to the specific needs of men, women, boys and girls through understanding the changing roles, relationships and dynamics that are partly gender-based. Unintended consequences have resulted in growing incidents of men feeling sidelined and disempowered by initiatives that challenge traditional roles. Such prescriptive policies also fail to give urgently needed consideration to gender diversity in vulnerability and protection needs.⁵¹ While women are vulnerable to certain forms of violence in emergencies, men are vulnerable to others. Boys are more likely on balance than girls to get abducted into fighting forces. Different risks arise for boys and girls when they are demobilized. Boys are more susceptible than girls to reprisals, but girls are more vulnerable to the health problems associated with unwanted pregnancies, and more likely to be forced into risky sexual behaviour because of family rejection. Analysis at this level is essential for having fully effective protection policies.

Gender policy and the emergency cycle

36. Gender policy statements are of a high degree of generality. There is little consideration of how issues should be addressed across different phases of humanitarian emergency. WFP acknowledges the need for planning of this kind, but the policy document does not provide detail. UNHCR's community based approach to empowering women and pursuing gender equality is presented as something applicable across the broad range of contexts in which UNHCR works with refugees, but the application is more obvious in some contexts than others. Its usefulness is limited where community cohesion is poor, as it often is among displaced populations and those affected by conflict. Like all those of its kind, UNHCR's participative assessment tool can be used only when people have had training, and certain team structures are in place. They are unlikely to be usable at the beginning of a rapid onset emergency. Once the preliminaries have been completed UNHCR's methodologies might make an important contribution to mobilizing the resources of women and bringing them into decision making along with men. They should also help to ensure assistance is more appropriate and more effectively targeted. At the early stages of an emergency when there is need for rapid response, less ideal methods will probably have to be used. A modest package of measures might include consultations on needs of both men and women, common agreement on the assistance that will be given, and plans for a collaborative response.

BOX 3: Engaging with gender issues in different phases of emergency: Lessons from flood response in North East India.

(Observations from mission to Bihar and Orissa)

In North East India where DG ECHO has responded to floods with a number of emergency response decisions and more recently with support for disaster preparedness work, the task of ensuring a more active role for women beneficiaries in planning and executing projects has presented a challenge. Factors include working in communities where women have little place in public life, and are confined to running households and rearing families. For many DG ECHO partners, ensuring an equal partnership with men and women is part of a broader development agenda. There is also wide spread recognition, nevertheless, that a greater involvement of women brings efficiency gains for humanitarian assistance. Neither men nor women have found it easy to embrace the necessary change in gender roles, or accommodate to the shift in power as women and men become more equal partners in decision-making. Drawing women in takes time. At the time of the field visit, a much fuller involvement of women had been achieved in Orissa where project activities had been on-going for more than a year. When women victims of the recent Kosi River flood in Bihar were asked what lessons they could draw from their four month experience, they responded that lesson learning was a matter for men; that men had responsibility for disaster response, and that they were strong, brave, and calm and collected in an emergency. They said men also had wisdom because they had been to school, while women were assumed to be helpless and out of control in a disaster.

In the immediate aftermath of the Kosi River flood, humanitarian actors found it difficult to consult with women. Even when offered the opportunity to sit on committees, women did not speak out. The urgency of response left little time to grapple with this reticence, and knowledge of cultural practices and baseline health data were the main guides to engaging with women's vulnerabilities and needs. Thus, food supplements were given to pregnant women and lactating mothers to guard against malnutrition in a cultural context where men are fed first and may leave insufficient of the limited food supply for women and children. An understanding of cultural practices also led to the decision not to waste a lot of effort building bath houses for women who are used to wash at open wells, but to place emphasis on hygiene training and the use of latrines to avoid health risks among people who were not in the habit of using latrines.

From the earliest weeks of the Kosi River efforts were made by humanitarian actors to ensure women were given roles on committees managing food distribution and the maintenance of sanitary facilities. Various strategies were tried to build women's capacity for participation, and ensure their voices were listened to. In some projects, capacity building started in women's only groups, and was linked with activities like hygiene training through emphasis on problems analysis, identification of a solution and agreement on a plan of action. Other projects relied more heavily on female mobilisers to encourage women to speak out in meetings with insistence that women's views should be heard and given equal consideration along with those of men. Disaster preparedness activities seemed to provide a context especially favorable to enhancing women's participation. Men could readily recognize that the risks for women were different from those for men. Many risks needed to be addressed by women themselves. Assets were more likely to be preserved if there were agreed roles for everybody in the household or community, and not just for the men. Men were quick to agree to the involvement of women in the preparation of evacuation. They also welcomed the participation of women in early warning procedures and search and rescue activities.

37. While it may seem rational to say that attention should be focused on basic needs and protection in acute emergency with a progressive shift of focus to empowerment and gender equality issues as things stabilize and opportunities emerge for community initiatives, this is too simplistic analysis. UNHCR highlights how protection can remain a priority for refugees long after an emergency has finished, and emergency response is always more effective where all victims, be they men or women, are free to take initiatives and contribute with their own particular capacities. Nevertheless, it is in disaster preparedness work where the advantages are most keenly felt of having women working in an equal partnership with men. Indeed, if women are denied key roles in decision-making, planning and disaster response, the costs in terms of human life can be very high.⁵²
38. It is the concept of gender equality that poses the most challenges of interpretation across the emergency cycle. WFP refers to equality in terms of opportunities, access to resources and services, and participation in decisions, noting that *equal* doesn't mean the *same*. Much assistance tends to be directed to women rather than men in emergencies because of their particular role in maintaining the family/household. Healthcare is important to women as a personal need but it is also important because of women's reproductive role. A fair distribution of assistance between men and women is one that enables them to discharge their individual responsibilities within the family/household⁵³, while ensuring that assignment of roles remains equitable.⁵⁴ The issue of equity is important because flows of humanitarian assistance can distort the way roles are assigned. For instance, humanitarian actors should be aware of the unintended consequence of increasing women's workload. Decisions about equity should emerge from participative needs analysis involving both men and women beneficiaries. In terms of gender analysis this means taking account to the different roles and responsibilities of men and women in households and community in shaping responses, and supporting them in those roles and capacities.

BOX 4: Restoring Livelihoods in the post emergency phase in North Kivu
(Observations from field study)

The two main programmatic tools used to support livelihood recovery are cash for work, and the supply of seeds and tools. Most cash for work programmes focus on the rehabilitation of infra structure, and participants are mainly men. On the other hand, both women and men carry out farming work. Within the local culture, men exert a high degree of control over harvested crops and any cash that is earned, and women complain that men often ignore the needs of the household. A small number of project initiatives have been taken to help women increase the assets they control. Typical are the vegetable farming projects. These crops are largely managed by women, and they have found the projects helpful in increasing the amount of food available for household consumption. Many women, nevertheless say they do not retain control of any cash income from the sale of surplus crops, and the farming does not help to provide the cash needed for essential purchases.

Farming is essentially a family affair in North Kivu and draws on the labour of both women and men. Men will clear land, and women will do most the planting, weeding and harvesting. Women's farming initiatives are uncommon in North Kivu. Men control land and it is difficult for women to rent it. Because the family farm is at the heart of the economy, and main source of food security, it is important to support its revival in the post emergency phase. Land is fertile, the climate is favorable, cropping cycles are short and recovery can be fast. Issues of equity nevertheless need to be addressed. Women contribute a very high proportion of labour and in some cases end up with very little control of what is produced.

Some humanitarian actors noted the difficulties that men may have in resuming responsibility as a family provider after an emergency. There is a residual disorientation. Certain events such as the reopening of markets can be helpful as significant markers of normality for men, and cash for work programmes can be used to accelerate this process. The opening of markets is necessary for many men to restart off-farm income generating activities like small bicycle based transport business, and this enables men to increase their contribution to the household. Such activities may, nevertheless, require new start-up capital, and this may drain resources away from the household in the early stages.

Well-designed livelihood programmes for the recovery period need to be based on an understanding of how households regain their equilibrium after an emergency. Equally important, however, is encouraging equity, ensuring that both men and women have a say in the use of assets, and responsibilities are fairly shared.

BOX 5: Main Findings from UN Policies

- Written policy statements of agencies are firmly rooted in ideas of the Beijing platform, with women's empowerment and gender equality as central concepts. Although these concepts are not taken up directly in the European Union Humanitarian Consensus, it does comment on the need for dignity for beneficiaries to have some say in their lives, and for women and men to be allowed maximum realization of their capacities.
- The UNHCR Gender Handbook shows how participatory assessment techniques, and community based approaches might be used to ensure that women and men come to have a fuller and more equal say in decisions on issues of protection and assistance, and that in this way, their knowledge and capacities might be better harnessed. Such methods could not be easily applied, however in many sudden onset emergencies particularly if there is little community cohesion.
- As is noted by OCHA, the possibilities are limited for pursuing empowerment and gender equality in real emergencies, when priority has to be given to responding to basic needs and protecting people from harm though gender analysis and understanding is possible to be promoted and supported in responding to these needs and protection issues.
- In an attempt to address the issue of gender equality, policy statements lay stress on the importance of attending equally to the different needs of women and men, and in some cases even to equality in distribution. It is important to bear in mind the significance of the household in humanitarian action. Most humanitarian assistance is directed toward women because they have heavy responsibilities in caring for children and running households. The key issues of equality would seem to lie with making sure that women's responsibilities do not become more burdensome in an emergency, and that assistance is consonant with a fair assignment of responsibility between women and men.
- While humanitarian action is about needs-based action, abuses of human rights cannot be ignored, and the Consensus makes specific reference to advocacy for human rights law. Such advocacy can take place at several levels, and humanitarian workers at community level are in a privileged position to raise human rights issues such as domestic violence and girls' education.

3.2 Gender policy in the Red Cross Family

39. Following the Rwandan genocide, the ICRC took the initiative of launching a study⁵⁵ on women in war, which led to a number of projects specifically targeting the prevention of gender based violence and the care of victims. A number of piloted initiatives have now been integrated into mainstream programming.⁵⁶ ICRC is explicit that reforming gender relations and changing social

and cultural roles are beyond its mandate⁵⁷. It recognizes that war affects women and men differently, and that programming needs to be guided by gender analysis. While it says that its operations in the field are not guided by the pursuit of empowerment and gender equality, ICRC policy is predicated on a twin-track approach of pursuing internal (institutional) and external (programmatic) actions to integrate gender-awareness into its work. It encourages women's participation in decision-making and emergency response with a view to maximizing the impact of humanitarian assistance.⁵⁸ At an institutional level ICRC's gender policy⁵⁹ concerns staffing. Gender parity in staffing is given special importance by ICRC because the nature of so much of its work requires close interpersonal contact between staff and individual victims of war, and the passage of sensitive and confidential information. A mixed staff is also more likely to reach a fuller understanding of the needs of both men and women and to have access to a broader circle of influence for advocacy and representation.

40. In contrast to ICRC's, the IFRC's gender policy⁶⁰ does state that men and women must benefit equally from humanitarian programmes. There is the assertion that the Federation's purpose is not to challenge gender norms (roles assigned to men and women in a given society and culture). Nevertheless, the Federation's Global Agenda has an explicit goal to promote respect for diversity and human dignity, and to reduce intolerance, discrimination and social exclusion. The policy also states that gender equality should mean that there is no sex-based discrimination in the allocation of resources or benefits, or in access to services. A recent review of IFRC's gender policy found sound evidence of gender-sensitive work in a number of countries, and this success is striking for a federal organization with great diversity of cultures and where so much depends on the good will of members. Despite its positive findings, the review noted that IFRC too has had difficulty in creating mechanisms for monitoring and setting indicators and assuring accountability to gender policy.

BOX 6: Main Findings from Policies of the Red Cross Family

- The ICRC's gender policy is focused on institutional change and creating an enabling environment for staffing and support to humanitarian work for women and men. At the same time its current programme has a special focus on the needs of women responding to the violent ways women are targeted.
- ICRC seems to have found itself a tenable position on the terrain of humanitarian policy, buying pragmatically into the more relevant themes of the Beijing platform like violence, women and war and avoiding direct engagement with promoting empowerment.
- The IFRC illustrates how agreement on gender policy can be reached across a wide diversity of cultures, and that with mutual support some good work can emerge.

3.3 Mainstreaming of Gender

41. According to an ECOSOC Agreed Conclusion in July 1997 mainstreaming should now be the main plank of UN agency gender policy.⁶¹ It should be complemented when necessary by targeted programmes to address specific gender inequalities. Mainstreaming is at the same time a feature of programme design, a programming methodology, and an operational methodology. Programmes and policies in which gender has been mainstreamed are ones whose outcomes reduce inequalities between men and women, or in which both men and women's needs are at least taken into account. This is achieved by carrying out a gender analysis, which provides information on mechanisms that sustain inequalities, and highlights the measures necessary within the programme to address them. At an organizational level mainstreaming implies a responsibility for all involved in programming to engage with gender issues. They are usually supported by a gender expert or "gender focal" point who champions gender analysis and monitors that gender consistently receives attention across sectors. The 1997 guidelines note that the role of gender focal point is increasingly that of catalyst advocate and agent of change, while s/he does not have to be an expert, it is important that an expert be available to provide technical advice, to develop tools and methodologies for gender analysis, and evaluate progress in mainstreaming.
42. Because of the difficulties inherent in gender analysis, attempts at gender mainstreaming frequently end up in the creation of add-on project modules to address the needs of women. The World Bank describes gender analysis as "understanding and documenting the differences in gender roles, activities, needs, and opportunities in a given context."⁶² Putting together a body of knowledge that makes it possible to assess comprehensively the gender impact of a policy, programme or project is an infinitely complex task. To reduce the task to manageable terms, some priorities have to be set for the kinds of rights, issues or needs that will be considered. Such priorities may be set within programme objectives. For example within a health programme the objective may be that of ensuring that women and men get equal access to health care, and other considerations such as equality of pay for health professionals will get ignored. An alternative approach is to have priorities set by a panel of stakeholders representing different interests. SEAGA⁶³ and UNHCR's AGDM⁶⁴ are participative methodologies that can be used to establish priorities with beneficiaries. Community vulnerability mapping is used to reach consensus on the most vulnerable groups and the kinds of rights violations and needs that should receive priority attention.
43. In recent years there have been a number of evaluations of agency gender policies,⁶⁵ and these have highlighted severe limitations to what has been achieved. Gender mainstreaming has been given low priority in the programming of most agencies. Few programming staff, it was concluded, had real commitment to it, and the process was poorly understood. This was so despite intensive efforts in some quarters at knowledge building. It was noted also that gender focal points, and others responsible for championing gender mainstreaming, received little support from their superiors. General conclusions were that there is a need to improve accountability mechanisms, to elaborate corporate strategies, assign clear responsibilities for gender mainstreaming at each level of management, and to set targets with SMART indicators. Some evaluations pointed to failings arising from too open commitments to mainstreaming, and the absence of clear objectives in terms of the gender related problems to be addressed, and the outcomes to be expected.⁶⁶
44. The NORAD (2006) synthesis of evaluations conducted on implementation of gender policies provides useful lessons. While the lessons are drawn from the field of development cooperation, they provide signposts for contemplating policy and practice of integrating gender in humanitarian

aid: Policy and implementation strategies were not systematically institutionalised in the form of operational plans, working methods, approaches and resources in all technical areas; the need to overcome “passive opposition and little enthusiasm” within the organisations; the need for strong leadership and for responsibility to be placed at management level with an accountability strategy for measuring and monitoring results; the need for centralised gender expertise and supervision at the centre as well as capacity at the country level; lack of resources for training; under reporting of results in activities relating to women and gender equality; and, the need to include men in addressing issues of gender and building understanding of gender equality to benefit women and men.

45. An ECOSOC resolution in 2005 calling for concerted action to address weaknesses identified by evaluations led in 2006 to the UN Chief Executive Board for Coordination adopting a system-wide policy for gender incorporating requirements for target setting and greater accountability. UNDP’s response has been to give gender mainstreaming a place within results based management, to create a high level steering committee for policy implementation, set clear gender sensitive goals for each of its action areas, require that each office should have a gender action plan, define responsibilities at different management levels, and strengthens the role of focal points.⁶⁷ UNDP observes that “What gets measured gets done.”⁶⁸ Busy people with competing demands on their time will give priority to those tasks and areas on which they will be measured and assessed. OCHA’s most recent action plan⁶⁹ lists tasks to be carried out, who is to be held responsible and indicators for use in performance tracking. OCHA notes how much more difficult it is to come up with indicators and monitoring tools at field level than at headquarters. UNICEF has responded in a very pragmatic way by deploying gender advisors to provide practical advice on gender mainstreaming within emergency programmes in 10 trial countries. WFP has gone for better definition of areas where mainstreaming is possible, and for a stronger emphasis on gender analysis, rather than the fixed fit-all response of its earlier targeted programmes.

BOX 7: Main Findings on UN Gender Mainstreaming Efforts

- Attempts to mainstream gender into policies, programmes and projects have been constrained, by poor understanding of the task, low levels of commitment, inappropriate management, poorly conceived objectives, and inadequate monitoring mechanisms.
- Recent evaluations have pointed to the need for (1) commitment at the highest level of the organization (2) a management plan with clearly defined responsibilities at each level (3) realistic objectives, and monitoring by SMART indicators.

3.4 The humanitarian reform and mainstreaming

46. Within the structure put in place for the humanitarian reform, responsibility for formulating policy on gender lies with a sub-working group within the protection sector. At operational level, meanwhile, gender is a crosscutting issue. There is no gender cluster; rather, focal points should be designated in each cluster to ensure gender is mainstreamed. Because it is commonly the object of

targeted projects, GBV has its own cluster-working group. In 2006, the IASC evolved a plan of action⁷⁰ to strengthen gender mainstreaming through publication of the Gender Handbook, the creation of a network of gender advisors, training of humanitarian workers on gender issues, promoting the collection of age and sex disaggregated data, and strengthening collaboration between partners in the field. Following the publication of the gender handbook, the IASC has issued a further policy statement⁷¹ with a proposal to include gender programming into all IASC sectoral guidelines, and to strengthen operation of the gender focal point system at field level. Observations were made during one of the field visits that the focal point system is difficult to sustain because it relies on individuals who are in the field for a limited tour of duty. The view was also expressed that inter cluster meetings were a better way of encouraging discussion of crosscutting themes.⁷²

47. The potential of the cluster system for improving gender *mainstreaming* has yet to be proved. An early evaluation of the system⁷³ found that while crosscutting issues were not demonstratively more neglected under the cluster approach than in the past, the evidence does not suggest that crosscutting issues are more effectively incorporated under the cluster approach. A lingering problem in some contexts would seem to be the lack of enthusiasm for the cluster system within much of the NGO community.⁷⁴ One factor that seems to strengthen the cluster system is the existence of funding mechanisms like the pooled fund. While there would seem to be some concern in the NGO world that this gives unfair power to UN agencies to determine their fortunes, it was clear from meetings in the field that an attached funding mechanism does make agencies more willing to come to planning meetings.
48. An important recent initiative for implementing IASC gender policy is the creation of the GENCAP project.⁷⁵ The project is managed by the IASC in coordination with the Norwegian Refugee Council (NRC), and its purpose is to strengthen gender mainstreaming by placing advisors at a sufficiently senior level where they can influence humanitarian strategy, and planning across sectors. A recent evaluation⁷⁶ shows that the deployments have had some success in strengthening gender related work in the field, but not without difficulties. GENCAP advisors reported to the evaluators that even when there were gender networks and focal point systems these mechanisms showed little potential for enhancing gender mainstreaming, and provided an unsuitable context for their own work. Most GENCAP advisors felt they needed to work at country team level, in order to capture support for gender issues from the highest levels of management and achieve input at key points in the coordination structure. GENCAP advisors felt they had had some success in developing tools and mechanisms to enhance gender programming, but capacity building had presented particular problems.⁷⁷ While the advisors considered impact had been made in all sectors, work on protection and GBV proved least successful due mainly to coordination challenges.⁷⁸ Advisors gave more importance to the work they achieved coordinating between sectors than within sectors. This seems important because the cluster system has the effect of segmenting the humanitarian system when a great deal of coordination is needed to achieve such objectives as safe environment.

BOX 8: Main Findings on Humanitarian Reform and Gender Mainstreaming

- Gender mainstreaming is a major challenge for the cluster system. There is a need to consider additional options to the focal point system.
- The roll-out of the IASC Guidelines needs to consider and support more effectively the appropriate and relevant use of the Guidelines for training and planning purposes on the ground.
- It is important to encourage coordination at the inter-cluster level as well as the cluster level.
- Having a funding mechanism for attached to specific objectives helps to create the incentive for coordination.

3.5 Tools and Guidelines

49. In recent years guidelines have been formulated by a number of agencies for mainstreaming gender into humanitarian action. These vary in approach and purpose. OCHA's Gender Toolkit provides a checklist for working with displaced people and host communities. It highlights (a) activities where there are likely to be inequalities in attention to the needs of men, women, boys and girls, (b) key emergency related risks that are gender specific (such as recruitment into armed groups), (c) protective measures that should be in place to address certain very common risks, (d) vulnerable groups with needs that are likely to be ignored. UNHCR's Handbook for the protection of women and girls, on the other hand, lists challenges that may arise in mainstreaming gender in 8 areas of action⁷⁹, points to social and cultural factors that can give rise to challenges, and makes suggestions for mainstreaming measures or targeted action for addressing challenges. Examples are involving both men and women in needs assessment, programme design, and impact monitoring, ensuring for example, separate targeting of individual wives and their children in polygamous families. OCHA's tool enables a quick assessment of gender-related protection needs, and a means of checking that the most common of risks are dealt with. UNHCR is more analytic and aims to assist gender mainstreaming by encouraging greater reflection on the nature of problems and their origins. It suggests possible approaches to addressing issues but is not prescriptive. A document produced by ICRC⁸⁰ also makes a perceptive analysis of how protection risks arise for women, and stimulates deeper reflection on measures to avoid violence.

50. The IASC Gender Handbook is a more prescriptive instrument for addressing gender mainstreaming across different sectors of humanitarian assistance. It lists information requirements for carrying out gender sensitive work, and measures that are required to ensure that the different needs of men and women are addressed. It lists information requirements for carrying out gender sensitive work, and measures that are required to ensure that the different needs of men and women are addressed. Some suggestions are:

- Ensure safe distribution sites.
- Ensure the delivery of aid does not add to the burdens of women.
- Ensure household ration cards are issued in the name of women, and that in polygamous families cards are distributed to each wife.
- Distribute food to women, and in consultation with women anticipate negative consequences of distributing food to women.

- Provide women and others at heightened risk with sufficient rations and non-food items (NFIs) to avoid exposure to survival sex and further abuse.

51. Recommendations provided by these three sets of guidelines are summarized in annex E, and there are many points in common. Another important area of development is participative assessment. UNHCR's AGDM is an example of this.

3.6 Good practice

52. A review⁸¹ of the many recent evaluations of gender work remarks on how little has emerged on good practice in gender policy implementation. The evaluation of GENCAP notes that not even the GENCAP advisors could give real examples of good practice in the field. Advisors were insistent that they should not be under pressure to say that something was a good practice until it had been shown to yield results since it could lead to false learning. They drew attention to the need to distinguish between lessons learned which can lead to fine tuning of an ongoing programme, and good practice which should be generalized from one context to another. They also pointed out that understanding bad practice helps as much in ensuring good gender work as laying down rules for good practice. This is obviously so since much of good gender practice is a matter of avoiding abuses of human rights, and it is important to understand how bad humanitarian action can aggravate these.

53. Much of what is recommended in the three sets of guidelines summarized in table E is at the level of principle rather than practice. Consulting both women and men, involving both in decision making, and making use of their different capacities are excellent recommendations, but a great deal more research and experimentation is needed to know how to achieve them in different cultural contexts. Simple generalized prescriptions are hard to come by. Some recommendations are not feasible in many contexts.⁸² Others can easily be misapplied. In some cases there is lack of hard evidence for their effectiveness.⁸³ The thrust of some manuals is that good situational analysis and well thought out strategic approaches often seems more important than having prescriptions for practice. Maintaining safe environments where women are unlikely to be molested and ensuring a minimum of need to leave those environments seem important starting points in many emergencies with high levels of insecurity. Strengthening the livelihood opportunities of women who are without male support seems another. Ensuring that the delivery of humanitarian assistance does not increase rather than lessen women's burden for maintaining the household seems yet another. Beyond this, choosing the right course of action requires intelligent thinking assisted by knowledge of what has worked in the past, and openness to using gender-sensitive analysis to explore options and challenges. Strong commitment is also needed to evaluation and impact analysis. The recent policy document of the IASC recognizes the importance of community contribution to finding solutions for gender problems, and the future of good practice may lie more in the perfection of participatory planning approaches such as those advocated by UNHCR.

4. Donor Government Policies and Approaches

4.1 Review of Policies and Strategies of Selected Donors

54. The empowerment of women, the promotion of gender equality, and the mainstreaming of gender into all policy areas remain key aspects of Norwegian gender policy and are rooted in national Government policy that extends into international development cooperation.⁸⁴ The updated *Action Plan for Women's Rights and Gender Equality in Development Cooperation 2007-2009* was a deliberate response to weaknesses and lessons learned from the earlier 2005-07 plan that was the subject of a NORAD evaluation (cited earlier) which found that mainstreaming required a stronger focus on implementation and reporting with clear responsibilities at all levels.⁸⁵ The *Action Plan* identifies "violence against women" as one of its 4 priority areas. It makes explicit mention of humanitarian assistance in this regard. Among the measures endorsed are: greater participation of women in the management of camps, consideration of the vulnerability of women and children to sexual violence and abuse when designing access to essential services and goods, use of gender and vulnerability analysis to systematically address needs of women and children, and targeted measures to prevent violence in humanitarian interventions. *Norway's Humanitarian Policy* published in October 2008 more specifically seeks to mainstream gender into humanitarian action. In line with global policy developments, in which Norway actively participated, needs and protection are the two main bases informing its "gender perspective in humanitarian activities". Both UN Security Council Resolution 1325 and the IASC Gender Handbook are seen as the basis for addressing SGBV in terms of prevention and response by including protection from sexual violence as part of civilian protection. Norway's commitments include efforts to ensure the use of gender-sensitive analyses to identify needs and achieve results in response to the differential impact of conflict and natural disasters on women, men, children and the elderly. The policy calls for the development of indicators to improve reporting on results and lessons learned on implementing tools such as the IASC guidelines and handbook and initiatives taken by humanitarian organisations to integrate a gender perspective into their activities.
55. Commitment to the elimination of gender based violence is also an important element in the policy of the French Government⁸⁶ which also speaks of the needs to bring about sustainable changes in relations between men and women, and ensure that women have the right to be decision makers and actors in all areas of life. An aim is to create conditions in which women and men can question social institutions and gender relations, and to break down barriers between traditionally male and female domains of responsibility and action. At a programmatic level the aim is to mainstream gender into health, education, economic and production sectors.
56. The Swedish Government's *Humanitarian Aid Policy* of 2004 acknowledges the differential impact of crises, particularly armed conflict on women and children.⁸⁷ The policy emphasizes drawing upon and nurturing women's roles in managing households as well as their knowledge of local conditions including livelihoods and social patterns in the design of emergency relief and reconstruction interventions. It also stresses the increased vulnerability of women to violence, including sexual violence, as well as lack of access to scarce social and economic resources. The policy supports action on access to sexual and reproductive health services as well as aid and protection in the areas of health, food and education to benefit women and children.⁸⁸ It also advocates a human security perspective where the security of the individual is considered the focus with regard to civilian safety and access for humanitarian aid. Sida's current *Strategy for Humanitarian Assistance 2008-2010* reflects the implementation of this policy and gives

prominence to supporting the Commission and Member State consultations on taking forward the *European Consensus on Humanitarian Aid*. A specialist gender team has been established to backstop the newly restructured country-focused teams at the heart of Sida development strategy and provide technical support and advice on strategies and programming. Gender advisers are also deployed in certain field operations. Similar commitment to taking forward the consensus is made by the Finnish Government⁸⁹ with emphasis on participation of women and responding to gender related needs.

57. The Irish Government, through Irish Aid is currently drafting a distinct humanitarian policy, building on its extensive support to emergency and relief operations, to capture its priorities and approach in this area and to update guidelines for funding. It is likely to reinforce existing principles and good practice such as GHD and support the implementation of the EU Consensus on Humanitarian Aid and reinforce its existing overarching mainstreaming strategy that supports macro-level institutional change as well targeted interventions on the empowerment of women.⁹⁰ This strategy applies to both development and humanitarian aid. Establishing humanitarian need through needs assessment is being considered in terms of the particular context and risk factors for women and girls and men and boys, particularly in armed conflict. Irish Aid is testing and developing tools such as its internal guidance note for use by desk officers in appraising humanitarian projects. This includes good coverage of gender dynamics in areas of risk and situation analysis, needs assessment, disaggregated data, beneficiary accountability,⁹¹ targeting vulnerable groups (with the understanding that vulnerabilities can vary from crisis to crisis), the final activities, budget and indicators, protection measures and awareness in projects, and the use of *inter alia*, the technical standards and guidelines of the IASC on gender and SGBV. Other draft working tools include an overarching strategy document to guide institutional dialogue with humanitarian NGOs that include gender-related themes in needs assessment, beneficiary participation, accountability and prevention of abuse, and gender as a crosscutting issue. Further policy development and capacity building measures in support of gender strategies include a new network of gender focal points across Irish Aid and the posting of a senior official with responsibility for gender to the newly established Policy, Planning and Effectiveness Unit, as well as the provision of a dedicated budget line for special programmes including gender-related initiatives.
58. The UK Government (DFID) took the strategic decision in 2007 to move to an action plan for gender equality rather than simply updating or reiterating policy frameworks and commitments. It built on the lessons learned from earlier reviews and evaluations that highlighted the lack of consistency and impact of mainstreaming gender into DFID programmes and aid.⁹² The 2006 evaluation on the existing strategy concluded that while important contributions had been made in both policy and practice on gender equality, that the overall “contribution and impact is uneven.” Its recommendations included: strengthening internal systems to more effectively implement a mainstreaming strategy, increasing the understanding and relevance of gender among staff and partners, and broadening its programming targets beyond health and education. The need for a more systematic approach as well as strong senior leadership was clear. The shift in DFID strategy is significant in that it reflects an active management approach to mainstreaming gender.⁹³ DFID has set out an ambitious and detailed 3 year *Gender Equality Action Plan (GEAP)*⁹⁴ with a focus on making practical advances in gender equality and women’s empowerment in developing countries through aid and partnerships. This institutional strategy is based on creating the enabling environment for gender equality to be implemented in all aspects of DFID’s work, including humanitarian assistance⁹⁵ through institutionalising gender mainstreaming, by connecting it to results and management ownership and accountability. The aim is to generate “comprehensive and

sustained change” that can make gender questioning and analysis an instinctive part of the working life of DFID.⁹⁶ The plan seeks for gender considerations to be embedded at all levels of the organisation with clear leadership and accountability throughout in terms of performance review and results. For example, at least one senior civil servant has been nominated as a gender champion in each of DFID’s 10 departments with many departments also opting to appoint such champions at different levels.⁹⁷ The first annual report of GEAP for 2007-2008 finds,

- The plan acted as a catalyst for more detailed plans at headquarter and country levels and gave new impetus and greater staff support to existing gender-related work
- Gender equality issues are now expressly part of corporate performance frameworks
- The establishment of the network of senior level Gender Champions led at the level of Director-General that meets every four months to review progress has given very high profile and management ownership to gender issues
- That quality of evidence and information including sex-disaggregated data remains a shared international challenge

59. The next phase will aim to finalise the vision and mission statement for work on gender equality, to roll out a learning and development strategy for staff on gender, and develop gender analysis in new policy areas including fragile states and gender-based violence. Gender training is currently being rolled out with a specific focus on DFID’s department for conflict, humanitarian and security issues. It is anticipated that this training will help identify specific issues and entry points around conflict and humanitarian situations in considering the further implementation of the GEAP.⁹⁸ DFID’s humanitarian and disaster reduction policies also reflect the gender dimension to some extent.⁹⁹

60. A 2007 evaluation of Canada’s (CIDA) 1999 gender equality policy found similar to other donor experiences that while the policy remained relevant and sound, the implementation was not consistent or systematic.¹⁰⁰ With a focus on enabling outcomes and effectiveness, the evaluation found good practices such as the embedding of championing gender in senior management, a strong cadre of specialists, development of ‘tip sheets’ and tools applying gender analysis in policies and programmes, and building the profile of Canada as an advocate and voice for gender approaches internationally. Challenges were found to include the need for the focus on policy to be connected more directly to programmes through outreach and operational strategies, the lack of a plan of action, and the multi-tasking of gender specialists and focal points juggling other responsibilities. Recommendations included the need for a systematic action plan, dedicated and secure budget, research and development on gender equality and tailored training, strengthening accountability for performance, and strengthening reporting on gender equality. In response CIDA is developing an action plan on gender across CIDA that will be finalised later in 2009.

61. The CIDA evaluation highlighted the weak integration of gender considerations in humanitarian assistance given well-established understandings of conflict situations and the differential risks, vulnerabilities and needs of women and girls in particular: “In the face of this known reality, it is remarkable to note how infrequently non-Gender Equality-specific emergency assistance to populations in conflict takes into account the gender dimensions of the situation.”¹⁰¹ Even where the analysis of partners refers to particular gender dimensions on the ground, the programme actions or plans did not follow through in addressing the issues raised. This finding is in a context where CIDA has been active in building awareness and better practice on gender specifically in humanitarian contexts. The 2003 Guide, *Gender Equality and Humanitarian Assistance: A Guide to the Issues* was developed as an internal sensitisation document and toolkit for CIDA staff to

increase understanding of “how and why gender perspectives were relevant in relief initiatives and how to dialogue with partners engaged in the delivery of humanitarian assistance.”¹⁰² The primary and innovative focus was internal advocacy to build understanding and practice among CIDA staff in relation to gender in field operations. The Guide sets out considerations such as: difference between men and women’s security and protection needs; divisions of labour and access to and control over household and community resources; how women are organised and participating in existing social, economic, political and cultural structures; the capacities to participate by women, men, boys and girls; how men’s gender identities influence their vulnerabilities, needs and priorities; and, differences among women and among men that shape needs, vulnerabilities and capacities. The Guide provides guidance on questions and considerations in different sectors of assistance. More specifically, CIDA has been active in supporting critical themes of gender in the international system including greater use of gender analysis and use of sex and age disaggregated data (SADD) in the CAP as entry point¹⁰³. It has also developed a *Gender Equality Assessment Tool* that assesses partners’ progress on mainstreaming gender equality results, policies, monitoring and evaluation systems and how these are reflected in in-country strategies, results and/or portfolios¹⁰⁴.

BOX 9: Main Findings from Donor Consultations on Policy and Strategy

➤ Leadership of Senior Management

- Strong senior leadership in championing a focus on gender can drive internal institutional processes to deliver clear and coordinated policy and implementation frameworks.
- Importance of gender policies and action plans to be rooted at Director level to filter down.
- The importance for gender-sensitivity and leadership by senior management in operations to ensure implementation and learning in gender programming both in mainstreaming and targeted approaches.

➤ Mechanisms for Implementation

- Need for systems and incentives in the organisation to mainstream gender effectively.
- Accountability for results needs to be in place at different points of the funding and implementation cycle with effective monitoring.
- Necessity to target operational managers in humanitarian emergency operations to ensure guidelines are understood and applied and to develop and strengthen gender-sensitivity of front-line people who have to act under pressure.
- Usefulness of establishing a network of gender focal points/advisers to facilitate sharing of information and coordination of gender related policy and training events; focal points should be senior men and women with ability to convene and influence

senior colleagues. There is a tendency to identify junior women for such roles who are often isolated and disempowered in taking initiatives forward.

- Challenge of turnover of staff and over-reliance on key individuals in driving the gender mainstreaming strategies, both of which affect the ability to embed policy and practice. So need to build internal capacity and awareness beyond core staff.
- A dedicated budget line is important to backstop policy and enable partner activities on lessons sharing and testing of approaches, capacity development and tools development.

➤ Policy/ Thematic Issues

- Having a stated policy on gender sends an important signal inside and outside the organisation in terms of the organisation's focus and priority in the area. The lack of formal strategy can hinder attempts to be more systematic in integrating gender into humanitarian assistance.
- In defining and understanding gender, there is a need to move beyond seeing gender as women, and women as bodies, and to focus on social and operational context of gender relations, structures and dynamics that shape communities and affect women, men, boys and girls. For example, involving men in GBV programmes to address prevalence and acceptability of violence is a much cited outcome of more relational thinking on gender.
- Need to emphasize strategies for prevention of SGBV as well as after-care and support in humanitarian aid, by identifying and supporting coping strategies in crisis situations.
- The challenge of moving from policy to concrete actions on the ground is common and requires focused actions and accountability at all levels.
- The relationships and institutional frameworks with partners are the critical entry point for donors to discuss and negotiate gender-related aspects of humanitarian assistance with funding guidelines posing particular and informed questions on needs, protection and impact and where possible linking to indicators for reporting.

➤ Advocacy: Internal and External

- Institutional resistance calls for ongoing internal awareness raising and capacity building on why and how a gender perspective is required in humanitarian assistance and can improve the reach, relevance and effectiveness of such assistance.
- A focus on SGBV and UN Security Council Resolution 1325 as concrete entry points to gender issues can help mobilise a range of officials who may not have typically responded to gender-related policy and initiatives.
- Increasing awareness and relevance through, for example field trips that include senior managers to visit projects and speak with local groups including women's organizations to gain first-hand insight on challenges and needs.

- Integrate gender into strategic dialogue with partners as well as reporting on funding.
- Advocacy needed at international level and more leadership among major donors, particularly DG ECHO, on gender as part of the ongoing reforms of the humanitarian system; suggestion to have high-level workshops among donors and partners looking specifically at gender issues in humanitarian context to explore case studies and share lessons learned.
- Leading and organising relevant events to profile and advance gender issues relevant to the organisation.¹⁰⁵

➤ Training and Tools

- Having a training strategy alongside policy and an action plan creates a strong platform for greater ownership by all staff, enhanced learning and feedback, as well as implementation and monitoring of progress against results.
- Perception of staff that integrating gender requires special expertise needs to be countered and addressed by relevant and applied training that takes account of institutional culture and objectives and is driven by relevant staff inside the organisation with assistance of external consultants rather than outsourced in totality.
- Dissemination of policies should be accompanied by organised training sessions such as lunchtime seminars on key themes, and a new recruits training programme.
- Development of guidelines, tip sheets/ checklists on key areas such as GBV, HIV, mainstreaming strategies different sectors, to assist staff in understanding and applying policy.¹⁰⁶

➤ Data and Information

- Need for more work on indicators to better measure and report on results of gender mainstreaming and impact in humanitarian setting as well as better data gathering on risks and needs.
- Evaluation work is to be done on performance and learning from programmes, partners and funding mechanisms on how gender is being considered or not and what is the extent of results in terms of greater impact and effectiveness of aid.
- There is a need for donor leadership and coordination on data and information to strengthen the humanitarian system.

PART TWO: PREVENTION OF AND RESPONSES TO SEXUAL AND GENDER BASED VIOLENCE

5. Prevention and response in Sexual and Gender Based Violence

5.1 The Rise of SGBV as a Humanitarian Concern

62. Violence against women was singled out as one of twelve areas for urgent action by the Beijing Platform. The Geneva Convention classifies sexual violence in war as a human rights violation.¹⁰⁷ The Rome Statute of the International Criminal Court has recognized that sexual violence can constitute a crime against humanity or a war crime, and there have been a number of high profile trials.¹⁰⁸ A number of recent UN resolutions have also called for action to curb SGBV.¹⁰⁹ UN Security Council Resolution 1820 in June 2008 has given renewed political impetus to addressing the issue, and calls on humanitarian actors on the ground to participate in more coordinated efforts on the ground to develop preventive actions and responses. Much of the recent concern has been with curbing the use of sexual violence as a weapon or tactic of war¹¹⁰, and resolution 1820 calls for the exclusion of perpetrators from amnesty agreements during peace negotiations. Some in-depth analyses¹¹¹ suggest a complexity of factors explaining rape in war including calculated attempts to terrorize civilians, genocide, revenge and indiscipline on the part of fighting forces. Reports from the field frequently suggest that levels of sexual violence remain high even when hostilities come to an end. Much of it at this stage may be perpetrated by ex-combatants, and other civilians who are poorly reintegrated and have lingering sentiments of revenge.
63. Other factors also encourage a rise in SGBV by civilians during emergencies. Weakening of community structures, disruptions in law and order, economic hardship and migration and overcrowded living conditions in camps are all factors that raise risks of SGBV. Women also become more vulnerable to exploitation by security services¹¹². Not all violence, moreover, is of a sexual nature.¹¹³ Both UNHCR and UNICEF have drawn attention to how early/forced marriage, forced prostitution, trafficking and domestic violence become more frequent with the impoverishment and social upheaval and stress of emergencies. Concern with the issue of rape should not detract from the importance of addressing other forms of violence. There are important inter-relations between violence as perpetrated by fighting forces and by civilians. Girls who are abused by fighting forces are more likely to be forced subsequently into early marriages or prostitution because of family neglect. Pressures can also work in the opposite direction with family neglect forcing girls into fighting forces.
64. Obtaining sound data on the incidence of gender based violence, and monitoring trends across an emergency is essential for assessing needs and designing effective action, but the task is not a simple one.¹¹⁴ Procedures for documenting incidents are usually poor,¹¹⁵ there is a lack of baseline data, and victims are usually reluctant to make reports for fear of stigma or reprisal. At the beginning of an emergency decision to scale up services for victims of sexual violence will often be driven by a mixture of informal reports of atrocities gathered from community groups, and a rise in numbers of cases reporting for medical treatment or for psychosocial care. Neither information source, however, can provide a truly reliable indication of trends. There is need to improve methods for the collection of data of both kinds. Among the more important difficulties to be overcome are the lack of coordination between service providers that leads to double counting of cases, and multiple systems for classifying forms of violence. Achieving uniformity of data collection as recommended by the IASC guidelines¹¹⁶ is difficult because of the diversity of concerns of

different agencies, their different uses for data, and the varying requirements of different funders, but progress probably could be made in expanding the number of core common data points if more technical support were available at local level.

5.2 Learning from Programming and Coordination Challenges for Prevention and Response

65. The concern of humanitarian action is both with preventing SGBV and with providing assistance to victims. Both tasks are multidimensional, draw on a diversity of resources, and require coordination across sectors, and service providers. The purpose of assistance for victims is to avert a range of negative consequences including damage to health, disruption of family life, abandon, and loss of livelihood, though it should, of course, be conditioned by the kind of support the victim wants. Such work requires coordination of services through carefully worked out referral systems to safeguard privacy and confidentiality of information. Prevention of SGBV, meanwhile, builds on established principles for protection work¹¹⁷ and uses denunciation, persuasion, mobilization, substitution and support for action as tools for achieving its purpose. The work requires a commitment from agencies with capacity to advocate at high level, or to use persuasion with perpetrators as is done by ICRC, while at the same time humanitarian actors, police, security forces and local services are mobilized to create safer environments. This last is an area where coordination is a challenge. Safe environments cannot be created with humanitarian assistance alone, and the capacity of local security services and forces is sometimes weak, and in some cases problematic. The Humanitarian Consensus recognizes the need for an integrated approach to planning assistance for security and humanitarian assistance. There are at present several emergencies where this is badly needed.
66. Creating spaces that are safe against SGBV, means ensuring protection from dangers that come from both inside and outside the space. Not all SGBV is perpetrated by incursions into camps and villages from fighting forces. Much of it may come from within the community. In addition to minimizing the necessity for vulnerable people to leave safe environments, and creating safe houses for those at very severe risk, there is need for sensitization to risks and community capacity building for risk reduction through measures such as the enforcement of by-laws, better supervision of children, and self-protection.
67. Though there is a good deal of commonality, agencies approach the issue of prevention differently according to their mandates, focusing on different kinds of violence, and identifying different key points of entry. UNHCR's mandate is to protect the refugee community, and while the risks of SGBV may be different according to context, perpetrators are most commonly, fellow refugees or civilian members of the same community. For UNHCR, curbing SGBV may mean challenging and changing cultural norms, and UNHCR describes this as one of the five main planks of its strategy.¹¹⁸ For ICRC, meanwhile, the leading concern is with infringement of the Geneva Convention. Its emphasis in prevention work is on raising awareness to the rights of civilians in war, curbing military excesses and creating pressure on duty bearers to ensure protection under the law. UNICEF has engaged very broadly with issues of gender based violence perpetrated both against women and girls, but its mandate has often led to a special concern in emergencies with heightened risks for children due to break down of family support systems, and abduction into fighting forces. UNICEF's work on the protection of children follows several lines that include family reintegration, providing alternative care, raising children's awareness to risks, and strengthening the capacity of children to support themselves economically without resorting to risky behaviours.

68. Agencies caring for the victims of SGBV usually work in consortia that are able to respond to a multiplicity of needs. These include physical and mental health care, working out problems of relationships arising at family or community level, overcoming economic difficulties, and accessing legal advice. Many members of such consortia may be local community associations since these are often best placed to ensure sustained support for the reintegration of the victim within the community. Such consortia cannot work without leadership at least in the initial stages. Community organizations will need to be key players in motivating victims to seek out care, but the capacity for this role is often limited, and an agency setting up a programme to respond to SGBV will often have to invest heavily in the early stages in awareness raising and training for local associations.¹¹⁹ While it is true that care for the victims of SGBV is unlikely to be sustained unless it is mainstreamed within established health and community services,¹²⁰ there is a need also for vertical initiatives that help develop good practice and expertise. In some emergency contexts where violence is associated with an ongoing conflict, it is doubtful whether community-based service working alone will be able to answer all needs because they will experience difficulty in working with impartiality, and may lack the authority or will to address key factors at the community level that are sustaining violence.
69. Guidelines for intervention¹²¹ often emphasize the public health aspects of SGBV and of sexual violence in particular. There is little doubt that the widespread concern with the addressing SGBV in emergencies is related to its role in the spread of HIV infection. This can be seen in the concerns of some funders with agreeing target numbers of rape victims to be reached with PEP within 72 hours. Also, much of the work done to sensitize communities to the importance of seeking assistance in the event of SGBV focuses on the consequences for physical health. When victims do seek help, it is very often for treatment of STDs. This should not, however, distract from the need for a holistic approach to caring for victims of SGBV.¹²² In so far as the intervention is motivated by the imperative of responding to a serious human rights violation, there is a need for high sensitivity to how the individual perceives this violation, and the kind of help they consider most important. In particular it is important to bear in mind that SGBV gives rise to, or is in some way associated with, a disruption of relationships with family or community, and unless this situation is normalized the victim continues to be at risk of further violence.¹²³ It is also important to involve men in programmes of gender based violence, sensitizing them to need for women to come forward for care, and encouraging them to come forward for treatment of STDs. A coherent funding strategy for SGBV needs to ensure there is provision of all services that are necessary for the survivors' well-being.
70. Concern has been expressed, that an exaggerated response to SGBV as a medical problem, could distort patterns of funding for health care more generally, and lead in particular to neglect of a range of reproductive health needs. Part of the appeal of funding a medical response lies with the existence of Sphere standards,¹²⁴ which constitute benchmarks against which agencies can be held accountable. The recent publication by the IASC of guidelines for mental health and psychosocial support¹²⁵ will perhaps go some way to satisfying funders that it is becoming easier to apply minimum standards in other areas beyond the delivery of physical health care.
71. The production of IASC guidelines for responding to SGBV has evoked mixed reactions among humanitarian actors. Some feel that funders should actively encourage compliance with guidelines. Others feel that there is need for more consultation with practitioners on the ground, for piloting, and adaptation to local realities. These differences of opinion are probably determined in part by the extent to which agencies feel comfortable with the current UN-led coordinating system.¹²⁶ The

guidelines are also probably more relevant to the working context of some agencies than others. Providing guidelines that are equally useful for implementing agencies, funders, and those that do advocacy is a challenge. In particular, achieving coordination between agencies on the ground is seen to be particularly difficult because of the complexities and diversity of the programmes.¹²⁷ Implementing agencies visited in DRC seemed to feel that it depended more on finding complementarities between programmes than on agreeing a standard approach. The community-based nature of most initiatives gives them a dynamic of their own, and because they are not static but continually in evolution, the key to good coordination is process rather than structure. At the same time it is important to find solutions to some of the technical problems of data management.

72. An issue of some importance is how SGBV is handled across the emergency cycle, and the correct exit strategy for humanitarian actors. IASC guidelines recognize an emergency prepared phase, an acute emergency phase, and a stabilization phase with more emphasis on protection measures in the former, and an expansion of training, monitoring and service provision in the latter. In some contexts there is concern about the lack of continuity of programming through an LRRD phase.¹²⁸ While a great deal may be done to build the capacity of medical services during emergency funds and resources are not always available to guarantee services in a post emergency phase. Equally community based psychosocial services are often not strong enough to survive once funding is withdrawn. Withdrawal of the humanitarian community may also create a vacuum in protection. UN Security Council Resolutions 1325 and 1820 have created a new push for actions in a recovery phase embracing a range of responses including political/ diplomatic, aid, social and legal protection, legal/judicial, security/policing/military, welfare and women's empowerment. As yet, international pressure is to be translated into greater funding¹²⁹. It will be important for emergency funders to find ways of linking their exit strategies into this process.

BOX 10: The Limits of Protection and SGBV in West Africa
(*Observations from field study*)

DG ECHO has been very active in the area of *protection* in the region, most notably on child protection and SGBV. It supported the Mano River Union and Côte d'Ivoire project in 2004/05 that included responses to war-affected communities in Sierra Leone and Liberia as well as the occurrences of sexual exploitation and humanitarian assistance. This work has evolved and there is a high level of coordination and participation among partners in promoting protection issues (including SGBV) in the region. More recently DG ECHO and other donors have concluded that protection, including targeted programmes for SGBV, is now more of a development issue requiring structural and capacity building long-term focus that addresses the social, legal, cultural and security dimensions. The Protection Sector Working Group made up of field partners and chaired by UNHCR does not agree. The debate hinges on the perceptions of where the limits of responsibility and action lie for humanitarian actors in responding to gender and protection issues in emergency and post-crisis settings. There is also a sense that whatever *ad hoc* successes can be claimed by humanitarian assistance in *responding* to say SGBV (mainly in health-centred approach to treatment and referral), the possibility and scope of *prevention* is less clear.

This issue came to a head in the preparation of the 2009 CAP for West Africa launched in late November 2008. The main focus of the appeal is food security and nutrition. There was strong resistance by some donors to including protection not least because it was felt that there was a lack of good needs analysis to make the case. However, the IASC Guidelines were successfully used by the Protection Working Group to integrate protection activities into the final CAP, including funding for GBV activities. The impact is unclear, as the sector remains under funded. There is a sense on all sides that information and data could be stronger on GBV in terms of defining and establishing the 'logic of intervention' and assessing the impact of gender across clusters and in targeted projects. Some partners referred to GHD (good humanitarian donorship) as meaning that 'do no harm' could not simply be confined to delivering goods or services but must also include *the process* by which that happens and the *impact* on different groups.

For DG ECHO the challenge of getting involved in issues such as protection as SGBV is what an exit strategy should be; at what point can the humanitarian response be deemed to be implemented and completed or 'hand over' assured in a context of LRRD? Even if DG ECHO cannot fund protection in transition setting, partners argue that as a leading donor of humanitarian assistance it should be promoting protection both in crisis situations and in post-crisis transition and recovery processes. There is an expectation that DG ECHO will support advocacy and implementation of IASC Guidelines and action plans for UN Security Council Resolutions 1325 and 1820.

5.3 *The International Momentum for Greater Action*

73. There is growing political momentum internationally to act on SGBV and this is evidenced by the consensus for actions plans relating 1325 and 1820. For example, the EU-wide Comprehensive Approach was outlined earlier in this report. Also, the *Action Plan for Sida's Work Against Gender-Based Violence, 2008-2010*¹³⁰ is directed at both development and humanitarian assistance and aims to "reduce GBV and promote the rights and economic and political empowerment of those subject to GBV, mainly women and girls" through support to (i) preventive measures (ii) legal

measures and (iii) the services and care for victims/ survivors for GBV. The Action Plan addresses harmful traditional or customary practices (including FGM and violence in the name of honour), sexual abuse in conflict and post-conflict situations (rape in war, abduction, forced pregnancy, the impact of displacement, heightened tension in households and communities, camp structures, services and associated gender roles and tasks that can increase vulnerability to violence) and domestic violence (including reported increases in such violence in post-conflict contexts). Access to appropriate, safe and informed sexual and reproductive health services, the link to risk of spreading HIV, unwanted pregnancies, STDs, unsafe abortions and maternal mortality are highlighted as entry points. DFID is currently undertaking an initial scoping of its existing work on violence against women and girls. Early results indicate a range of stand-alone projects or elements in wider programmes such as health and education. The intention is to draw on the scope to inform an action plan on gender-based violence.¹³¹

74. Norway's action plan for 1325¹³² includes commitments to supporting codes of conduct at national, NGO and UN levels to prevent sexual exploitation and abuse in conflict and post-conflict settings and support to projects in conflict that aim to protect women and girls against sexual violence and against trafficking, as well as assisting rehabilitation and reintegration of victims of violence. Irish Aid through its founding membership of, and support to, the Joint Irish Consortium on Gender Based Violence has developed a strong policy and action plan on Gender Based Violence. This Consortium brings Government together with leading NGOs from the fields of humanitarian assistance, development aid and human rights.¹³³ The work of the Consortium has focused on learning from a range of organisations and includes suggestions on developing internal policies and codes of conduct and strategies for prevention and response. It also focuses on staff training and capacity development. Future plans include capturing emerging lessons from field programmes. Placing the issue at the high cross-sectoral level is supported so that a comprehensive response to GBV can be developed that cuts across for example emergency and relief programming, human resources, security, development and so forth. GBV policy and programming enjoys a high profile in Irish Aid and has influenced wider efforts on gender, conflict and violence in the Department of Foreign Affairs as a result.
75. Written submissions from some DG ECHO partners¹³⁴ echoed much of the analysis above in terms of programming approaches. More specifically some submissions called for DG ECHO to reflect a more robust and holistic approach to SGBV in the new Humanitarian Protection Guidelines and to draw more explicitly from the IASC Guidelines matrix of interventions for this purpose. Also, that UN Security Council Resolutions 1325 and 1820 should be explicitly mentioned in terms of enhancing women's participation in programming and for support to multi-sectoral services as part of a protection and humanitarian framework. They also encouraged DG ECHO to build on its successful efforts at advocacy such as the film "Our Bodies Their Battleground" to take a higher profile on SGBV internationally in donor and partner countries.

BOX 11: Main Findings on Sexual and Gender Based Violence

- There is need for improved instruments to collect information on GBV across the emergency cycle, and simple methods for collating data from different assessments. Instruments need to allow collection of information on prevalence and trends and need to be suitable for use in situations of high insecurity.
- Rape is not the only form of gender violence that becomes more frequent in emergencies. Humanitarian actors and funders need to have a clear rationale for deciding what kinds of violence to respond to.
- Where there is high prevalence of GBV, prevention is as important as the care of victims
- There is need for a holistic approach to the care of victims, so as to embrace the health, social and economic consequences of GBV.
- Humanitarian actors and funders need to have coherent positions on why they are responding to SGBV in an emergency setting. Without this they cannot be consistent in their intervention strategies. Nor do they have any basis for deciding when to engage and when to withdraw.

PART THREE: GENDER CONSIDERATIONS IN PRACTICE AND CONTEXT

6. Findings from field studies

76. The field visits provided the opportunity to examine how partners are encountering gender issues in practice and find out how relevant or helpful they find their own organisations' gender policies when working on the ground. It was also helpful to see in different sectors what gender issues emerge and how they are addressed. Field studies also highlighted the centrality of gender analysis at all stages of the project cycle for developing strategies of effective emergency response. Summaries are provided here with fuller detail in Annexes G, H and I to this report.

Northeast India

77. Gender sensitivity in the design stage of a project will help to ensure that assistance is appropriately related to needs, but a focus on gender issues sustained throughout project implementation will enable targeting to be progressively tightened, and the capacities of all beneficiaries to be optimally harnessed in an emergency response. What stood out in India were the challenges to doing this in a culture where women have little place in public life, little opportunity to voice their needs, and little confidence in their own capacity for action. Building capacity and putting in place structures that allow for fuller participation by women takes time, and leaves humanitarian actors struggling in the early stages of an emergency. Some bold initiatives were seen in India for addressing this problem, but there is need for more R&D work. Many good judgments were made about how to respond to the needs of women simply on the basis of sound cultural analysis. Disaster preparedness works proved an excellent opportunity for bringing women more fully into decision making, and ensuring them a fuller role in emergency response, mainly because men could see clear advantages of this, and were willing to encourage it.

78. Progress was nevertheless held back in some project teams by cultural resistance, and a lack of commitment to enhancing women's participation. Numbers of female staff were low in all teams, and the lack of female mobilisers was keenly felt. Projects were implemented by local counterparts of DG ECHO partners, and the latter had limited possibilities to influence the staffing practices of the latter, or to provide training on gender sensitive work. Gender work was done most successfully by those project teams that engaged most readily with the task of gender analysis, and least successfully by those that tried to apply rote solutions. For a number of agencies, gender analysis was used to ensure a tighter focus of assistance on vulnerable groups such as pregnant women, and widows. Here, too there were challenges since such focusing was not always fully accepted by other community members, particularly when those targeted were of lower cast. Sustained commitment to solving gender problems required either commitment at a high level within the implementing agency or close supervision from the DG ECHO partner.

Democratic Republic of Congo (DRC)

79. In DRC meeting protection needs of vulnerable IDPs remains one of the biggest challenges during periods of conflict. Women constitute a higher proportion of IDPs and those who are displaced without men tend to be more vulnerable, because of their weaker economic circumstances and lack of family protection. Much more attention is given to providing protection for those in camps than for the much larger number living in communities. There is need to evolve better strategies of protection for the latter, and a better understanding of their circumstances and vulnerabilities is the first requirement. A number of interesting initiatives have been taken to provide economic

opportunities for these people and to reduce their vulnerability to exploitation, but there is need to focus in on those that are most vulnerable without evoking resentment from the majority

80. Livelihood recovery is another area of programming in DRC that raises important gender issues. The aim of maximizing the contributions of both men and women to household recovery has to be combined with that of ensuring a fair share of the burden of labour, and equality of control over assets. Some strategies for achieving this work with the idea of supporting separate income generating activities for women and men, so as to ensure that women retain some control over assets. It is important however to engage with the reality that the farming culture at the heart of the Kivu economy is family based and draws on the labour of both men and women. The labour requirements for this at the beginning of a recovery can be intensive. There is justifiable concern that practices within this culture are exploitative of women, and that men take the end product of labour to use to their own advantage rather than to that of the family. Nevertheless, the economy cannot be restarted on the back of small women-in-development projects like livestock rearing. Nor is there certainty that these will give women greater economic independence. Finding ways of addressing issues of inequity remains a major challenge in the urgency of a recovery period, but one that it is important to take on board.
81. Humanitarian agencies in Congo have been at the forefront of a movement in recent years to pioneer more integrated approaches for the care of victims of SGBV. And most programmes in the Kivus offer medical and psychosocial care. Some offer support for economic reintegration as well as legal advice services. Partnerships with community based organizations or bodies are essential to the effective operation of services because of their key role in breaking down stigma and encouraging victims to use services. Community based organizations also play an important role in counseling and economic reintegration. There are major challenges to coordinating different partners within programmes, to ensuring proper management of information and to monitoring the quality of services provided. Some of the monitoring difficulties lie with the lack of clear consensus on what projects should achieve. Views of beneficiaries are especially difficult to survey, and are seldom clearly articulated. Heavy emphasis is placed by some funders on the public health aspects of SGBV and the percentage of victims treated with PEP is used widely as an indicator of programme success. In practice the take up of PEP is small, and there is reason to believe that the felt needs of beneficiaries are different. Getting a clearer idea of beneficiary needs is central to developing better-focused programmes.

BOX 12: NGO Views on Gender Policy

The field visits found that many NGO's have gender policy statements, and concern with gender issues is commonplace in NGO work. For most NGOs, the commitment to gender is the same in both development and emergency work. There is strong emphasis on the rights and empowerment of women, on equal access to resources, and on the need to draw on the capacities of all people in the cause of development, and more specifically, the MDGs. Some policy statements make special acknowledgement of the need to address vulnerabilities of women in emergencies and SGBV. Many smaller NGOs have unwritten policies on gender. An engagement with certain gender issues pursued over a long period of time has become part of their institutional style. Discussions with partners in India revealed that gender policy can constitute an important part of the operational framework for implementing an DG ECHO project, and more so where both the DG ECHO partner and the local counterpart have such policies. Ensuring coherence among the policies and approach of stakeholders is important in such cases, and the positions of funders are particularly important. In Liberia, partners found explicit policy frameworks on gender helpful by making gender issues and considerations more explicit and by providing *reminders* and *signposts* at different stages of planning, implementation and monitoring/evaluation, for example through the use of checklists and guide questions. Some argued gender considerations should be mainstreamed into existing technical areas of humanitarian assistance rather than as stand alone targeted programmes that might drain funds from core areas or lead to gender being put in a silo. Many NGO's welcomed the prospect of DG ECHO showing a greater interest in gender issues. Even if it did not translate into changes in funding, it signaled recognition of certain challenges in providing humanitarian assistance.

Liberia

82. In Liberia, DG ECHO is active in the sectors of Health, Nutrition, Food Security, Livelihoods and Water & Sanitation. The range of projects supported by DG ECHO reflects the ongoing transition in Liberia of moving from humanitarian assistance to development cooperation in a context where the national government is seeking to build up core services and institutions and where humanitarian concerns and needs remain alongside the move to development. Judging how and when to exit projects and accept inevitable gaps that may occur in front-line services to vulnerable groups is an inherent tension.
83. The gaps and lags inherent in this process are creating challenges on the ground to hold onto the gains of the humanitarian phase in critical sectors such as health. There is serious concern about identifying the point at which humanitarian response can be deemed to be implemented and completed or 'hand over' assured. The weakening of primary and secondary health services currently supported by humanitarian assistance funding (through phasing out of humanitarian actors) will impact on communities and particularly access for vulnerable women and children who have been targeted in outreach and follow-up activities on ante-natal and post-natal care, safe delivery, vaccination etc. With this in mind, DG ECHO considerations for the next Global Plan address the continued high rates of maternal mortality and morbidity for attention. (Infant mortality

rate is estimated at 157/1000 live births compared to the Sub Saharan Africa average of 102/1000 live births while maternal mortality ratio estimated to be 990/100,000).

84. SGBV has received a lot of attention and support in Liberia and is the focus of strong policy and planning processes in the recovery phase. The handover in this area, particularly where health-based responses have enjoyed vital specialist projects by humanitarian actors, is considered very weak with an anticipated evaporation of gains. The Global Plan for 2008 states that “Aid for children and women, who suffered greatly during the conflict, will be maintained in 2008 by providing access to basic services and through the mainstreaming of protection operations, such as the prevention of gender based violence”; this mainstreaming effort needs to be considered in terms of rationale for projects and how to specifically track or monitor the ongoing projects to assess the extent to which mainstreaming prevention of SGBV is feasible, relevant and effective in the current transition phase. All partners raised the challenges of mainstreaming into weak systems and the need to better capture information on the ground in terms of the interaction and impact of different projects and actions related to gender mainstreaming and SGBV to see how it can be made more visible and improved. Partners expressed concern that the potential delay in delivering on national plans has implications in the context of targeted programmes such as SGBV. The possible threat to existing services raises a question for many about how effectively SGBV can be mainstreamed through health clinics that already struggle to deliver basic health care and medicines. This underscores a growing gap between international and national policy, guidelines and commitments to actions to prevent SGBV and realities on the ground in terms of practical measures to maintain and build on gains generated through humanitarian assistance.

85. Gender analysis was not necessarily used as an explicit tool but gender sensitivity was in evidence in practices of identifying needs and shaping responses. The IASC Guidelines did not seem to be widely known, shared or used beyond core UN agencies. The focus and experience of gender analysis is very much about ‘common-sense’ application. Examples of ‘good practices’ to promote gender awareness cited by partners included:

- Identifying needs through focus groups on women, elderly, youth to access information.
- Gathering gender disaggregated data to inform assessments and impact analysis.
- Ensuring gender balance in staff and field teams to promote outreach and access to women in particular – understand needs and frame responses.
- Development and use of assessment tools; for example UNHCR’s use of age, gender, and diversity mainstreaming (AGDM), as well as IASC guidelines for training.
- Innovation of management tools to address gender in institutional ways; for example, ACF ‘abuses of power’ framework that focuses on different levels and relationships internally and externally.

86. While there was not a consistent sense that gender was explicitly mainstreamed, among the projects visited there was evidence of *ad hoc* good practice founded on pragmatism that attempted to address some challenges in the delivery, effectiveness and impact of humanitarian aid. This included:

- Strategies for the recruitment and retention of female staff in remote rural clinics including provision of motorbike and mobile phone as well as regular leave to visit family in towns and urban areas.
- Women health workers trained for outreach work to villages for referral and follow up to reach vulnerable families, women and children.

- Use of national protocol on rape and referral.
- Developing appropriate and relevant livelihood strategies for women to find employment or business opportunities locally.
- Targeting young mothers in feeding programmes and in outreach and referral to ensure they can participate fully and that children complete treatments.
- Including food and support for mothers as caretakers in in-patient facility; sensitivity to issues of distance, lost work time, other children to care for etc.
- Identifying other female family members (aunts, sisters, mothers) to take care of abandoned or neglected malnourished children so that they complete treatment and have adult caretaker who takes responsibility.
- Including women farmers in rice and cassava cultivation with returnees and female-headed households particularly targeted, as well as encouraging women's farmer groups where appropriate to pool labour resources and build social support group.
- Rice cultivation included division of labour with men clearing fields for project on cash for work basis while women will be considered more fully in planting and cultivation stages with expectation they will benefit from crops.

PART FOUR: EMERGING THEMES FOR CONSIDERATION IN GENDER AND HUMANITARIAN ASSISTANCE

7. Data and Information Aspects of the Gender Dimension

87. The consultations and documentation review highlight a prevalent concern with data and information systems for needs assessment and impact. Gender and data approaches centre on the use of sex disaggregated data to reveal quantitative trends in differences among women, men, boys and girls that can then be further explored and understood through the qualitative application of gender analysis to shape responses. The focus on gender-related data reinforce wider efforts in the humanitarian community to better understand crisis risk, to identify needs quickly and to develop appropriate responses that can be tracked and measured for impact and assessment. Strengthening information gathering and analysis systems in humanitarian assistance has been a subject of donor debate and support in forums such as the IASC, the CAP, GHD, and so forth. The search for evidence-based policy and good practice is not easy to gather or establish and this challenge is not unique to gender needs, impact and protection but applies to humanitarian trends generally.

Box 13: Data and Information Needs for the Gender Dimension

There are three particular points of demand that inform international commitments and efforts on generating and analysing sex-disaggregated data, developing indicators for impact, and scoping out of specific gender-related risks and vulnerabilities.

- The need for better information systems to help identify needs on the ground as well as measure the impact of crises and humanitarian assistance on different groups.
- The need and commitment to gain better understanding of the nature and prevalence of SGBV to inform a stronger focus on preventive actions as well as appropriate responses by a range of actors including humanitarian assistance organisations.
- The need for quality data and analysis to underpin the documenting and sharing of emerging good practices in the efforts to integrate the gender dimension into humanitarian assistance and in building better preventive actions and responses to SGBV.

88. While disaggregated data is considered good practice in so far as gathering and analysing information that maybe would not be sought automatically by accessing different sources, agreed quality data and information systems remain problematic.¹³⁵ Interlocutors cite various problems: the persistent lack of disaggregated data despite years of efforts; the challenges of data collection in volatile environments; the time pressure of emergency response; the mobility and displacement of communities; the lack of indicators to measure gendered impact of crisis and of aid distributed; the lack of impact studies generally to assess what works and what does not in gender mainstreaming efforts into the different sectors (food, health, water and sanitation); the need for stronger data to establish risk and vulnerability of certain populations, for example the status of women and context of sexual and gender based violence, young men and participation in armed groups, and, girls and household roles.

89. The need to understand the causes, vectors, and prevalence of SGBV has been part of the ongoing debate about identifying and improving prevention actions and designing multi-sectoral responses.¹³⁶ For example, UN Action Against Sexual Violence in Conflict has collated and summarised some key lessons and guidance on data collection and summarised them in useful tip sheets.¹³⁷ UN Security Council Resolution 1820 explicitly requests “plans for facilitating the collection of timely, objective, accurate, and reliable information on the use of sexual violence in situations of armed conflict.” Reliable and shared data in this instance is required for advocacy in making the case for the extent and nature of humanitarian risk of sexual violence in conflict situations. It also is necessary to guide the essential coordination of actors and interventions on the ground in the delivery of integrated services with to survivors of SGBV in the form of healthcare, psycho-social support, legal advice and socio-economic support to reintegration to community and family life. Furthermore, the ethics and methodologies of gathering and analysing sensitive information from vulnerable groups apply particularly in the case of SGBV and continue to pose challenges in the field. Maintaining confidentiality and ensuring sensitivity in the collection, storage and use of information gathered from survivors is critical.
90. There are ongoing efforts to address these data needs, some of them agency specific such as WHO and UNFPA¹³⁸ and others that are coordinated such as the *Gender Based Violence Information and Management System (GBVIMS)*¹³⁹ and the IASC Sub-Working Group on Gender, *Sex and Age Disaggregated Data in Humanitarian Action (SADD)* Project. The 2008 work plan of the IASC Sub Working Group on Gender and Humanitarian Action names UNFPA as the focal point on SADD analysis to advance effort for the better collection and analysis of sex and age disaggregated data. It builds on both sets of IASC Guidelines and is a shared entry point for meeting the challenge of developing a common platform. A desk audit of the information sources of the Global Clusters has been carried out and the draft report indicates that there are weaknesses in terms of interpreting disaggregated data to enable gender dynamics to inform programming at country and regional levels and that age disaggregation does not give enough focus to older people as a vulnerable group.¹⁴⁰ Overall strengthening of information systems in humanitarian aid to enable better use of SADD is advocated. It remains to be seen if the SADD initiative of the IASC will become a platform for better cooperation and action on data but should be considered for further investigation by DG ECHO in terms of potential.
91. DG ECHO is supporting efforts to strengthen information systems generally for example through the Assessment and Classification of Emergencies (ACE) Project at OCHA that aims to identify common standards and indicators to support harmonization of analysis and focus information to enable stronger coordination of humanitarian actions. ACE focuses at the high level of classification that includes the identification of 'key vulnerable groups' as part of a dashboard of core data. The *Global Needs Assessment* and the *Forgotten Crisis Assessment* are the two analytical tools of DG ECHO's internal framework to guide overview of risk to inform decision-making on humanitarian action. Both provide general classification and high-level snap shots of where and how emergencies are taking shape with an overview of possible vulnerabilities. Desks and Experts add to this information with other forms and levels of analysis to shape decisions. Global indicators of vulnerability include the Gender-specific Human Development Index. A 2008 Technical Note on these methodologies strongly advises use of complementary bottom-up analysis and reporting from the field.¹⁴¹

BOX 14: Review of Gender referencing in DG ECHO decisions
(Based on Annex J)

In a review of 16 recent DG ECHO decisions (see annex J) it was found that gender sensitive indicators were used in more than 50% to assess the gravity of the emergency, and identify needs. An indicator was considered gender sensitive if it related to sex specific characteristics (e.g. high maternal mortality rate), gender specific roles (e.g. poor access to water), or gender specific risks (e.g. SGBV). Nine indicators were mentioned that are specific to women: Maternal mortality, life expectancy, nutritional status, water collection and hygiene practices, head of household, poor access to land, years of schooling, vulnerability to banditry. No indicators were used with specific reference to men, but some referencing both women and men might be taken as applying more to men than to women. A further set of 6 indicators referenced poor access to services for women (principally reproductive health). Five child-specific indicators were cited, but these were no specific references to boys or girls. Certain female-related vulnerabilities were singled out by Decisions as meriting special attention. These were: Pregnancy, sexual violence, malnourishment, violation of rights under humanitarian law, and female head of household. Others were identified specific to children.

The review highlights how assessment of the severity of an emergency and response needs is constrained by the lack of reliable data. While some decisions do draw on national statistics, the possibilities for using these more widely are constrained by the breakdown of data collection systems in emergencies. Information has often, therefore to be extrapolated in the best way possible from small local field studies. Decisions also illustrate how knowledge of a culture is helpful in assessing needs, and that in fast moving emergency situations, there are still possibilities for collecting much useful information from key informants and from focus groups. Sharpening assessment tools is as much as anything a matter of getting clear what information is really useful, and finding the collection methods that yield the fullest results bearing in mind the constraints of time, cost and accessibility.

92. Statutory donors are also active on the consideration of gender-related data capacities and measurements in aid. This review included participation in an international seminar co-hosted by the Swedish and Norwegian Governments along with the OECD Development Centre on the subject of *Measuring, Managing and Evaluating Progress in Gender Equality: The Role of Statistics and Indicators*.¹⁴² Issues highlighted included: the need for rigorous qualitative and quantitative data to uncover the causes and drivers for violence and so focus on prevention as much as response; the potential of mapping technologies of data to create pictures of issues that can be readily communicated; the challenges of data gathering and analysis on sensitive issues in crisis, post crisis and fragile situations; the importance of indicators and data in informing policy changes; and, the lack of concerted resources and implementation of gender-sensitive and sex-disaggregated data. Another bilateral example is DFID's Gender Equality Action Plan which identifies the need to strengthen the information and evidence base on gender programming approaches to improve evidence-based policy making and to ensure that needs and areas for action are not being overlooked because of lack of analysis and data.¹⁴³

93. Concerted effort is required to bring the data-gathering and analysis component to an effective point to better establish whether sex and age disaggregated data is being used and is useful in designing humanitarian interventions through improved analysis of needs and risks, and whether gender-responsive programming is having an impact on key groups. (For example, gender-based violence and the risk factors, attitudes and behaviour of women and men; or the tailoring of programmes for widows or widowers in building coping strategies in crisis). Such concerns echo a general drive to improve information systems as part of the ongoing humanitarian reform process with similar challenges. DG ECHO funded a 2007 study on the state of information management in the cluster system that stressed the need for greater harmonization of approaches across actors as critical.¹⁴⁴ These overall concerns with data and information indicate the need for more comprehensive analysis of data, assessment tools and indicators used for the different phases of an emergencies, from the early phase up to the post-crisis and recovery phases (LRRD) so that impact and effectiveness can be maximized.

Box 15: Main Findings on Data and Information

- The existing multiple and sometimes overlapping initiatives indicate a strong need for greater coherence and coordination in defining need for data, methodologies, and use of analysis to build better responses and preventive measures.
- Reliable and robust data needs to be a common good rather than agency-specific or partial in supporting better programming to reach vulnerable groups and understand specific risks in crisis contexts.
- There is a need for clear leadership internationally to create incentives for collaboration, cost sharing and information sharing to build a shared system of data and analysis. DG ECHO is well placed as a leading donor of humanitarian aid to encourage and support standard-setting and shared practices in the strengthening of data to improve humanitarian responses, particularly in the area of SGBV which is a strong focus of international attention.

8. Codes of Conduct

94. In recent years, within the field of humanitarian action there has been a growing momentum for action in addressing Sexual Exploitation and Abuse (SEA) in the delivery of humanitarian aid. This arose from reports of abuses notably in West Africa in the context of refugee and displaced populations¹⁴⁵. This has resulted in an accepted good practice of adhering to international standards in the form of Codes of Conduct and in establishing accountability mechanisms within and among humanitarian organisations to enforce such standards.

95. The Good Humanitarian Donorship (GHD) initiative in its establishment meeting in Stockholm 2003, endorsed the *Principles and Good Practice of Humanitarian Donorship* that included principles of beneficiary participation, allocation of aid on the basis of needs assessments, and the promotion of IHL, refugee law and human rights. More specifically in promoting good practice, it undertook to “promote the use of Inter-Agency Standing Committee guidelines and principles on humanitarian activities [...] and the 1994 Code of Conduct for the International Red Cross and Red Crescent Movement and NGOs in Disaster Relief” which is found in the Sphere handbook and is a widely accepted basis for conduct in the delivery of humanitarian assistance.¹⁴⁶ The Norwegian

Government (2006) requests that NGOs working on projects funded by Norway “should develop their own codes of conduct for their employees”, and commits to the ‘strict enforcement of guidelines and codes of conduct intended to prevent sexual exploitation and abuse by Norwegian personnel engaged in operations abroad”, as well as supporting “the zero tolerance policy of the UN Secretary-General in relation to sexual abuse committed by UN personnel.” The Swedish Government humanitarian aid policy of 2004 and Sida’s *Strategy for Humanitarian Assistance 2008-2010* state that an organisation receiving humanitarian funding must have “adopted established international codes of conduct” with specific mention by Sida of the IASC Code of Conduct.¹⁴⁷ The DFID Guidelines (2007b) state that organisations will not be funded if they have not have signed up to a code of conduct such as the 2006 *Statement of Commitment on Eliminating Sexual Exploitation and Abuse by UN and non-UN Personnel*.¹⁴⁸ This includes the Six Core Principles Relating to Sexual Exploitation and Abuse aimed at humanitarian workers and arising from the work of the Report of the Inter-Agency Standing Committee Task Force on Protection from Sexual Exploitation and Abuse in Humanitarian Crises of 13 June 2002¹⁴⁹. Further frameworks in this area are being established through initiatives such as the Humanitarian Accountability Partnership (HAP) that, *inter alia* works with humanitarian NGO to put in place confidential reporting arrangements for beneficiaries and encourage peer review and support to addressing the risks of SEA in the delivery of humanitarian assistance and enforcing accountability at all levels.¹⁵⁰

BOX 16: Codes of Conduct in West Africa

(Observations from field visit)

During the field visits to Senegal and Liberia, the development and implementation of **Codes of Conduct** for staff were high on agenda for many partners in response to high-profile regional focus on West Africa for sexual exploitation and abuse in aid, the international policy convergence on enforcing better conduct, and challenges of corruption and abuses of power in aid as seen in daily stories in the local newspapers and widespread publicity and poster campaigns with slogans such as “no sex for help” and “no money business” and “health services are free”. Some partners were following UN and HAP frameworks, while others were developing their own codes and application procedures. There was shared concern about:

- Weak enforcement of codes of conduct.
- Challenges for beneficiaries to be able to bring a complaint.
- Inclusion of national staff and partners.
- The discrepancy between expatriate and national staff behaviour in terms of ‘acceptability.’
- Challenge of managing boundaries in difficult working environments where many aid workers in reality have a non-stop representational responsibility to the organisations they work for and with.

96. The European Consensus on Humanitarian Aid makes mention of the “speed and quality” of aid delivery and refers to international standards in that context. The 1994 Code of Conduct for the International Red Cross is cited but the issue of SEA is not explicitly raised or commented upon as an aspect of accountability. However, the commitment is made that “humanitarian action should follow a set of internationally recognised standards and principles.” The FPA (Framework Partnership Agreement with Humanitarian Organisations) is more explicit and states that “Decisive

and robust prevention of abuses committed by humanitarians must also be a constant effort.”¹⁵¹ There is room for a stronger statement with explicit reference to potential abuses and lines of accountability. In many organisations working on humanitarian assistance, staff now signs up to such Codes of Conduct. Many DG ECHO partners have their own internal Code of Conduct binding on all staff, though local enforcement was highlighted by some as problematic. A number of NGO sample codes were encountered during this review. Some views were expressed to the consultants by DG ECHO partners that more robust and explicit mention of Codes of Conduct should be included in the draft humanitarian protection guidelines as well as funding agreements with partners.

Box 17: Main Findings on Codes of Conduct

- Many of DG ECHO partners have their own internal Code of Conduct binding on all staff.
- Donor grant agreements and funding guidelines are including stronger references on accountability in relation to sexual exploitation and abuse in humanitarian assistance with specifications on Codes of Conduct.
- There is scope for DG ECHO to adopt a stronger statement on SEA with explicit reference to potential abuses and lines of accountability for DG ECHO Staff and Partners.

PART FIVE: RECOMMENDATIONS

9. Recommendations

This review provides a basis for the Policy Unit under the guidance of Senior Management in DG ECHO to lead fuller consultations *within* DG ECHO and *with* partners on the gender dimension of humanitarian assistance in: (1) advocating the case for why a gender policy and associated capacity building and development of tools help to make humanitarian aid more responsive, relevant and effective (2) mapping more systematically where and how DG ECHO is engaging gender analysis and considerations in developing programmes, assessing needs and measuring impact (3) engaging with DG ECHO staff and partners for applied, operational and relevant support, tools, and learning in taking forward better practice in gender and humanitarian aid (4) developing a more systematic engagement with the development of actions to prevent and respond to the particular challenges of sexual and gender based violence. The following recommendations arising from the review address these areas.

9.1 Elaborating Policy/Strategy and Actions

1. To ensure coherence with policies of the Commission and Member States, DG ECHO needs to achieve full engagement with issues of gender in humanitarian assistance, drawing where appropriate on lessons learned from the work of other actors, and bringing its partners on board in a shared plan of work.

2. Following a stock taking exercise with partners and DG ECHO staff, DG ECHO should make a statement on how gender issues are being addressed within its work, and intended lines for strengthening it in the form of a plan of work. This would be in line with wider donor practice and reflect the themes and direction of many DG ECHO partners in the field. The review shows that other institutions have found a formal statement or a policy document important for cementing commitment and bringing the necessary political will to engage with gender.
3. DG ECHO's plan of work on gender should be concrete, practicable and well-focused on the objective of fulfilling its mandate. Past experience has also shown that open commitments, or overly ambitious plans for gender mainstreaming have yielded few concrete results. It is better to have focused objectives and to be realistic about areas in which some progress can be made. Bearing in mind the range of DG ECHO's mandate covering emergency response, rehabilitation and disaster preparedness, some issues that might be given priority in a plan of action for gender work are: (a) Building partnerships with both male and female beneficiaries in the management of humanitarian assistance; (b) Making sure that assistance is appropriate and optimally targeted bearing in mind the different roles of men and women in maintaining the household in emergencies; (c) Identifying vulnerable groups and situations that create vulnerability; (d) The use of humanitarian assistance in creating safer environments and responding to the different protection needs of women, men, boys and girls; (e) Optimizing the different contributions of women and men to recovery and disaster preparedness; (f) Preventing and responding to gender based violence; (g) Providing training and support to gender-sensitive analysis of context and identification of projects.
4. DG ECHO could make use of the Consensus Action Plan mid-term review to discuss with EU Member States how to reinforce the gender dimension of humanitarian aid at a practical level across the EU. This would enable DG ECHO to consult and consider further identifying practical steps/ actions for integrating gender considerations more fully into the existing advocacy, training, planning, and capacity building components of the Consensus Action Plan. Annex F gives annotated examples in this regard.
5. UN Security Council Resolutions 1325 and 1820 have spurred initiatives that could have far reaching effects on the vulnerability and protection of women in war and strengthen possibilities for women to play a more equal role with men in planning for adversity and contributing to recovery. In the longer term, these initiatives could help to enhance the position of women as partners in humanitarian assistance, and improve the focusing of assistance. It is important that DG ECHO continue and strengthen its engagement with the implementation of the current initiative being taken through the EU Comprehensive Approach on 1325 and 1820, particularly in addressing the humanitarian aspects of sexual violence in war, greater participation of women, and focusing of assistance in specific contexts.

9.2 Creating an Enabling Institutional Environment for the Gender Dimension

6. Most institutions have not found it easy to implement gender policies and plans, and DG ECHO should reflect on the lessons learned. DG ECHO has the strong commitment of many partners to gender issues and their openness to measures that will be supportive of this kind of work. Nevertheless, DG ECHO should note the lesson learned in this Review of the need for leadership on the gender dimension and ensuring that ultimate responsibility is held at a senior level within organization, and that a coherent management structure exists with other levels of

responsibilities also defined. Some organizations have found it helpful to put in place a formal monitoring system and to ensure accountability through indicators.

7. The Gender portfolio in the Policy Unit should be staffed by at least one full time official whose core function is to work with DG ECHO Management, Field Offices and partners in taking forward the gender dimension as well as supporting EU coherence. Given human resource constraints, consideration should also be given to setting up a gender focal point system to share and disseminate information and to coordinate gender training and learning events in different offices including senior level men and women appointed as champions for the work in this area. Given the emphasis on strengthening the gender dimension in needs assessment, context analysis, and programming, the Regional Support Offices would be a critical part of the gender focal point system, with male and female experts leading engagement on the front-line delivery of humanitarian aid.
8. The review found that for some institutions gender balance is part of an overall gender policy with a view to supporting a consistent mainstreaming strategy linked to accountability and results. The potential impact of gender balance on programme reach and effectiveness is another rationale for considering gender balance. For example, the case for mixed teams is made strongly by ICRC in terms of increased capacity to engage in depth with gender issues. Gender balance on its own is not a sufficient factor for improved impact, as gender-sensitivity requires training and support to all staff, male and female, to address the gender dimensions of humanitarian interventions. However, taking these findings into account alongside the current staffing profile of DG ECHO, it seems timely for DG ECHO to give some thought to the gender balance among its own staff. DG ECHO has an open recruitment policy. A number of present and former DG ECHO staff nevertheless expressed the view that DG ECHO field posts were not well advertised and few people knew where to find information about vacancies. DG ECHO might consider using the more regular Internet sites such as Relief Web and other strategies to broaden the pool of potential applicants. The view was also expressed that more thought ought to be given to offering terms of service that would attract women applicants.
9. Given existing international good practice and learning over the past decade, DG ECHO should consider developing and adopting a clear Code of Conduct in humanitarian assistance drawing from existing international principles and actions for its own staff as well as partners, which would send a strong signal of seriousness in addressing Sexual Exploitation and Abuse related to humanitarian action and pursuing accountability at all levels.

9.3 Preventing and Responding to Sexual and Gender Based Violence

10. The Humanitarian Consensus requires that protection strategies against *sexual and gender based violence* should be incorporated in all aspects of humanitarian assistance. There is growing recognition that humanitarian assistance can contribute to environments that protect people from SGBV. A number of DG ECHO partners are tightly engaged with this problem, and there are guidelines for addressing it. Creation of a safer environment requires, however, some level of coordination with other actors including security personnel and peacekeepers. This is often weak. DG ECHO needs to consider how to engage with this coordination challenge (including in the context of EU operations) in specific situations such as Eastern Congo.

11. DG ECHO's involvement with SGBV is largely limited to contexts where rape is used as an instrument of war. Much of the emphasis of DG ECHO's work has been to mainstream care of survivors into improved services for reproductive health. Such mainstreaming ensures that improved health care becomes available for a broader range of survivors than just those who are victims of rape, and there are knock on effects. In order to have a coherent position of SGBV DG ECHO nevertheless needs to decide what kinds of gender based violence it should engage with in an emergency, and why. A specific focus on rape in war can be justified in terms of IHL, which is stated in the recently completed paper by DG ECHO on *Humanitarian Protection: DG ECHO's Funding Guidelines* as being the basis of all humanitarian action.¹⁵² Nevertheless, there are other forms of emergency related violence like rape within the civilian population, forced prostitution, trafficking, and harmful traditional practices that create important needs for women and require much more careful detection methods.¹⁵³ Based on the new guidelines, DG ECHO could usefully elaborate more specifically on situations of SGBV and the specific forms of SGBV that will be considered for humanitarian response, taking account of the commitment in the Humanitarian Consensus that "*protection strategies against sexual and gender based violence must be incorporated in all aspects of humanitarian assistance.*"
12. A major emphasis of DG ECHO's work with SGBV survivors focuses on the public health issue and the prevention of HIV. This priority seems to have been set by health authorities, and the poor take up of prophylactic treatment leaves some doubt that survivors have the same priorities. While the public health issue is undeniably important, DG ECHO needs to decide what the balance should be between addressing this issue, and other felt needs of beneficiaries, such as social and family rejection, continued risk of further attack, economic challenges of reintegration, and psycho-social effects.
13. DG ECHO also needs a clear position on when and how to exit from an involvement with SGBV in an emergency. Again the concerns with addressing a serious public health risk and the concern with protecting victims of human rights abuses can lead to different decisions. If DG ECHO's purpose is to strengthen health services so they can address a problem of public health, the point of withdrawal should be when services are able to perform the task without help. If the concern is with the wider range of protection needs of victims, DG ECHO needs to consider a broader range of community and public initiatives and make sure that their momentum is not lost in the process of transition.

9.4 Capacity Building for the Gender Dimension

14. To secure good buy-in to an institutional programme for addressing gender, DG ECHO needs to provide training for its own staff. Training needs to draw not just on the content of this review, but on a number of the documents cited. It also needs to be firmly rooted in realities of the field, and staff from a number of partner projects might be invited to present their approaches to addressing gender issues. Training should provide an opportunity for the active involvement of DG ECHO staff in determining priorities for a programme of action. In addition to a training workshop for staff at headquarters in Brussels, DG ECHO should consider organizing separate regional workshops for field staff so that the evolving plan is grounded in different regional experiences.

15. DG ECHO's capacity building decision is an instrument that could be used for enhancing gender work beyond the confines of DG ECHO's own network of partners. Key thematic areas of the current decision, (improving food security and livelihoods, strengthening disaster preparedness, and protection) are all ones where achieving greater responsiveness to gender issues could help to improve the effectiveness of humanitarian assistance. The focus on capacity building at local level is also to be welcomed because it allows for greater participation and sense of ownership of knowledge building by humanitarian actors on the ground. Under the present decision, initiatives could be taken to enhance the work of a particular cluster membership, or of a lead UN agency and its partners. Both should be encouraged. Research and training activities that lead to agreements between UN agencies and a large number of partners on more gender-sensitive operating procedures could have quite wide impact on the quality of humanitarian assistance. The possibility for ensuring good work at cluster level may be constrained in some contexts by poor buy-in to the cluster system. Nevertheless, projects that link training activities to the participatory planning process that precedes decisions about the allocation of pooled funds could achieve success. A participative training exercise might for example be helpful in establishing agreement of cluster members on a set of principles for determining how funds should be allocated between male-centered livelihood activities and female-centred ones. Gender does not figure explicitly as a theme in the current capacity building decision, and DG ECHO might consider including it as such in the future.
16. The capacity building decision also makes provision for initiatives to strengthen needs analysis, and to sharpen assessment tools. Here too, DG ECHO should encourage attention to gender. The review carried out by the SADD project on the usefulness of gender disaggregated data highlights the lack of clarity over the kinds of information required to engage more effectively with gender issues, and DG ECHO should encourage project activities that come to grips with this. Effective gender responses also require good understanding of vulnerability. The European Consensus stresses the importance of a focus on vulnerability, and DG ECHO should encourage the development of assessment tools that assist the rapid identification of vulnerable groups.

9.5 Improved Programming

- 15 While humanitarian action is about responding to basic needs, humanitarian actors should not ignore other human rights abuses that come from gender prejudice. Domestic violence and denying girls access to education are examples of human rights abuses that are commonplace in many contexts, and there is some kind of imperative for addressing them even if they are not emergency related. Partners should be encouraged to seek out opportunities to sensitize beneficiary communities on gender based violence and other gender related rights abuses in the same way that they are encouraged to transmit messages on HIV/AIDS.¹⁵⁴ DG ECHO's HIV/AIDS guidelines highlight the need for focus on the vulnerability of women and some groups of children. An integrated approach should be adopted wherever appropriate addressing both HIV and the gender-related human rights issues that are associated with its transmission. DG ECHO's policy on children in emergencies is another instrument for addressing gender-related rights issues. Partners should be encouraged to monitor if girls and boys have equal access to emergency education programmes, and that psychosocial activities for children in conflict areas address issues of gender based violence.
17. There is scope for DG ECHO to strengthening engagement with gender both at project level and at programme level. Evaluations of gender policies have highlighted importance of

synergies here for ensuring policy roll out. A priority objective for DG ECHO should be the production of a simple checklist or other tool that could be used by staff when making country assessments and drafting decisions. Some examples of information that would seem important to gather at this stage are the existence of particularly vulnerable groups, protection risks for men and women, possibilities for creating safe environments, different protection-seeking behaviour of men, women, boys and girls, and, ways of using assistance to increase safety. Such information would help with the identification of elements that should be mainstreamed in projects as well as with the need for some designated projects to deal with specific problems such as those of vulnerability. DG ECHO, based on consultations and training, could consider developing Programming Notes on Gender and Humanitarian Aid that would be developed and tested with Desk Officers and Technical Assistants. These Notes could address a range of gender-related themes and set out the policy context, programmatic rationale and guide questions to be considered at different points in the DG ECHO project cycle.

18. Field visits have shown that many DG ECHO projects are already engaged with gender issues. DG ECHO should aim to strengthen this further and ensure all partners are brought on board by enhancing knowledge sharing, by making partners more answerable for gender-related needs as identified by decision documents, and by guidance from DG ECHO staff. Results of gender policy evaluations highlight how a range of such measures can contribute to improved performance. It is important, at the same time, to remember that projects are often co-funded, that some partners have their own gender policies, and that there is need to ensure that partners are not subject to conflicting requirements. In some circumstances where gender issues are difficult to engage with, DG ECHO might consider funding projects with a specific gender enhancing capacity. Such a facility might for example be used to reach a better understanding of health care needs of men where they are frequent carriers of transmissible diseases but do not attend clinics; or to establish the real contributions of men and women to household economies. In practice this would mean providing funds for a gender expert to be attached to a project.
19. To facilitate monitoring of what partners do on gender issues and ensure better stocktaking, it is important for DG ECHO to improve information collected on the single form. Partners have the opportunity to comment on gender issues under the heading of Cross-cutting Issues but they are given no guidance on what information to provide. A few simple points are needed in the guidance notes asking for information on vulnerable groups, on gender related challenges, and on strategies to be tried in addressing problems. Longer-term consideration should be given to the usefulness and relevance of the gender-related information being generated by the Single Form and to consider whether specific questions or indicators need to be developed.

9.6 Strengthening the Knowledge Base

20. The lack of reliable and interpretable data on the incidence and nature of SGBV is a serious impediment to good decision-making about the time to intervene and the time to withdraw. DG ECHO should make the improvement of data collection a priority theme within its capacity building programme for needs analysis. There is a need for clear leadership internationally to create incentives for collaboration, coherence, cost sharing and information sharing to build a shared system of data and analysis. DG ECHO is well placed as a leading donor of humanitarian aid to encourage and support standard setting and shared practices in the strengthening of data to improve humanitarian responses, particularly in the area of SGBV.

21. There is a collective need within the humanitarian aid community for a major effort in knowledge building on the gender dimension. Current guidelines are based largely on common sense principles backed up in a few cases by examples of successful application. Successful intervention depends on careful contextual analysis, and experimentation with what has worked elsewhere. While there are some standard practices (in for example food distribution), there is need for more systematic impact analysis to establish whether they are best practices. DG ECHO is in a unique position to encourage and contribute to knowledge building because of its position as a leading international donor, the sectoral diversity of its work, its geographical coverage, its engagement across all phases of emergency, and its close working relationship with partners. It might consider supporting knowledge building workshops that draw on the experience of partners, or it might consider putting in place a specific knowledge-building project leading to a number of carefully crafted information outputs. There are risks in aiming at too high a level of generality at an early stage in knowledge building; useful information is more likely to come out of in-depth studies of work carried out in a particular type of emergency in a particular region or country, or even on one particular emergency. Approaches to knowledge building need to bear in mind that gender issues often have to be addressed with multi-sectoral strategies. The review shows how this is necessary for creating safe environments and for responding to gender based violence.

ANNEXES

ANNEX A: KEY TERMS RELATED TO GENDER

IASC Definitions

Gender refers to the social differences between males and females that are learned, and though deeply rooted in every culture, are changeable over time, and have wide variations both within and between cultures. “Gender” determines the roles, responsibilities, opportunities, privileges, expectations, and limitations for males and for females in any culture.

Gender equality or equality between women and men refers to the equal enjoyment by females and males of all ages and regardless of sexual orientation of rights, socially valued goods, opportunities, resources and rewards. Equality does not mean that women and men are the same but that their enjoyment of rights, opportunities and life chances are not governed or limited by whether they were born female or male. Protecting human rights and promoting gender equality must be seen as central to the humanitarian community’s responsibility to protect and provide assistance to those affected by emergencies. (IASC 2006)

Empowerment implies a shift in the power relations that cause a particular social group to suffer low social status or systematic injustice. It also implies that the subordinated party has the resources and agency to claim rights and change oppressive circumstances. “Empowerment” is not something that can be given or delivered like emergency food supplies or shelter. It implies a social change strategy that involves the group in question. For example, in the case of women who have been disempowered through the uneven distribution of resources and rights between the sexes, the empowerment might involve efforts directed towards self-reliance and control over resources. For humanitarian actors who are often involved in urgent short-term interventions, it is challenging to conceive of how to contribute to the long-term process of empowerment. However, there are many short-term interventions that can promote empowerment in the long term, and it is helpful to distinguish between the practical and strategic needs of women and girls to see how this is so.

Gender balance is a human resource issue — referring to the number of women versus men employed by agencies (international and national staff) and in programmes that such agencies initiate or support [...] Achieving balance in the numbers of women and men does not mean that people (women or men) are necessarily aware of the gender implications of their programmes and policies. In other words, simply having more women present in the room does not necessarily lead to more gender-sensitive programming, nor does it imply that all men are insensitive to gender issues.

Sexual exploitation and abuse (SEA) are forms of gender-based violence that have been widely reported in humanitarian situations. While SEA can be perpetuated by anyone, the term SEA has been used in reference to sexual exploitation and abuse perpetrated by personnel of international organizations, including both civilian staff and uniformed peacekeeping personnel.

Gender-based Violence is an umbrella term for any harmful act that is perpetrated against a person’s will, and that is based on socially ascribed (gender) differences between males and females. Acts of GBV violate a number of universal human rights protected by international instruments and conventions.[...] Around the world, GBV has a greater impact on women and girls than on men and boys. The term “gender-based violence” is often used interchangeably with the term “violence against women.” The term “gender-based violence” highlights the gender dimension of these types of acts; in

other words, the relationship between females' subordinate status in society and their increased vulnerability to violence. It is important to note, however, that men and boys may also be victims of gender-based violence, especially sexual violence. The nature and extent of specific types of GBV vary across cultures, countries, and regions.

Examples include:

- Sexual violence, including sexual exploitation/abuse and forced prostitution
- Domestic violence
- Trafficking
- Forced/early marriage
- Harmful traditional practices such as female genital mutilation, honour killings, widow inheritance, and others

Taken from: chapter on “The Basics on Gender in Emergencies”, IASC (2006) *Women, Boys, Girls and Men, Different Needs – Equal Opportunities: Gender Handbook in Humanitarian Action*; http://www.humanitarianinfo.org/iasc/pageloader.aspx?page=content-subsidi-tf_gender-default&mainbodyid=&publish=; and IASC 2005 IASC (2005) *Guidelines for Gender-Based Violence Interventions in Humanitarian Settings*; http://www.humanitarianinfo.org/iasc/pageloader.aspx?page=content-subsidi-tf_gender-gbv;

EU-based definitions

“Gender refers to the socially constructed differences, as opposed to the biological ones, between women and men; this means differences that have been learned, are changeable over time, have wide variations both within and between cultures.” (One Hundred Words for Equality: A glossary of terms on equality between women and men (DG Employment and social Affairs, 1998).

The Council of Europe defines “*gender mainstreaming* [as] the (re)organisation, improvement, development and evaluation of policy processes, so that a gender equality perspective is incorporated in all policies at all levels and at all stages, by the actors normally involved in policy-making. Gender mainstreaming cannot replace specific policies which aim to redress situations resulting from gender inequality. Specific gender equality policies and gender mainstreaming are dual and complementary strategies and must go hand in hand to reach the goal of gender equality.” (http://www.coe.int/T/E/Human_Rights/Equality/02._Gender_mainstreaming/)

ECOSOC (UN) Definition of Gender Mainstreaming

“the process of assessing the implications for women and men of any planned action, including legislation, policies and programmes, in all areas and at all levels, as a strategy for making women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring, and evaluation of policies and programmes in all political, economic and social spheres.” ECOSOC 1997/2; <http://www.un.org/womenwatch/daw/csw/GMS.PDF>

ANNEX B: TERMS OF REFERENCE



EUROPEAN COMMISSION
DIRECTORATE-GENERAL FOR HUMANITARIAN AID – ECHO

ECHO 01 – Evaluation Sector

Annex B: ECHO Gender Review Part 1 : Official Terms of Reference

TERMS OF REFERENCE

**FOR THE REVIEW OF GENDER ISSUES INCLUDING STRATEGIES AGAINST GENDER-BASED
AND SEXUAL VIOLENCE IN HUMANITARIAN INTERVENTIONS**

CONTRACT N°: ECHO/ADM/BUD/2008/012xx

NAME OF CONSULTANT(S):

FIRM:

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Mandate and legal basis

1. Article 7, Article 18 of [Regulation \(EC\) 1257/96](#) concerning humanitarian aid and Article 27 of the [Council Regulation \(EC, Euratom\) 1605/2002](#) laying down the rules for the establishment and implementation of the general budget of the European Communities provide for regular evaluations (please see text in Annex of the Terms of Reference).

Introduction

2. Gender is the cultural specific set of characteristics that identifies the social behaviour of women and men and the relationship between them. Gender refers to the way this relationship is socially constructed. Because it is a relational term, gender must include women and men. Like the concepts of class, race and ethnicity, gender is an analytical tool for understanding social processes.

3. Gender equality in humanitarian aid means that the different roles, behaviours and needs of women and men are equally considered, valued and favoured at all levels and at all stages when developing policies, strategies and interventions.

4. Gender based violence is a violence that is directed at a person on the basis of gender or sex. It includes acts that inflict physical, mental or sexual harm or suffering, threat of such acts, coercion and other deprivations of liberty. Sexual violence, including exploitation and abuse, refers to any act, attempt or threat of a sexual nature that results, or is likely to result, in physical, psychological and emotional harm.

5. The European Union has a long-standing commitment to promote gender equality and women's empowerment within its institutions and programmes. In accordance with its mandate, which states that "*humanitarian aid shall comprise assistance, relief and protection operations on a **non-discriminatory** basis to help people in third countries, particularly **the most vulnerable among them***"¹, and may be used to "*public awareness and information campaigns aimed at increasing understanding of humanitarian issues*"² the Directorate General for Humanitarian Aid (DG ECHO) supports advocacy activities as well as targeted humanitarian aid to address the special needs of women, girls and boys, children and the elderly. This also includes activities against sexual and gender-based violence.

6. Under these Terms of Reference, DG ECHO intends to obtain a review of actions and approaches towards gender issues in international humanitarian aid and community's aid, including strategies against gender-based and sexual violence, and from this process to generate the following deliverable: a Review Paper.

¹ Art 1, Council Regulation N° 1257/96 of 20 June 1996

² Art 4, *ibid*

Justification and timing of the review

7. Crisis situations have a differentiated impact on women and men and exacerbate gender inequalities. A gender analysis enables to better assess women's and men's needs, vulnerabilities, capacities and coping strategies. It can significantly increase the relevance, effectiveness and impact of humanitarian aid and ensure that the most vulnerable are not further marginalised or put in danger by humanitarian interventions.

8. The development of capacities is required to ensuring a systematic gender-sensitive approach in programmes, policies, actions and training activities.

9. The development of means for relevant quality assurance and support, such as checklists for programme appraisal, systematic monitoring and evaluation of the gender impact of relief programmes is needed in order to ensure an appropriate approach to gender issues in humanitarian aid.

10. In emergency settings, sexual violence may translate into sexual exploitation and abuses perpetrated by humanitarian aid workers. Art 3.1.a of DG ECHO's Framework Partnership Agreement states that "*Parties will support and adhere to voluntary codes of good practices or charters*". DG ECHO plans to create and maintain an environment which prevents from sexual exploitation and abuses.

11. The European Consensus on Humanitarian Aid³ adopted in December 2007 highlights the importance of bringing a gender perspective more directly into humanitarian assistance. It commits to systematically taking into account gender considerations and women's specific needs and to incorporating protection strategies against sexual and gender based violence in EC humanitarian assistance. It also recognises that the active participation of women in humanitarian aid is essential, and shall be promoted⁴. In accordance with these commitments, the Action Plan for the implementation of the Consensus⁵ foresees a review of existing tools and an overview of protection strategies against sexual and gender- based violence in humanitarian aid. In line with the Consensus Action Plan and with DG ECHO Annual Strategy for 2008, this review will feed the reflection on this theme.

Purpose, objective and scope

Purpose and objectives

12. The purpose of this exercise is to have an independent, structured review of gender issues through past and current approaches, including strategies against gender-based and sexual violence in international humanitarian aid.

13. The specific objectives of the exercise are to assess:

- the **pertinence and coherence** of past and current methods to integrating gender into EC and international humanitarian relief operations, with a specific focus on methods supported by donors who have a significant experience in dealing with gender issues;

³ European Consensus on Humanitarian Aid, OJ 2008/C 25/01

⁴ Ibid, 2.5 Gender dimension in humanitarian aid, § 23-24 and 39

⁵ SEC (2008) 1991 of 29 May 2008

- the **appropriateness, effectiveness and efficiency** of gender mainstreamed components in different sectors and at different stages in the relief cycle and identification of what could be done to improve them;
- the **complementarity and synergy** of actions supported by DG ECHO, in particular in the framework of Thematic Funding, towards actions of other stakeholders taking into account DG ECHO's mandate and particular role;
- the positive and negative **impact** of policies, advocacy activities and mainstreamed components;
- **how** other donors' **previous actions and lessons learnt** can **translate into tools and guidelines** for DG ECHO staff and partners that would contribute to improving the integration of a gender perspective in all aspects of Community's humanitarian aid and increasing the efficiency of strategies against gender-based and sexual violence.

14. The review should include assessments of the added value of the gender components in different sectors. It should take into consideration how the mainstreamed components were formulated and integrated in DG ECHO's decisions, how partners responded and included gender aspects in their proposals, the extent to which this was encouraged by consultations with partners and the success of implementation of these components.

15. The review should also contain an analysis and identification of best practices and lessons learnt that can assist DG ECHO in improving the integration of gender issues – including strategies against gender-based and sexual violence and creating an environment which prevents sexual exploitation and abuses. The consultants will present conclusions and recommendations on these issues to DG ECHO and other actors involved in the relief operations.

16. The review should also evaluate the feasibility of developing a formal role for DG ECHO staff in terms of advocacy and broader coordination efforts with a view to increase advocacy towards gender equality and against gender-based and sexual violence.

17. The expected outputs will be both advisory and operational.

18. The key users of the review include inter alia DG ECHO staff at HQ, regional and field level, the implementing partners, other stakeholders with an interest in the review findings and other humanitarian donors and agencies.

19. The main objective of this work is to have an independent structured review of gender issues and strategies against sexual and gender-based violence in international humanitarian interventions in line with DG ECHO legal basis (Regulation 1257/96). In accordance with OECD/DAC evaluation criteria, whenever feasible/applicable to the specific humanitarian situation, the review will analyze the **relevance/appropriateness, connectedness, coherence, coverage, efficiency, effectiveness and impact** of this action⁶. The review should also refer to the Maastricht Treaty's criteria (3Cs - **complementarity, coordination and coherence**) and the objective of LRRD (Linking Relief,

⁶ For further explanation of these evaluative criteria consultants are advised to refer to the ALNAP guide "Evaluating humanitarian action using the OECD-DAC Criteria. An ALNAP guide for humanitarian agencies", ODI, 2006. Consultants should also refer to the "Evaluation of humanitarian aid by and for NGOs. A guide with ideas to consider when designing your own evaluation activities", Prolog Consult, 2007 (http://ec.europa.eu/echo/evaluation/thematic_en.htm#eval_guide).

Rehabilitation and Development)⁷. Specifically relevant criteria for this review shall be identified at the briefing phase in Brussels.

Tasks to be accomplished

20. The consultants shall submit **one report** and accomplish the following tasks as a basis for this report:

- A desk study of most relevant research papers, reports, evaluation and lessons learnt papers, bearing in mind DG ECHO's mandate. Consultants will carry out a comparative analysis of the conclusions and recommendations drawn in those publications;
- An analysis of the different approaches towards gender issues and strategies against gender-based and sexual violence, and responses delivered by key DG ECHO partners and other donors.
- Interviews of DG ECHO staff (both at headquarters and in the field), other donors, UN agencies, humanitarian organisations and beneficiaries;
- Field visits to evaluate relevant projects, funded by DG ECHO or other donors (ideally with a global coverage: Latin America, Africa and Asia). Visits of Member States headquarters (such as Berlin and Stockholm) and UN bodies in Geneva (whenever possible teleconferencing is recommended).
- A draft inventory of what type of components would be relevant in responses to particular hazards.
- A list of best practices and lessons learnt.

Methodology, outputs and schedule

Briefing in Brussels and documentation study

21. The **briefing** will take place at DG ECHO headquarters with the relevant DG ECHO staff during which further documents available for the mission and necessary clarifications will be provided by the requesting service and other services of the Commission. The consultants will carry out a documentation study to examine and analyse available documents to allow careful planning of the activities/visits to be undertaken in the field (the documentation study is considered to be an on-going effort throughout the exercise and should start before the briefing, i.e. upon signature of the contract).

22. The briefing will deal with the finalisation of the itinerary and schedule, the planning of the report and the consolidation of the Terms of Reference (that shall be considered indicative throughout the exercise, i.e. whenever necessary the consulting firm shall endeavour to accommodate DG ECHO's requests that may arise during the mission such as travel adjustments, etc.)

23. At the end (on the last day) of the briefing phase an **inception note of maximum 2 pages** based on the briefing, reviews and interviews conducted will be produced. This inception note should

⁷ A communication from the European Commission to the European Council and European Parliament on LRRD policy can be found at: http://ec.europa.eu/development/icenter/repository/COM_LRRD_en.pdf

demonstrate the consultants' clear understanding of the Terms of Reference and of the deliverables required and contain detailed proposals in terms of work processes, as well as a clear description of the scope and methodology of the review. The inception note must be submitted by the consultants to DG ECHO Evaluation Sector and shall be formally approved by the Evaluation Sector.

Field phase

24. Following the formal approval of the inception note, the consultants shall undertake **field visits** to evaluate relevant projects and to discuss with relevant stakeholders. The list of projects to be visited will be established jointly by DG ECHO Evaluation Sector, the responsible desk and the consultants. The consultants must work in co-operation with the relevant EU Delegation(s), DG ECHO experts, DG ECHO partners, local authorities, international organisations and other donors. Consultants can split for the field visits if /whenever appropriate/useful. The consulting firm can propose countries for the field visits, keeping in mind the need to visit at least two DG ECHO's Regional Support Offices, three European capitals and to carry out sample field projects missions.

25. Whenever useful, the consultants may contact relevant stakeholders by teleconference.

26. If, during the field phase, any significant change from the agreed methodology or scheduled work plan is considered necessary, this should be explained to and agreed with DG ECHO Evaluation Sector, in consultation with the responsible desk.

27. At the end of each field trip the team leader should ensure that a **summary record ('aide mémoire') of maximum 5 pages** is drawn up and transmitted to DG ECHO Evaluation Sector. It should cover the main findings, conclusions and preliminary recommendations of the mission.

28. **Final workshops in the field**, with the participation of the EU Delegation, DG ECHO representatives and partners, shall be organised before leaving the Regional Support Offices to promote dialogue, mutual learning and build capacity of DG ECHO's partners.

Report drafting phase and debriefing in Brussels

29. The consultants are required to submit **one report**: a paper that reviews the past and present approach to gender in humanitarian assistance. The experts are required to consider current best practice and guidelines for pertinence and use by DG ECHO. The review may propose changes to DG ECHO's current approach but these must be justified and underpinned with solid arguments.

30. A **debriefing** will be organised in Brussels after the submission of **the draft report**. The consultants shall make a PowerPoint presentation to DG ECHO staff of main findings, conclusions and recommendations of the review. The starting date for the debriefing will be decided by DG ECHO Evaluation Sector in agreement with the consulting firm and the relevant desk.

31. Prior to the debriefing, DG ECHO Evaluation Sector will have provided consolidated written comments on the first draft report to the consultants within 10 calendar days from the receipt of the draft report.

32. On the basis of the results of the debriefing and taking into due account the comments received before and during the meeting, a **draft final report (maximum 30 pages)** will be submitted to DG ECHO Evaluation Sector not later than 10 calendar days after the debriefing. DG ECHO Evaluation Sector should mark its agreement within 10 calendar days or request further amendments.

33. On the basis of the comments made by the DG ECHO, the consultants shall make appropriate amendments and submit the **final report (maximum 30 pages)** within 10 calendar days. If consultants reject any of the comments they shall explain and substantiate the reasons why they do so in writing.

34. The review will result in the drawing up of **one report with annexes**. The report shall strictly reflect the structure outlined in the Annex of the Terms of Reference under point 5.

35. While correcting the report and its annexes, the consultants will always highlight changes (using track changes) and modifications introduced as resulting from the debriefing and the comments received from DG ECHO Evaluation Sector.

Dissemination and follow-up

36. The report is an extremely important working tool for DG ECHO. The final report is the primary output of the consultants and once finalised the **executive summary and/or the entire final report** will be placed in the public domain on the Internet. The report is to promote accountability and learning. Its use is intended for DG ECHO's operational and policy personnel, Humanitarian beneficiaries, EU Member States and citizens, other donors and humanitarian actors. Whenever applicable, the executive summary and/or the final report shall be translated into relevant languages for dissemination purposes.

37. Following the approval of the final report, DG ECHO Evaluation Sector will proceed to the dissemination of the results (conclusions and recommendations) of the review. Therefore, whenever applicable the consultants shall provide a dissemination plan.

Management and supervision

38. DG ECHO Evaluation Sector bears the responsibility for the management and the monitoring of the review, in consultation with the responsible desk. DG ECHO Evaluation Sector, and in particular the internal manager assigned to the review, should therefore always be kept informed and consulted by the consultants and copied on all correspondence with other DG ECHO staff.

39. DG ECHO Evaluation manager is the contact person for the consulting team and shall assist the team during their mission in tasks such as providing documents and facilitating contacts. The travel and accommodation arrangements, the organisation of meetings and facilitating the delivery of visas remain the sole responsibility of the consulting company.

Team

40. The review will be carried out by **a team of 2 experts** (this is an indicative number) with experience both in the humanitarian field and in the evaluation of humanitarian aid. These experts must agree to work in high-risk areas. Solid experience in relevant fields of work and in the geographic areas where the review takes place is also required. It is therefore recommended that the team should be supported by national or locally based consultants whenever possible.

41. Proficiency in English and knowledge of French and Spanish by at least one member of the team is recommended.

42. The consultants' profiles should include:

1. Solid experience both in the humanitarian field and in the evaluation of humanitarian aid
2. Knowledge and experience in gender in particular as applied to and/or integrated in humanitarian aid operations.
43. Guidelines for the consultants are provided in point 4 of the annex of the Terms of Reference.

Timetable

44. The tasks under this review will be undertaken in a period of working days that will be proposed by the consulting firm, ending no later than 15th February 2009 with the acceptance of the final report.
45. The review starts at the actual signature of the contract and by no means may any expense occur before it. The largest part of relevant documents will be provided after the signature of the contract and before the briefing phase (or at the latest at the briefing phase itself).
46. The following is an indicative schedule:

Dates	Review Phases & Stages	Meetings	Notes & Reports
July 2008	Call for Tender		
End of September 2008	Starting Stage (signature of contract)		
Mid/end October 2008	Documentation Phase	Briefing	Inception note
November-December 2008	Field Phase	Workshops	'Aide mémoire'
January 2009	Report writing phase	Debriefing	Draft review report
			Draft final review paper
			Final review paper
February/March 2009	Dissemination		

**Annex B: ECHO Gender Review
Part 2: Inception Note**

**DG ECHO Gender Review
Inception Note**

1. The TOR will be taken as indicative of the broad objectives and methodology for the review, bearing in mind also more detailed agreements reached during discussions at the briefing in Brussels
2. It is agreed that
 - The project is a Review and NOT an evaluation. This means an emphasis on learning and taking stock from DG ECHO's own orientations at HQ and in the field, from projects on the ground, from INGO partners from EU Member States, international donors, the UN and Red Cross/Crescent family..
 - The purpose of the review is to provide information that will assist DG ECHO with

the formulation of a policy and operational approach to gender issues. To this end it must make a critical analysis of policies and approaches of other players and make concrete recommendations for DG ECHO.

- The review should take account of DG ECHO's unique mandate and its legal basis, focus on aspects of policy that can be implemented in emergencies and are pertinent to the delivery of humanitarian aid. Policies of donors and operational agencies focus principally on gender in development. There are few that concentrate on the context of humanitarian aid. The review will therefore need to search out the relevance of existing policies to the humanitarian aid context.
- It should embrace both the need for gender specific interventions such as those for protection and prevention from SGBV, and also a consistent gender-sensitive approach in all humanitarian aid operations so as to take account of the needs, roles, capacities and vulnerabilities of women, men, girls and boys. The review, in will address the issue of codes of conduct in so far as it arises as part of the review of policy and interviewees raise it as an example of practice. A full review of such Codes is beyond the original scope of the TOR.
- It should also consider linkages between gender sensitivity and the principles of GHD and "do no harm"
- The review should also take account of DG ECHO's need for an approach that is coherent coordinated and complementary with broader European Commission policy on gender as set out in Communications and strategies, so taking into account the Maastricht Treaty's three Cs. Attention should also be given to the need for coherence and complementarities with policies developed by Member States, while at the same time attempting to draw out the value added that can be given by DG ECHO.
- It should draw out linkages with approaches toward other issues designated by DG ECHO as cross-cutting (e.g. needs of children, HIV) and give consideration to policies that DG ECHO may have developed to address these.
- To the extent possible the review should reflect gender approaches that are relevant to different sectors of emergency work, to different types of crisis (complex emergencies and natural disasters), and specific phases of emergency,
- This is a review of policy Nevertheless, to assist DG ECHO with the development of a practical approach to gender issues, the review needs to reflect what DG ECHO and its partners are already doing and capture some lessons from their interventions. It will make a realistic appraisal of what has been found possible, emerging practices, and obstacles in implementing a gender approach..
- In making recommendations or suggestions for implementing a gender-sensitive approach more systematically in DG ECHO, the emphasis must be on feasible, practical options that can be easily and quickly taken up by different constituencies such as policy and desk officers, field experts, TAs, and implementing partners.

3. As set out in the TOR, the work will include:

- A desk study of most relevant research papers, reports, evaluation and lessons learnt papers, bearing in mind DG ECHO's mandate. Consultants will carry out a comparative analysis of the conclusions and recommendations drawn in those publications;
- An analysis of the different approaches towards gender issues and strategies against gender-based and sexual violence, and responses delivered by key DG ECHO partners and other donors.
- Interviews of DG ECHO staff (both at headquarters and in the field), other donors, UN agencies, humanitarian organisations and beneficiaries;
- Field visits to projects to study what gender issues have arisen, and the methods used to address them.
- A draft inventory of what type of components would be relevant in responses to particular hazards.
- A list of best practices and lessons learnt. (these will be commonly accepted practices within the field of humanitarian assistance, bearing in mind that the establishment of best practice requires impact studies which in many cases have yet to be carried out)

4. The purpose of consultations with donors, partners and other agencies is to discuss, policies and approaches as set out in their publications, to gain information about recent undocumented revisions, and to learn about problems of implementation and successes and failures.

5. During field visits to projects consultants will seek to collect information on how partners are addressing gender issues, any policies and guidelines that inform the approach taken by partners, methods used by the partner in making a gender analysis, and the role of personal and institutional knowledge in formulating an approach. Partner's views will also be sought on how DG ECHO might further facilitate and encourage efforts to mainstream gender. The information will be collected in open discussion with informants rather than through a

formal questionnaire. In light of discussions in Brussels we conclude that this will be the most effective method. This will give flexibility to focus discussion, and ensuring that informants provide the maximum of knowledge from their particular vantage point. The interviews will collect information on partners perceptions of gender issues, how they try to address them, and difficulties they encounter in doing this. They will also aim to establish how much the gender approach is driven by the thinking and experience of individual field workers, how much by an institutional culture, and how much by an explicit policy. The prime purpose, however, is not to evaluate how well partners implement policies formulated at HQ. It must be borne in mind that many NGO's, especially smaller ones, may not have explicit gender policies, but nevertheless show considerable gender sensitivity in their work. The field visits should provide some information on what strategies work in the field, and suggest ways for improving guidelines such as those of the IASC.

Field Missions

6. It has been agreed that field visits will be made to DG ECHO projects in India, Occupied Palestinian Territories and Liberia. Consultants will endeavour to visit projects of other donors if these seem to be especially illustrative of good practice. Consultants will attempt to visit a cross section of projects representative of sectors, types, and phases of disaster. It is proposed to visit DIPECHO activities, as the community-based approaches to disaster prevention promoted by DG ECHO is especially favourable to the participation of women. The visit to Liberia will allow some focus on issues arising in LRRD It has been agreed that the missions should include visits to the Regional Support Offices in New Delhi, and Dakar At the end of each mission, a workshop will be held with DG ECHO partners in the RSOs or another convenient venue. How to organize the workshop so as to maximize its success can only be decided after having seen what comes out of the meetings with the partners in the field and having gauged the way they best work in knowledge sharing. An aide memoire will also be produced to outline key findings and possible recommendations. It is understood that the programme of visits as proposed by DG ECHO may be subject to modification

Partner and Donor Consultations

7. In addition to DFID and SIDA, Oslo was added to the list of capitals to be visited to discuss Norway's policy and programme work on gender and humanitarian aid and to meet with the Norwegian Refugee Council. Telephone consultations will also be taken up with CIDA (Canada), Irish Aid (Dublin) and WFP (Rome) to broaden the scope of approaches and lessons learned. Using the network of gender focal points gathered at a recent EC meeting, efforts will be made to map out more systematically in the desk-based study phase what EUMS policies and priorities are in relation to gender and humanitarian aid. The Geneva mission will seek to include meetings with IASC Secretariat, WHO, OCHA, UNICEF, UNHCR, UNAIDS, ICRC and MSF. The UK consultations will focus on DFID, Oxfam, SCF and Action Aid. A further visit by the team to Brussels was also agreed to meet inter alia with VOICE and meet again with representatives of other EC services more extensively".

Final Report

8. This will present a review of gender policies, practices and approaches of donors and organizations delivering humanitarian aid, It will discuss options for DG ECHO bearing in mind its mandate and current approach. The discussion will draw on the experience of its partners and other actors in the field to identify action that is feasible, and elements of good practice that are sensitive to culture and institutionally pragmatic. Recommendations will be discussed and justified in the light of the findings of the review process. The report will also set out some concrete options for ensuring gender issues are brought into sharper focus in needs assessment and programme development, This section will address issues such as training, capacity building, knowledge capture and learning, and the possibility of developing tools for increasing gender-sensitivity.

10 On the basis of this inception note, and in discussion with DG ECHO and Transtec, the following revised schedule is attached. Days have been re-allocated to meet the defined tasks of the review. It is envisaged that the final submission should be no more than 2 weeks beyond the original schedule and so all should be concluded by early March 2009

Eleanor O' Gorman and Ian Clifton-Everest
November 27th November, 2008

**Annex B: ECHO Gender Review
Part 3: Final Schedule of Review**

Dates	Review Phases & Stages	Meetings	Notes & Reports
July 2008	Call for Tender		
End of September 2008	Starting Stage (signature of contract)		
November	Documentation Phase	Briefing	Inception note
November-February 2008-2009	Field Phase	Workshops	'Aide mémoire'
March/ April 2009	Report writing phase	Debriefing	Draft review report
April 2009			Draft final review paper
April			Final review paper
April/ May 2009	Dissemination		

ANNEX C: OFFICIALS, EXPERTS AND ORGANISATIONS CONSULTED

BRUSSELS

DG ECHO

Edi Amicabile, Desk CAR and RDC
Anna Bergeot, Policy Officer, Gender focal point
Isabelle Combes, Head of Policy Sector
Stefan de Keersmaecker, Legal and Financial Issues
Johan Heffinck, Senior Expert, Sector Policies
Denis Heidebroek, Water and Sanitation Expert
Lise-Marie Le Quéré, Policy Officer, Disaster Risk Reduction and Disaster Preparedness
Béatrice Miegé, Desk Officer, Asia and Latin America
Maja Mikonsinska, Desk Sudan
Kim Nason, Policy Officer, Food Assistance
Gaelle Nizery, OPT Desk
Brian O' Neill, Head of Sector, Western Africa
Maria Palacios-Valdecantos, Evaluation Sector
Nicoletta Pergolizzi, Head of Evaluation Sector
Maria Rahla, Desk India
Julia Stewart-David, Policy Officer
Lâle Wiesner, Desk Liberia

DG AIDCO

Daniela Rofi, Thematic Support on Gender

DG Development

Antoinette Gosses, Policy Officer, DG Development

DG RELEX

Davide Zaru, Human Rights and Democratisation, DG Relex

Council Secretariat

Kati Leinonen, General Secretariat, DGE Human Rights Unit

Brussels Ad Hoc Working Group on Violence Against Women in Conflict

Céline Faburel, IRC
Medina Haeri & Nadine Puechguirbal, Women and War Unit, ICRC
Karin Heisecke, Programme Coordination and Liaison Specialist, UNFPA
Angelika Kartush, Programme Officer, UNIFEM
Shannon M. Meehan Director of Advocacy and Policy, IRC
Astrid Pouppez, MSI
Liz Steele, Care International
Sanne Tielemans, EPLO
Maaïke Van Min – MSI

VOICE

Kathrin Schick, Director VOICE

SWEDEN

Swedish Ministry of Foreign Affairs

Marilyn Josefsson, Policy Adviser, Department for Development Policy

Prudence Woodford-Berger, Special Adviser, Department for Development Policy

SIDA

Sofia Dohmen, Programme Officer, Department for Democracy and Social Development

(Focal point for *Action Plan for Sida's Work Against Gender-Based Violence 2008-2010*)

Barbro Wiberg, Senior Programme Officer, Division for Humanitarian Assistance

(Focal point for *Sida's Strategy for Humanitarian Assistance 2008-10*)

NORWAY

Ministry of Foreign Affairs

Frederick Arthur, Ambassador for Women's Rights and Gender Equality

Hilde Klemetsdal, Adviser, Section for Humanitarian Affairs

Norwegian Refugee Council (NRC)

Helge Brockmann, Education Adviser

Oddhild Günther, Senior Adviser, Strategic Management Support

UK

DFID

Helen Bryer, Humanitarian Institutions and Policy Team, Conflict Humanitarian and Security Department (CHASE)

Richard Haviland, Team Leader, Disaster Risk Reduction CHASE, DFID

Jack Jones, Humanitarian Programmes Manager, Conflict Humanitarian and Security Department (CHASE)

Alison Kennedy, Policy Analyst, Equity and Rights Team, Policy Division

Oxfam UK

Maria Caterina Ciampi, Gender Equity and Gender-Based Violence Lead, Oxfam Humanitarian Department

Save the Children UK

Alyson Eynon, Emergency Protection Advisor

Tina Hyder, Diversity Advisor

Kerry Smith, Humanitarian Advocacy Advisor

GENEVA

HAP (Humanitarian Accountability Partnership)

Jamie Munn, Research and Communications Manager

ICRC

Sophia Procofieff, Adviser on Gender Equality, Office of the Director General

Philippe Guinand, External Resources Division (Liaison for ECHO)

UNFPA

Maha Muna, Humanitarian Response Unit (and IASC Sub Working Group on Gender)

UNHCR

Atle Solberg, Senior Advisor IDPs, Division of International Protection Services (also focal point for IASC Protection Cluster)

UN

Gillian Holmes, Head of Secretariat, UN Action Against Sexual Violence in Conflict

UN OCHA

Jamie McGoldrick, Humanitarian Reform Support Unit

WHO

Claudia Garcia-Moreno, Coordinator, Violence Against Women, Department of Gender and Women's Health
(Co-Chair with UNFPA of IASC Sub Working Group on Gender)

FIELD VISIT: DAKAR, SENEGAL

DG ECHO Regional Office

Stéphane Quinton, Head of Office

Friedrich Mahler, Regional Expert, Food Assistance

Francisco Gonzalez, Regional Expert, Water and Sanitation,

Amparo Laiseca Garcia, Regional Expert, Health

UNHCR

Myriam Houtart, Assistant Regional Representative

Maria Aimée Mabita, Senior Regional Adviser on Women, Children and Gender

Save the Children (Sweden)

Ulla Blomquist, Senior Regional Adviser

WFP

Claude Jibidar, Deputy Regional Director

Pasqualina Di Sirio, Senior Regional Programme Adviser

UN-OCHA

Lisa Fergusson-Nicol, Regional Protection Expert

UNICEF, WCARO

Barbara Bentein, Deputy Regional Director

Sabine Himbert, Child Protection/Emergency Specialist

Joachim Theis

OXFAM UK

Caroline Nursey, Regional Director

Meeting with Protection Sector Working Group and Gender Focal points

(Convened by OCHA and UNHCR; also attending, SC (Sweden)

UNICEF, ICRC, IOM, World Vision

FIELD VISIT: LIBERIA

DG ECHO Office

Koen Henkaerts, DG ECHO Field Expert,

Head of DG ECHO Office

William Kawalawu, Senior Programme Officer

MPCHS

Sr. Barbara Britlant, Dean,

IRC

Dr. Atilio Rivera-Vasquez MD, Senior Health Coordinator
Mrs. Julia T. Lavela, National Health Coordinator
Mr. P Kerkula Bemaf, Assistant Health Coordinator

ICRC

Mr. Riccardo Conti, Head of Delegation
Ms. Jane Clarke, Cooperation Delegate

Swedish MFA

Ms. Katja Svensson, Adviser, Colloquium Project
(Ministry of Gender and Development)

Irish Aid

Ms. Grainne O' Neill, Country Representative, Liberia and Sierra Leone

UNHCR

Ms. Renata Dubini, Representative
Jason Hepps, Community Services Officer
Izatta Nagbe, Community Services Assistant

DRC

Freya Von Groote, Policy and Advocacy Adviser
James Youguoi Sr., Regional Programme Officer
Wiebke Hoeing, Project Manager, Southeastern Liberia
Deanne Samuels, Social Research Consultant, Harper

MERLIN

Claire Parker, Reproductive Health & GBV Coordinator

UNICEF

Rosanne Chorlton, Representative
Ibrahim Cissé, Head of Child Protection

MSF (Belgium)

Theresa M. Saday, Supervisor, Sexual Violence Programme

Save the Children UK

Susan Grant, Country Director

NRC/Gen Cap

Madhumita Sarkar, Project Adviser
GBV Joint Programme, Ministry of Gender and Development

ACF

Bérengrère de PENANSTER, Head of Mission

UN INSTRAW

Ancil Adrian-Paul, Ministry of Gender, Project adviser on 1325 action plan

WFP

Rosio Godomar, Country Representative
Mrs. Rita Gray-Johnson (Gender Focal Point)

NRC

Carsten Hansen, Country Director

INDIA

Meetings with agencies:

Oxfam UK
Oxfam India
Christian Aid
Trocaire
German Agro Action
Action Aid
UNDP
EU Commission Development programme

DRC

Jean-Marie Delor, ECHO DRC

Meetings with agencies:

ICRC
Merlin
IRC
PMU
Malteser
AVSI
Premier Urgence
Secours Catholique
NRC
UNICEF
WFP
UNHCR
UNOCHA
UNFPA
MONUC

PHONE INTERVIEWS

Ireland: Irish Aid

Aine Doody Irish Aid, Assistant Principal – Policy, Planning and Effectiveness Unit
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WRITTEN SUBMISSIONS

- Brussels Ad Hoc Working Group on Violence Against Women in Conflict: Care International, ICRC, IRC, MSI, inputs from the UN presences in Brussels, consolidated by UNIFEM, as well as additional UNIFEM, UNHCR, and UNFPA submissions.
- CIDA briefing paper
- UNHCR West Africa

ANNEX D: ACRONYMS

ACE	Assessment and Classification of Emergencies
AGDM	Age, Gender and Diversity Mainstreaming
AIDS	Acquired immunodeficiency syndrome
CAP	Consolidated Appeals Process
CEDAW	Convention on the Elimination of Discrimination against Women
CIDA	Canadian International Development Agency
CRC	Convention on the Rights of the Child
DFID	Department for International Development
DG	Director General
DRC	Democratic Republic of Congo
DG ECHO	Directorate General for Humanitarian Aid
DG DEV	Directorate General for Development
DG RELEX	Directorate General for External Relations
ECOSOC	Economic and Social Council (United Nations)
EU	European Union
EU MS	EU Member States
FCA	Forgotten Crisis Assessment
GBVIMS	Gender Based Violence Information Management System
GNA	Global Needs Assessment
HIV	Human Immunodeficiency virus
HQ	Head Quarters
IASC	Interagency Standing Committee
ICRC	International Committee of the Red Cross
IDP	Internally Displaced Person
IFRC	International Federation of the Red Cross
IHL	International Humanitarian Law
INGO	International Non-governmental Organization
IRIN	Integrated Regional Information Network
LRRD	Linking Relief Rehabilitation and Development
MDG	Millennium Development Goal
MISP	Minimal Initial Service Package
NORAD	Norwegian Agency for Development Cooperation
PEP	Post-Exposure Prophylaxis
SEA	Sexual Exploitation and Abuse
SEAGA	Socio-economic and Gender Analysis
SGBV	Sexual and Gender Based Violence
SIDA	Swedish International Development Cooperation Agency
SMART	Specific, Measurable, Attainable, Realistic, Tangible
TOR	Terms of Reference
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNHCR	United Nations High commissioner for Refugees
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women
UN OCHA	United Nations Office for the Coordination of Humanitarian Affairs
WFP	World Food Programme
WHO	World Health Organisation

ANNEX E: TABLE OF GOOD PRACTICES

The Table lists measures considered helpful by three manuals for ensuring that gender is mainstreamed into the work of different sectors

		IASC gender handbook	UNHCR handbook on protection of women and girls	OCHA gender toolkit
General	Collect sex disaggregated data	✓	✓	✓
	Involve both men and women in needs assessment, programme design, and impact monitoring	✓	✓	✓
	Involve both men and women in management of aid, and provide access to both for training	✓	✓	
	Provide women with support for child care if possible to facilitate their participation	✓		
	Analyse gender related needs and impact of aid on both men and women	✓	✓	✓
	Ensure the delivery of aid does not add to the burdens of women	✓		
	Ensure gender balance in staffing and community volunteers	✓	✓	
	Provide gender awareness training for staff and community volunteers	✓		
	Ensure special targeting of female and adolescent headed households, and other vulnerable groups	✓	✓	✓
	In polygamous families, ensure separate targeting of individual wives and their children	✓	✓	
	Ensure everybody understands criteria for beneficiary selection, and entitlements	✓		
	Ensure safe distribution sites.	✓		
	Ensure women and men can contribute in culturally appropriate ways	✓		
	Ensure CAP contains a gender analysis, and proposed initiatives take account of results			✓
	Promote the road map and aide-memoire on protection of civilians with specific emphasis on steps for protecting women's rights			✓
	Urge respect for international law regarding SGBV			✓
Food Security	Assess the priority needs and constraints of women and men to increase household food security in the short and long term	✓		
	Assess if any problem resulted from the division of labour or from the inequitable access to resources by women and men.	✓		

	Make recommendations to facilitate women's access to land and other productive resources (e.g. credit and technology).	✓	✓	
	Ensure alternative IGA opportunities for those without land, or without capacity to work land		✓	
Food Distribution	Ensure household ration cards are issued in the name of women, and that in polygamous families cards are distributed to each wife	✓	✓	
	Distribute food to women, and in consultation with women anticipate negative consequences of distributing food to women	✓	✓	
	Provide women and others at heightened risk with sufficient rations and NFIs to avoid exposure to survival sex and further abuse.		✓	
Nutrition	Facilitate and promote exclusive breast feeding and appropriate young child feeding	✓		
	Ensure malnourished boys and girls get equal access to therapeutic and supplementary feeding programmes and work at community level to break down preferential treatment of boys or girls in feeding practices.	✓		✓
Health	Provide support for female staff to return to work and ensure equal pay	✓		
	Ensure that women, men boys and girls all have access to reproductive health services to treatment for GBV, and messages for HIV prevention	✓	✓	✓
	Ensure use of Minimum Initial Service Pack		✓	
	Ensure privacy of health consultation	✓		
	Train and mobilize traditional birth attendants	✓		
Camp Management	Undertake participatory analysis of the protection risks for women, men, girls and boys	✓		
	Ensure the implementation of the Secretary-General's (SG's) <i>Bulletin on preventing and responding to sexual exploitation and abuse</i> .	✓	✓	✓
	Develop camp rules with the community that promote gender equality	✓		
	Monitor the use of traditional justice systems to ensure respect for rights, and compliance with human rights law	✓		
	Ensure reporting and monitoring mechanisms on prevention and response to SGBV	✓	✓	
	Ensure that police officers (female and male) patrol the camps, and regularly visit high risk areas	✓	✓	

	Ensure that the government/national authorities distribute identity documents to women and men individually	✓		
Education	Sensitize communities to the importance of girls' and women's access to education, provide access for all girls and boys	✓	✓	
	Create special incentives to keep girls in school (e.g. take home rations)	✓	✓	
	Set the hours for classes at convenient times for those children involved with household chores and field work	✓		
	Provide sports and other gender-specific extra-curricular activities that promote resilience and healing for girls and boys in emergencies	✓		
	Ensure that learning environments are secure and promote the protection and physical, mental and emotional well-being of girls and boys.	✓	✓	✓
	Develop and implement a code of conduct for teachers and ensure teachers cannot use grade allocation to exploit girls	✓	✓	
	Encourage female teachers to remain in the work place		✓	
Livelihoods	Include both women's and men's productive assets in asset replacement and protection programmes, ensure both have access to finance	✓	✓	
	Ensure programmes do not perpetuate gender-based labour discrimination	✓	✓	
	Support women's involvement in both subsistence and cash crop sectors.	✓		
	Raise awareness on property and land rights, and assist landless women to acquire land	✓	✓	
	Assess the appropriateness of food-for-work, food-for-training and cash-for-work programmes	✓		
NFI Distribution	Agree on the system of distribution, namely through group leadership — male and female leaders or through groups of heads of households or through individual heads of households	✓		
	Make sure crowd controllers monitor queues, and provide a separate queue for specific persons and groups (such as those not able to stand in line for various reasons)	✓		
	Distribute appropriate sanitary and hygiene supplies for women, girls, boys and men.	✓	✓	✓
	Ensure women have safe access to fuel and or fuel efficient stoves	✓	✓	✓
Shelter	Ensure proximity to basic services so as to reduce protection risks for women and	✓	✓	✓

	girls, and free up time for other activities			
	Minimize protection risks by avoiding overcrowding, ensure adequate lighting, lockable rooms, maximizing privacy, and providing assistance to more vulnerable in constructing shelter	✓	✓	
	Ensure that location does not curtail women's or men's income generation activities	✓		
	Monitor unaccompanied minors to ensure their protection in safe foster homes, and create protective environment for children through creation of child friendly spaces	✓	✓	
WASH	Ensure views of both men and women are heard on appropriate location and technology for water and sanitary facilities	✓		
	Ensure equitable and dignified access to distributions of gender appropriate hygiene-related materials.	✓	✓	✓
	Consider issues of dignity for women and girls	✓		
	Raise awareness of women, girls, boys and men on ways to protect surface and groundwater sources.	✓		
	Ensure construction of separate sanitary facilities for women and men	✓	✓	

ANNEX F: MAINSTREAMING GENDER IN THE EU CONSENSUS ON HUMANITARIAN AID ACTION PLAN

Under the Action Area One “Advocacy, Promotion of Humanitarian Principles and International Law” there is scope to:

- promote emphasis on SGBV and protection in IHL (see ICRC work on this)
- support the dissemination and use of the IASC Guidelines
- develop a tailored training strategy for humanitarian actors on gender children and protection.

Under the Action Area Two “Implementing Quality Aid Approaches”, there is scope for:

- joint evaluations and lessons learned from crises could include gender as a theme and explore issues of needs, protection and impact;
- evaluation methodology to take account of gender analysis of context in measuring and considering impact of aid on women, men, boys and girls (see current action 6)
- Action 17 is important as development of gender indicators and measuring performance of mainstreaming has been a challenging area for many sectors including humanitarian aid. Ensuring gender indicators and analysis is included in this work is an important entry point.
- work on needs assessment methodologies could aim to reinforce the coherence and capacity of ongoing efforts for the more systematic collection, analysis and learning from sex-disaggregated data in humanitarian contexts;
- work to demonstrate and promote the logic of intervention that arises through the gender dimension
- dialogue and sharing of operational learning and experience to include focus on gender dimension and protection (current action 9)

Under Action Area Three, “Reinforcing Capacities to Respond”

- Current action 19 on support to capacity building including cluster system could include support to the ongoing challenge of mainstreaming of gender and protection across the clusters and to encourage actors to come together in devising and testing strategies.
- Current action 20 could be targeted for training initiatives on gender-sensitivity and application of gender analysis in needs assessment, sectoral programming, and impact assessment

Under Action Area Four: “Strengthening Partnerships”

- A general message here is the potential for DG ECHO as a leading humanitarian donor to more actively participate in the international work and discussions on integrating gender into humanitarian assistance as well as ongoing work to define prevention strategies for SGBV
- Working with partners (NGOs, UN, ICRC) through active learning and dialogue to advance understanding, relevance and strategies for the gender dimension in humanitarian aid through themes such as protection, needs assessment, review of country cases etc.

Under Action Area Five: “Enhancing Coherence and Coordination”

- Current action 31 provides opportunity to included gender-related humanitarian issues in the policy discussion of the Humanitarian Aid and Food Aid Working Group
- Actions 33 and 34: Mid-term review would include updates on progress on gender dimension and sharing results to inform future plans and directions
- Action 40, Joint evaluations (see above) provide entry point for learning and focus on integrating gender into humanitarian assistance.
- Action 42 – briefings should include sensitization to gender dimension of crisis and sharing of key reference points and tools including IASC guidelines.
- Actions 44-47; operational strategies for LRRD are a critical point for early recovery from crisis and gender needs, analysis and related protection issues including prevention and response to SGBV should be actively included in these efforts.

ANNEX G: FIELD NOTE ON MISSION TO INDIA
(the states of Bihar and Orissa, North East India)

This report is based on a visit made by one of the consultants to flood prone areas of North East India from 27th November to 17th December 2008. The purpose was to study gender issues arising in the context of emergency response and disaster preparedness work funded by DG ECHO.

The growing vulnerability of north east Indian states to floods resulting from environmental degradation, and climate change has led over recent years to frequent humanitarian emergencies with major loss of crops, cattle, livelihoods assets and on some occasions even human life. DG ECHO has responded with a number of emergency response decisions and more recently with support for disaster preparedness work. DG ECHO's partners have grappled with ensuring a more active role for women beneficiaries in planning and executing both kinds of project. The task has proved challenging in a culture where women have little place in public life, and are confined to running households and rearing families. Neither men nor women have found it easy to embrace the necessary change in gender roles, or accommodate to the shift in power as women and men become more equal partners in decision-making. Yet implementing agencies consider these changes important, not just as ends in themselves, but also for better targeting of assistance and a more complete partnership with the community especially in the phases of recovery and in disaster preparedness.

Drawing women in has takes time. During the field visit a much fuller involvement of women was observed in Orissa where project activities had been on going for more than a year than in Bihar state where activities in response to the Kosi River flood had been running for less than four months. Disaster preparedness work seemed to lead quite naturally to a re-evaluation of the role and contribution of women. Men could readily recognize that the risks for women were different from those for men¹. Many risks needed to be addressed by women themselves². Assets were more likely to be preserved if there were agreed roles for everybody in the household or community, and not just for the men. Men were quick to agree to the involvement of women in community mapping exercises and the preparation of evacuation plans for the most vulnerable, many of whom were widows and elderly women. Men also welcomed the participation of women in early warning procedures³ and search and rescue. Bringing men and women together to discuss preparedness planning, and raising awareness of the importance of women's involvement, were often the precursors to a greater acceptance of women's participation in decision making and management roles more generally. Not all committees put in place continued to convene regularly, but the process helped to create acceptance, leaving women more ready to speak and men to listen.

In Bihar state meanwhile, some of the blocks to engaging the capacities of women more fully became apparent when victims of the Kosi River flood were asked about lessons learned and measures they would take to reduce losses on a future occasion. Women responded that lesson learning was a matter for men. Men had responsibility for disaster response. They were strong, brave, calm and collected in an emergency. Men also had wisdom because they had been to school. Women were necessarily helpless and out of control in a disaster. Caring for the family was all that could reasonably be expected

¹ Women were more easily swept away by moving water, but men had to venture into the water more often to save household belongings and livestock

² Women were often in villages when men were in the fields, and they needed their own practiced routines for getting to safe areas. Both men and women thought that a woman at risk of drowning should be rescued if possible by another woman rather than a man.

³ The importance of women's involvement in early warning is heavily emphasized by UN International Strategy for Disaster Reduction. See UN/ISDR Women, Disaster Reduction and Sustainable Development

of them. Women's lack of education was the reason given in one community for why they had not been democratically elected onto the disaster recovery committee in equal numbers with men. Increasing women's confidence in speaking out in meetings, and contributing to a decision was one of the key tasks for project teams. In communities where women were appointed to committees they usually lacked the confidence to speak out. Various strategies were tried to address this problem. In some cases the approach was to work first with groups of women on their own. Training programmes on issues like hygiene provided a context in which women could be encouraged to explore a problem systematically, evaluate different views and reach joint decisions. In other projects the emphasis was placed more on creating space for women to talk in meetings with men, and on ensuring equal consideration of their views.

In the immediate aftermath of the Kosi River flood consultation with women was difficult. Men were anxious to maintain their status as providers, and to defend their traditional roles, women too expected men to dialogue with humanitarian actors. The urgency of response left little time for project teams to challenge these cultural preconceptions. Knowledge of cultural issues nevertheless enabled operators to identify a number of issues for special attention and avoid certain needs of women being overlooked. Malnutrition is commonplace among women in Bihar State with high levels of anaemia and vitamin A deficiency. Because men customarily eat before women and children, there are heightened risks of malnourishment for the latter when food is in short supply. In the early weeks of the disaster, victims were provided with cooked meals. Once the switch was made to food aid in the form of dry rations, food supplements were supplied to pregnant and lactating women. Some project tried to sound out women's needs in informal chance encounters. It was as a consequence of information obtained in this way that attempts were made to grapple with privacy and hygiene concerns of women who were used to wash at open water points rather than in bath houses, and also to defecate in the open.

Many projects gave importance from the earliest weeks to putting in place some kinds of formal structures for consultation with women. While still in camps, women were given roles on committees managing food distribution and the maintenance of sanitary facilities. Their participation may sometimes have been token at first, but laid the foundations for participation that became increasingly real in the recovery phase.

A particular concern of projects was to achieve focus on vulnerable groups. In the recovery phase widows and the elderly were given priority in a scheme for reconstructing homes. Attempts were also made to integrate them into cash for work programmes even when this required negotiations with the community to ensure they had lighter workloads.

DG ECHO's programme in North East India provides many examples of how women can be brought into the humanitarian aid partnership even in cultures where the balance of power between men and women and traditional concepts of gender roles keep women excluded. It also highlights many difficulties. Work is held back by a lack of technical solutions. Many problems lie with the conservatism of women themselves, with their lack of conviction in their right and ability to be credible decision makers. Much more work is needed to develop training tools that can address this lack of confidence and can help both men and women to embrace a new kind of partnership. More investment at this level is a must for achieving greater gender responsiveness in humanitarian work.

Progress is also held back by the ambivalence of some local project staff who may accept in principle the need to encourage a fuller partnership with women in humanitarian assistance, but who find it difficult to pursue in practice something that challenges their own cultural norms. This problem is aggravated in most operational agencies by the lack of women among field staff, and the difficulties in

recruiting women to jobs in disaster zones. When they were present, women staff were discernibly more successful than men in mobilizing female beneficiaries to express their views in meetings. A female mobilizer on her own, however, is not enough to ensure that a project engages seriously with gender issues. It requires commitment at more senior levels, and this is more likely when women occupy management positions.

Strong engagement with gender issues is a matter of policy for several DG ECHO partners in northeast India. Most such partners are in the country for the longer term and seek to encourage processes of social change that will lead to a greater empowerment of women and a fuller role for them in the development process. For these agencies, encouraging a more active role for women in disaster recovery and preparedness links into their wider agenda. Rolling out such policies on the ground, however, is no simple matter since projects, are implemented by local NGOs on behalf of the DG ECHO partners. Some of the implementing NGOs have their own gender policies, and the approach to gender issues in a particular project becomes a matter for negotiation between the DG ECHO partner and its local counterpart. It is clear that common positions have been worked out in some cases between the parties, and simple indicators are in use for monitoring progress on gender issues⁴. Nevertheless, it seems that gender, can seldom be given a central place in project monitoring because of the high priority that attaches to achieving other project results, Gender is in any case only one of several cross cutting issues for attention, and some would argue that issues of caste should have priority attention in the context of India.

What can DG ECHO do to encourage a greater engagement with gender issues? In view of the heavy challenges posed by projects, the limited capacity of local implementing agencies to address gender issues, and of DG ECHO partners to back-stop this, tighter contractual agreements on their own are unlikely to be of much help. To the extent that they will create heavier monitoring loads for DG ECHO staff, and make it more difficult to find partners able to meet more stringent requirements, they will be a hindrance. The focus needs to be first and foremost on capacity building with local partners. Since R&D is still a central requirement for providing partners with the right tools for gender work, it is important to ensure that projects are designed with an inbuilt capacity for this. In discussion with DG ECHO staff in the regional office in Delhi, it was agreed that projects might be strengthened in some cases through the inclusion of gender expert on the project staff role. This expert would work on R&D problems⁵, and be positioned at a sufficiently senior position in the management structures of the project to oversee the full implementation of a gender strategy.

Beyond this, a clearly articulated message from DG ECHO expressing its commitment to gender work would send a firm signal of support to partners in the field who are struggling to address issues in context that are often unfavourable. DG ECHO should, nevertheless, avoid creating policy overload, bearing in mind that project teams may already be struggling to reconcile and comply with policies of their own organizations, of contracting DG ECHO partner, and in some cases co-funders. DG ECHO's message needs to be broad but backed up with concrete support for action on the ground.

⁴ E.g. participation of certain numbers of women in certain project activities

⁵ See E Enerson et al. *Working with women in at risk: Practical guide lines for assessing local disaster risk*. International Hurricane center, University of Florida. This illustrates the kinds of tools that can emerge from R&D work on the ground

ANNEX H: FIELD NOTE ON MISSION TO WEST AFRICA
Mission to West Africa (December 1-19th, 2008)

Dakar, Visit to DG ECHO RSO and Meetings with Partners

DG ECHO Regional Office plays a unique role as an implementing support office in the region providing backstopping in critical sectoral areas to country offices including Liberia, Chad, Mali and Niger. The office operates in a region where countries are transitioning from war and crisis and facing the challenges of moving from relief to development in the provision of basic services; other countries are suffering chronic or 'hidden' crises such as malnutrition in the Sahel sub-region where DG ECHO has been very innovative and active in promoting more structural approaches to food security, preparedness and response and in linking issues such as food security, nutrition, and watsan in building responses.

Gender sensitivity is well understood in particular situations and technical sectors (food security, water and sanitation, and health) particularly where women and young children were the main beneficiaries. There was also a sense that in practice more work needs to be done on data and analysis around gender to inform a needs-based approach that both improves responses to real needs in effective ways and that demonstrates the impact and value-added in having mainstreaming strategies or targeted programmes. There is concern about how humanitarian assistance can effectively tackle issues such as gender awareness (responding to well-identified needs of women, men, boys and girls in particular contexts) and actions against SGBV (including rape, domestic violence, unsafe abortions, FGM) when funding time-frames are short, longer-term engagement might be required, conflict could emerge in being seen to interfere in communities and potential to 'do harm' as well as good, as well as operating in contexts many needs are to be met urgently.

The Limits of Protection and SGBV

DG ECHO has previously been very active in the area of *protection* in the region, most notably on child protection and GBV it supported the Mano River Union and Côte d'Ivoire project in 2004/05 that included responses to war-affected communities in Sierra Leone and Liberia as well as the occurrences of sexual exploitation and humanitarian assistance. This work has evolved and there is a high level of coordination and participation among partners in promoting protection issues (including SGBV) in the region. More recently DG ECHO and other donors have decided protection, including targeted programmes for SGBV, is now more of a development issue requiring structural and capacity building long-term focus that addresses the social, legal, cultural and security dimensions.

A meeting was held with the Protection Sector Working Group chaired by UNHCR. Also present were UN-OCHA, UNICEF, SC (Sweden), IOM and World Vision. Issues of gender and protection have shaped an ongoing debate between humanitarian donors (including DG ECHO) and the field partners. The debate hinges on the perceptions of where the limits of responsibility and action lie for humanitarian actors in responding to gender issues in emergency and post-crisis settings. There is also a sense that whatever *ad hoc* successes can be claimed by humanitarian assistance in *responding* to say SGBV (mainly in health-centred approach to treatment and referral), the possibility and scope of *prevention* is less clear.

This issue came to a head in the preparation of the 2009 CAP for West Africa launched in late November 2008. The main focus of the appeal is food security and nutrition. There was strong resistance by some donors to including protection not least because it was felt that there was a lack of good needs analysis to make the case. However, the IASC Guidelines were successfully used by the

Protection Working Group to integrate protection activities into the final CAP, including funding for GBV activities. The impact is unclear, as the sector remains under funded. There is a sense on all sides that information and data could be stronger on GBV in terms of defining and establishing the 'logic of intervention' and assessing the impact of gender across clusters and in targeted projects. Some partners referred to good humanitarian donorship (GHD) as meaning that 'do no harm' could not simply be confined to delivering goods or services but must also include *the process* by which that happens and the *impact* on different groups.

For DG ECHO the challenge of getting involved in issues such as protection as SGBV is what an exit strategy should be; at what point can the humanitarian response be deemed to be implemented and completed or 'hand over' assured in a context of LRRD? Even if DG ECHO cannot fund protection in transition setting, partners argue that as a leading donor of humanitarian assistance it should be promoting protection both in crisis situations and in post-crisis transition and recovery processes. There is an expectation that ECHO will support advocacy and implementation of IASC Guidelines and action plans for UN Security Council Resolutions 1325 and 1820. Another issue raised by partners was the need to target men more in gender analysis and programming though better participation and use of health clinics for example, which remain very much a place where mainly women and children come. Also, targeting men as perpetrators in SGBV programmes (targeted and mainstreamed) to address causes and tackle cultures of violence.

Liberia: Consultations with ECHO Office, with partner INGOs and IOs, and visits to ECHO supported projects

Transition and LRRD

Linking relief, rehabilitation and development currently defines the context of Liberia for humanitarian and development donors that are seeking to bridge gaps and ensure an effective transition. There is a consensus that Liberia is in an early development phase despite some humanitarian risk factors. National planning is well under way with a full Poverty Reduction Strategy in place and a move to innovations such as the proposed Pool Fund for health, and Joint Programmes with Government in a number of sectors. All partners reported plans to draw down humanitarian programmes and phase out by 2011/2012. The next elections are seen as a natural exit point and as a test of stability and progress. There is also a consensus that infrastructure (roads, hospitals/clinics,) and capacity (public administration, decentralised competence, qualified professionals in health, education, social services, etc.) remains chronically weak with an overall tendency to fragility.

Like DG ECHO, some partners have extended their phase out to try to ensure an effective transition. Despite this, a sense of *stagnation* is expressed by many and a concern that assets and gains generated by humanitarian aid in delivering front-line services might be lost, notably in the health sector and clinics including SGBV support and services. Training and capacity building has proliferated by partners with not always a clear sense of practical measures and outcomes or understanding of the impact or sustainability of such measures. There is a shared sense of inevitability that gaps will occur and some ground lost while larger systems and plans are set up and implemented. The main challenge in all sectors is handover to Government and capacity of Ministries and County-level administrations to deliver services currently supported by INGOs/local NGOs. For DG ECHO and other humanitarian donors and partners there is an ongoing challenge to define the boundaries of humanitarian aid and the limits of addressing underlying structural issues of poverty, violence and weak governance.

The Global Plan 2008 states strongly the commitment to ensuring LRRD between DG ECHO and the development services of the Commission in the context of the 9th and 10th EDF. There is good

coordination and cooperation in Monrovia with the EC Delegation and there seem to have been opportunities for DG ECHO to provide input or comment on strategy. However, overall the challenge of transition (as in many post-conflict countries) remains a structural challenge. For example, the health sector, which is the largest area of intervention for DG ECHO, is critical in this process. The potential for lapses and discontinued funding have direct impact on the functioning of clinics, particularly at the County Level. This is a concern of many DG ECHO partners who are themselves in the process of handing over operations to the national and local government structures whilst also trying to strengthen capacity and maintain services.

Gender Policy

Gender is certainly a consideration in the ongoing transition process when one reads the major national development plans. The gap between intentions and practice however remains a persistent challenge for everyone. Most partners have own gender policies/ guidelines yet agree implementation is not consistent or shared. Gender analysis not necessarily used as explicit tool but gender sensitivity is in evidence in practices of identifying needs and shaping responses. The IASC Guidelines did not seem to be widely known, shared or used beyond core UN agencies. The focus and experience is very much about ‘common-sense’ application.

Examples of ‘good practices’ to promote gender awareness cited by partners included:

- Identifying needs through focus groups on women, elderly, youth to access information
- Gathering gender disaggregated data to inform assessments and impact analysis
- Ensuring gender balance in staff and field teams to promote outreach and access to women in particular – understand needs and frame responses
- Development and use of assessment tools; for example UNHCR’s use of age, gender, and diversity mainstreaming (AGDM), as well as IASC guidelines for training
- Innovation of management tools to address gender in institutional ways; for example, Action contre la faim (ACF) ‘abuses of power’ framework which focuses on different levels and relationships internally and externally

Partners found explicit policy frameworks on gender helpful by making gender issues and considerations more explicit and by providing *reminders* and *signposts* at different stages of planning, implementation and monitoring/evaluation, for example through the use of checklists and guide questions. Some argued gender considerations should be mainstreamed into existing technical areas of humanitarian assistance rather than as stand alone targeted programmes that might drain funds from core areas or lead to gender being put in a silo.

The development and implementation of **Codes of Conduct** for staff were high on agenda for many in response to high-profile regional focus on West Africa for sexual exploitation and abuse in aid, the international policy convergence on enforcing better conduct, and challenges of corruption and abuses of power in aid in Liberia (as seen in daily stories in newspapers and widespread publicity and poster campaigns with slogans such as “no sex for help” and “no money business” and “health services are free”). Some partners were following UN and Humanitarian Accountability Partnership (HAP) frameworks for example, while others were developing their own codes and application procedures. There was shared concerns about enforcement and inclusion of national staff and partners, the discrepancy between ex-pat and national staff behaviour in terms of ‘acceptability’ and the challenges of managing boundaries in difficult environments of 24/7 representational responsibility.

ECHO Supported Projects

DG ECHO is active in the sectors of Health, Nutrition, Food Security, Livelihoods and Watsan. The Field trip to Maryland focused on DRC-operated rural livelihoods and food security projects, and UNICEF/Merci- operated rural health clinics. In Monrovia the focus was on an ACF-operated nutrition/feeding centre, outpatient clinic services on nutrition and follow-up care practices in WestPoint, a community defined by urban slum conditions.

The field visits provided the opportunity to examine how partners are encountering gender issues in practice and find out how relevant or helpful they find their own organisations' gender policies when working on the ground. It was also helpful to see in different sectors what gender issues emerge and how they are addressed. While there was not a consistent sense that gender was explicitly mainstreamed there was evidence of *ad hoc* good practice founded on pragmatism. Good practice being attempted (with constraints and mixed results) included:

- Recruitment and retention of female staff in remote rural clinics
- Women health workers trained for outreach work to villages for referral and follow
- Use of national protocol on rape and referral
- Developing appropriate and relevant livelihood strategies for women
- Targeting young mothers in feeding programme and in outreach and referral.
- Including food and support for mothers as carers in in-patient facility; sensitivity to issues of distance, lost work time, other children to care for etc
- Identifying other female family members (aunts, sisters, mothers) to take care of abandoned or neglected malnourished children
- Including women farmers in rice and cassava cultivation with returnees and female-headed households particularly targeted. Encouraging women's farmer groups where appropriate.
- Rice cultivation included division of labour with men clearing fields for project on cash for work basis while women will be considered more fully in planting and cultivation stages with expectation they will benefit from crops.

Sexual and Gender Based Violence (SGBV)

Liberia is viewed as an important international test case for SGBV. The country has the long experience of a war that highlighted SGBV to the world in a context where rape was used as an instrument of war, forced recruitment of child soldiers (girls and boys) was commonplace, and civilians were repeatedly displaced and made vulnerable on the move and in IDP and refugee camps. The war and its aftermath also meant Liberia led good practice in international aid interventions such as Médecins sans frontières (MSF) at the Island Hospital, Monrovia where a Sexual Violence Programme of medical follow up, emotional support and legal referral in line was established. This was previously funded by ECHO and is under ongoing consideration as MSF clarifies its plans for transition and exit.

There is sensitivity and awareness among aid actors to reports in 2002 and since on sexual exploitation linked to humanitarian aid in West Africa that has prompted greater measures and debate on the issue with beneficiaries, the Government, donors and INGOs and IOs. The current post-war context of recovery has seen the evolution of SGBV as a national issue for the Government. There is strong political leadership at the highest levels and this has been a critical positive factor with a Female President, a newly established Ministry of Gender and Development, and a female Chief of Police. This leadership is underpinned by a strong policy framework of laws and programmes that includes a full Poverty Reduction Strategy (April 2008), legislation governing rape in the form of a new law (2005) criminalizing rape, a National Plan of Action for GBV (2006), an accompanying Joint Programme for SGBV (June 2008) though the latter remains very under funded and beset by challenges of being a

cross-cutting programme that requires high degrees of cooperation and coordination among line ministries that are all over stretched.

In the recovery phase there has also been a transition of the *scope* and *approaches* of programmes to SGBV in a post-war context. Surveys reveal that the occurrence of rape still prevalent and is one of the most reported crimes to Liberia National Police (LNP). More integrated programmes are emerging that focus on *prevention and response* bringing together policing and national security institutions, legislation, legal support and follow up of cases in court system, livelihood support for survivors, community awareness and human rights education. Domestic violence is widely considered an endemic issue that requires structural and societal solutions where severe poverty and the status of women are underlying issues.

Awareness and coherence among international actors is high in terms of policy but actions and impact of implementation is not always so clearly identified. The National Task Force on SGBV provides an important forum for taking forward the Joint National Programme and the development of County level Task Forces and Standard Operating Procedures (SOPs). However, notwithstanding the profile of SGBV in Liberia, there remain taboo issues that include the harmful traditional practices of female genital mutilation (FGM) and early (child) marriage. Illegal and unsafe abortion was also raised by health workers as an issue that presents for after care when problems arise. These issues are often not discussed due to political concerns about challenging traditional leadership and power structures in a fragile context of maintaining stability. FGM is informally monitored and seen to be very prevalent, particularly in rural areas. There is reluctance by many IOs and INGOs to address the issue directly and a tendency to follow the Government lead of silence. Some organizations are integrating such issues into other community awareness programmes around education or watsan.

The Global Plan for 2008 had targeted health, livelihoods/food security, and watsan. It stated that “Aid for children and women, who suffered greatly during the conflict, will be maintained in 2008 by providing access to basic services and through the mainstreaming of protection operations, such as the prevention of gender based violence”; this tends to be assumed rather than specifically tracked or monitored in the ongoing projects. All partners raised the challenges of mainstreaming into weak systems and the need to better capture information on the ground in terms of the interaction and impact of different projects and actions on gender issues and relations.

DG ECHO is not funding explicit or dedicated SGBV programmes (though Island hospital is under consideration depending on MSF plans) but elements of SGBV can be found in health programmes being supported where the highest number of beneficiaries is vulnerable women and children. DG ECHO partners are engaged to differing degrees with SGBV beyond DG ECHO funding. These include ICRC, MSF Ch/E, IRC, and Merlin. DG ECHO considerations for the next global plan highlight continued high rates of maternal mortality and morbidity for attention. (Infant mortality rate is estimated at 157/1000 live births compared to the Sub Saharan Africa average of 102/1000 live births while maternal mortality ratio estimated to be 990/100,000).

The potential delay in delivering on national plans has implications in the context of targeted programmes such as SGBV. The weakening of primary and secondary health services currently supported by humanitarian assistance funding (through phasing out of humanitarian actors) will impact on communities and particularly access for vulnerable women and children who have been targeted in outreach and follow-up activities on ante-natal and post-natal care, safe delivery, vaccination etc. In addition, the possible threat to existing services raises a question about how effectively SGBV can be mainstreamed through health clinics that already struggle to deliver basic health care and medicines.

This underscores a wide gap between international and national policy, guidelines and commitments to actions to prevent SGBV and realities on the ground in terms of practical measures to maintain and build on gains generated through humanitarian assistance.

ANNEX I: FIELD STUDY DEMOCRATIC REPUBLIC OF CONGO (DRC)

This study of gender issues and how they are addressed by DG ECHO partners was made during a mission to North and South Kivu between the 16th February and the 4th March 2009. Discussions were held with partners active in camp management, livelihoods, and SGBV.

The emergency context in DRC

Eastern Congo has for many years suffered from a cyclical emergency due to ethnic tensions and competition for its valuable mineral resources. Intermittent low-grade warfare creates frequent periods of insecurity for civilians forcing them off their land and exacting a high price on their livelihoods. Sexual violence has for long been a feature of tribal disputes in the area. It is consistently used by armed groups to terrorize civilian communities, to exact revenge, and possibly also as a way of weakening the bloodstock of opposing ethnicities. The short phase of the emergency cycle demands flexibility of response from the humanitarian community. As a zone passes into a phase of acute emergency, the emphasis is on providing the civilian population with essential humanitarian assistance to compensate for loss of services, assets and livelihoods. During periods of relative calm, attention shifts to the recuperation of livelihoods and the re-launching of services that have been destroyed by the fighting. In the acute phase, two overarching principles come to govern humanitarian assistance. The first is to maximize people's protection and avoid them coming to harm. The second is to avoid a collapse of livelihoods, total destitution and dependency.

Issues of protection in the acute emergency phase

Risks for men and women are different in Congolese and other African wars, and there are gender differences in the ways people respond to risks. Women are more likely to seek refuge in camps or in host communities. Men are more likely to remain on their land, or to seek security by enlisting in armed groups. Women are frequently separated from men in acute emergency, and this creates an additional risk. Much humanitarian assistance gets focused on camp populations partly because they are more accessible to the humanitarian community, and partly because they are thought to have poorer access to land and livelihoods. The more ready access to camps makes it easier for the humanitarian community to study security issues arising for women, and one outcome of these studies in Congo as elsewhere has been an emphasis on avoiding the need for women to leave camps by ensuring adequate delivery of firewood, water and food on site. The advantages of this have, however, to be balanced against the dangers of attracting marauders. Such an approach, moreover, does not help the many women camp-dwellers who make livelihoods outside camps. Many women moving into camps near towns do so in the expectation of making a livelihood within the urban economy. Projects to encourage the development of livelihoods in or immediately around camps often have only limited success because of lack of cultivable land, markets and cash.

There is growing realization that meeting the protection needs of women in camps is a complex task. Violence happens inside camps as well as outside, and for women with weak livelihoods the risk of forced prostitution is often greater than the risk of an opportunistic attack by a militiaman. There is widespread recognition of the importance of targeting the most vulnerable, and techniques such as UNHCR's AGDM are used to study vulnerability. It is doubtful, however, whether this is really a powerful enough tool on its own to ensure well focused programming, and there is a need to work with other indicators such as flows of income into camp households, and levels of asset depletion as supplementary sources of information. Of particular concern in some camps is the population of women and girls who have been abandoned by family and are largely dependent on humanitarian aid.

While these people may make some money in the local economy at the present time, they are without land rights in their home communities and would be exposed to destitution if the camp were to close.

It is estimated that less than 30% of displaced people in Congo are in camps, and more than 70% are in host communities. The low proportion in camps has been criticized as resulting from the failure of MONUC to provide people with a sense of security in camps. An alternative explanation, and one that is almost certainly equally as valid is that displaced people wish to stay in close proximity to their land and to work it at times that the security situation allows. Maintaining reliable information on numbers and the identity of displaced persons in host communities poses a challenge for the humanitarian community because of geographical spread, problems of access to some areas, and the itinerancy of the IDP population. Needs, too, appear to be far less well understood. IDPs are expected to reward host families for being allowed to lodge on their land, and it is usual for IDPs to do this by supplying labour, although an IDP family that still had access to cultivate its own land might reward with its own produce. The man and woman in an IDP family will normally share responsibility for providing labour to the host family, but a single woman will be hard pressed to meet the demands on her own particularly if she has responsibility for young children. Such a person would more likely be precluded from working her own land, would have to labour also for her food, and would be vulnerable. Single women constituted some 20% of such IDPs met during the field visit.

IDPs living with host families have been supported by the humanitarian community with NFI and food aid in some cases. They have to be displaced for a minimum period of several months to qualify for a displacement package. Some families have received support with livelihoods. In the case of one project, arrangements were made for IDPs to have access to land, and they were given seeds and tools. Families reported that this had helped with food needs. However, the burdens on women turned out to be heavy, as they had to do most of the agricultural work. Surpluses of produce were sold, but the women were not always allowed to keep the cash and decide how best to spend it. The same project sought to reduce pressure further on IDPs by providing the same kind of livelihood support to host families, but there was no agreement on reducing the number of hours IDPs should work on the land of host families, or on any other benefit the IDPs might receive. While there was some recognition that some IDPs are more vulnerable than others, there were felt to be difficulties in targeting assistance due to the lack of tools for identifying really vulnerable cases, and the problems of justifying selective targeting to beneficiary communities. Again, not all women who are displaced on their own are highly vulnerable. Some may receive substantial remittances from other family members. Targeting such women may encourage other men to abandon their wives.

There is strong feeling that the delivery of humanitarian assistance to those who continue to live in their communities in insecure zones through an emergency phase could be much improved by a properly operating programme to demobilize those who wish to leave armed groups, and clearer guidance on who is to be regarded as civilian. While there are always risks that recipients of humanitarian assistance in conflict zones will become the victims of pillage, this is greatly increased in the Kivu by the denial of assistance to large numbers of destitute men who have been, often unwillingly, recruited into fighting forces, and can see no fairness in the way the distinction between civilian and military is applied. Failure to attend to this need exacts an especially heavy burden on women since sexual violence is all part of the retribution enacted. Some humanitarian workers expressed frustration that so little attention was given to the needs of those in highly insecure areas. Difficulties of access did not excuse the lack of effort to understand needs better, and to optimize whatever assistance could be given. It was considered important to look not just at the problem of physical violence in these areas, but also how people's livelihoods were affected and how both men and women coped with adversity.

Rebuilding livelihoods in the recovery phase

Recovery is maximized if attention is given to the contributions of both women and men. to the household economy, and this requires a mix of assistance programmes. In times of normality more agricultural work is carried out by women than by men in the Kivu and men may get supplementary income from off-farm work. In a post emergency setting, getting crops planted is a priority for most families and clearing land may require larger amounts of male labour. Men may also be needed to repair roads and re-establish markets. Humanitarian assistance for both kinds of activity is provided through provision of seeds and tools, and cash for work. Women complain less about unfair workloads than about lack of control over earnings and the proportion of earnings that men spend on themselves (usually alcohol). By supporting certain activities such as vegetable farming it is possible to ensure that a higher proportion of income is controlled by women. However, men who are trying to recover their status as primary provider and manager of the household economy probably resent programmes angled at improving the financial position women. There is need for a better understanding of how to optimize men's and women's contribution to the household economy in a post emergency setting. One project team felt that men's motivation to assume the role of family provider is linked to the re-emergence of certain social and economic infrastructure. Men's attitudes were transformed when markets recovered. The same team had provided psychosocial counseling services, and noted a much higher demand for this among men despite the suffering undergone by their women folk.

Programme strategies to optimize recovery of the household economy are best worked out in meetings with the participation of both women and men beneficiaries, and issues of equity need consideration since women's labour can easily be exploited. Work of this kind is an essential part of the knowledge building needed to evolve more effective modes of intervention in the recovery period. It is, however, demanding, and sometimes it is a luxury that cannot be afforded. In many contexts it is constrained by continuing problems of access, pressures from the agricultural calendar for quick intervention, and the size of project operations. In the case of one project, the objective was to reach 3000 returnee families spread along more than 100 kilometers of route. Because villages were accessible only occasionally during the project period, village committees were entrusted with its operation, and occasional monitoring visits were made by the project team to ensure the required number of beneficiary families had been reached. Large-scale projects of this kind should not be regarded as inferior just because they do not contribute to a better understanding of recovery at household level. In so far as they kick start an economy and create a context for trade and commerce, their impact on the quality of life for men women and children may still be considerable. Within a recovery programme a case can be made for a balance between large-scale quick action projects, and smaller scale operations that allow more detailed study of how households recover and the contribution of men and women to this.

Response to gender based violence

Initiatives to care for victims of gender-based violence in Eastern Congo have grown progressively over the past six years. How the incidence of rape has changed over time is difficult to determine from available data. In South Kivu, the overall number of cases coming for treatment at primary healthcare centers would appear to have dropped from a peak in 2004. Trends in North Kivu where there has been fighting during the past nine months, are more difficult to establish. Despite a heightened commitment of the humanitarian community to creating safer environments for civilians, there is considerable frustration at how little can be done in practice to provide protection from sexual violence once hostilities break out, and better operating DDR programmes are seen as an essential part of the solution.

While different perceptions of needs give rise to programmes with different emphases, there is consensus that victims need access to services for medical care, psychosocial support, income

generation and legal advice. Community sensitization is also necessary to break down the stigma of sexual violence and persuade victims to use services. The work necessarily depends on a partnership between humanitarian organizations and community based structures, which in most cases provide much of the psychosocial support, and the help with economic reintegration of victims. Such partnerships with the community vary from one context to another depending on the contacts of the lead humanitarian agency. In some cases partnerships have been put in place with local community health committees, in others with local women's associations, and in yet others with an elected representative from among women elders.

Like those of a number of other funders, ECHO's policies appear to lay stress on the public health aspects of rape, and, in particular, on reaching victims with PEP within a 72 hour period. In practice the number of victims that are currently being reached with medical care within 72 hours is small despite considerable emphasis on this in community sensitization activities. Large numbers of victims seem to want medical care some months after being raped when infections start to trouble them. While this might be taken as indicative of the need to improve sensitization on the risks of HIV, and help victims reach medical structures more quickly, it is important not to lose sight of what women actually want. There is also concern among some health professionals about the indiscriminate use of PEP with large numbers of patients who cannot be properly monitored during treatment and almost certainly do not complete the course of medication because of unpleasant side-effects. Such patients may be at risk of building up resistance to subsequent antiretroviral treatment. There are different views on how PEP treatment should be provided. Some humanitarian agencies feel that PEP should only be available at second level health structures where there is staff qualified to supervise its use. Weighing against this are concerns that many victims needing second level treatment are never able to access services. Further study is required to establish whether the poor take up of second level treatment is due to lack of interest on the part of victims, or to difficulties of access.

Much of the justification for responding to sexual based violence in the Kivu lies with the fact that it is used as a weapon of war or genocide, and access to care is a right under humanitarian law. From this perspective, ensuring that forms of care respond to the concerns and perceived needs of victims seems that much more urgent. While available data suggests that medical care is important among these needs, there is a feeling among service providers that the real needs of victims are inadequately understood. There is also doubt about both the feasibility and desirability of mounting programmes that aim to respond exclusively to the needs arising from rape. Within medical services such needs cannot always be reliably identified. One second level health provider in the Kivu reports that 60% of patients are victims of rape, but is unable to say what proportion of medical conditions they treat are due to rape. If funders encourage cost-free health care for victims of rape in contexts where other healthcare carries a fee, women will be under pressure to claim they are raped to obtain medical care, for a range of obstetric problems.

Some humanitarian actors in the Kivu feel that more attention should be given to confronting needs of children born of rape and to preventing neglect or total rejection by the family. Some SGBV programmes try to address the integration problem through efforts to get the birth of the child registered in the name of the mother's family.

Clarifying the central purpose of involvement with the problem of sexual violence is essential to evolving a coherent policy on when to engage and when to withdraw. The decision will be quite different depending on whether the aim is restricted to the public health problem, or whether it is to respond to the broader range of victim needs. In the former case the deciding factor will be the readiness of victims to come for treatment and the capacity of health structures to provide necessary

treatment. In the latter case the starting point will be a more in-depth analysis of how beneficiaries themselves see the needs, and the skills, capacities and commitments required by communities to respond to these.

Gender and the humanitarian reform

RDC was selected as one of the trial countries for piloting the cluster system. Some difficulties with the operation of the cluster system were brought to light in the 2007 OCHA evaluation¹. There is little evidence of a more positive attitude within the NGO community, and attendance at cluster meeting is described as sporadic except when allocation of funds from the pooled fund are to be discussed. In many sectors the transition hoped for in the 2007 evaluation is slow to occur. Meetings do not engage with issues of humanitarian strategy, but are simply occasions when organizations give an update of what they have done. There is recognition within UNOCHA that improvements can be achieved only if agencies begin to feel a greater sense of ownership of the system. While this could be encouraged in some cases through a different style of leadership in meetings, the 2007 cluster system evaluation report seems fair in its observation that NGOs can hardly be expected to have ownership of a system that is so heavily dominated by the UN and was thrust on them. A recent attempt has been made to encourage discussion of gender issues by the institution of a system of focal points, but it is feared that such a system could at best be short lived because it depends on the presence of particular individuals. UN OCHA places much more stock by the strengthening of inter-cluster meetings, and it is at least possible that through sharing of issues between clusters, new initiatives could be ignited.

Two systems exist for coordinating work on SGBV. Under a system of commissions that has been put in place by key UN agencies and provincial structures, UNFPA coordinates the work of medical facilities, UNICEF coordinates psychosocial support, and MONUC legal support. This process of sectorisation may support a more coherent approach to the collection of case data, but it discourages any serious discussion of programme planning and coordination, which require all players to sit and discuss together. In addition to the above coordination mechanism is the GBV working group which functions within the cluster system and brings together all agencies involved in GBV work. Seemingly it functions mainly as a forum in which agencies report what they are doing. Agencies see the commissions as the principal coordinating structure. A recent workshop on IASC guidelines on sexual violence seemed to stimulate little interest and was poorly attended. While this might be regarded as just a further expression of lack of interest in the cluster system, some of those who attended the IASC workshop felt that more development would be required if the guidelines were to have application to the local context.

¹UN OCHA (2007) Cluster Approach Evaluation Report

ANNEX J: ENHANCING GENDER SENSITIVITY AND VULNERABILITY ANALYSIS IN DG ECHO DECISIONS

The purpose of this analysis was to review the nature of gender issues addressed in DG ECHO global plans/decisions, to examine the use of gender referenced data in assessing the severity of emergency and in needs assessment, and to identify possibilities for enhancing the use of gender sensitive information in drafting global plans.

Sixteen decisions were examined in this analysis. In each case the situational analysis was scanned for explicit references to gender related needs, and the use of supporting gender specific indicators. An assessment has been made of how readily data is available or can be collected to support a wider use of such indicators. Bearing in mind the broader need to gain a focus on vulnerability, the analysis has been extended to include indicators of vulnerability that are not gender specific. The final table of the annex contains some additional indicators that can be obtained with relative ease to enhance gender sensitive vulnerability analysis. This is not a comprehensive list. It contains examples of data that can be used to increase the sensitivity of assessments that are already frequently made. Thus, a woman in an IDP camp who is unaccompanied by another adult but has two very small children is usually vulnerable. She is more vulnerable if she receives no remittances from outside the camp, and yet more vulnerable if she has lost all her assets. The frequency of these kinds of circumstances within a population is relatively easy to establish.

TABLE 1. THE 16 DECISIONS

Bangladesh	<i>ECHO/BGD/BUD/2009/01000</i>
Burundi and Tanzania	<i>ECHO/-CF/BUD/2009/01000</i>
Republic of Chad	<i>ECHO/TCD/BUD/2009/01000</i>
Cuba	<i>ECHO/CUB/BUD/2009/01000</i>
Democratic Republic of Congo	<i>ECHO/COD/BUD/2009/01000</i>
Kenya	<i>ECHO/KEN/BUD/2009/01000</i>
Burma/Myanmar and Thailand	<i>ECHO/-XA/BUD/2009/01000</i>
Sudan	<i>ECHO/SDN/BUD/2009/01000</i>
West Africa	<i>ECHO/-WF/BUD/2009/01000</i>
Bangladesh	<i>ECHO/-FA/BUD/2009/02000</i>
Colombia	<i>ECHO/-SM/BUD/2009/01000</i>
Georgia	<i>ECHO/GEO/BUD/2009/01000</i>
Middle East	<i>ECHO/-ME/BUD/2009/01000</i>
Palestinian territory	<i>ECHO/PSE/BUD/2009/01000</i>
Uganda	<i>ECHO/UGA/BUD/2009/01000</i>
South America (6th Dipecho Action Plan)	<i>ECHO/DIP/BUD/2009/01000</i>

Gender referencing in decisions

References to the vulnerability of women and children were common, although the nature of the vulnerability was not always made explicit. There were no references to vulnerabilities of men. Equally there was no separate referencing of boys and girls, although in some cases it was clear that a problem affected boys more than girls (e.g. detention of children by the military). With natural disasters there was more reference to issues of malnutrition and disease, while in complex human emergencies more

mention was made of violence and human rights abuse. There are more references to non-gender referenced vulnerability than to gender specific vulnerability.

TABLE 2. FREQUENCY OF VULNERABILITY REPORTING

Decisions with references to gender specific vulnerabilities and needs		Decisions with references to child specific vulnerabilities and needs			Other vulnerabilities not gender specified
Total no decisions referring to men	Total no decisions referring to women	Total no. of decisions referring to children	Total no. decisions referring to boys	Total no. decisions referring to girls	
0	11	12	0	0	13
Nature of vulnerabilities mentioned for women: Female heads household (3) Pregnant women (2) Sexual violence (2) Malnourished (2) Violation of rights under humanitarian law (1) Victims of gender based violence (1)		Nature of vulnerabilities for children: Recruitment into armed groups (3) Displacement induced poverty (1) Experience violence at home, school, street (3) Experience of detention by military (1) Malnourished (4) Violation of rights under humanitarian law (1) High infantile mortality (1) Water-borne infection (1)			Nature of gender non-specific vulnerabilities: Elderly (6) Handicapped (5) Ethnic groups (1) Those who have lost assets (3) Single head of household (2) IDP victims of military targeting (1) Formerly abducted persons (1) Vulnerable to HIV/AIDS (3) Victims of criminality and banditry (1) Expelled (1) Victims of poor camp infra-structure (1)

Table 3. Assessment of data availability and reliability to support use of gender and child sensitive indicators

<i>Gender related indicators</i>	
Data type	Availability and reliability
Maternal mortality	<i>Baseline data:</i> Estimates available for all countries 2005 (WHO UNFPA) <i>Emergency phase:</i> Unlikely to be available. Difficult to collect <i>IDPs:</i> Small scale survey may be possible in camp context
Life expectancy	<i>Baseline data:</i> Available from UN World Population prospects <i>Emergency phase:</i> Reliable data unlikely to be available <i>IDPs:</i> Unlikely to be available
Nutritional status (including micronut)	<i>Baseline data:</i> Sometimes available for certain populations, but cannot be generalized <i>Emergency phase:</i> Sometimes available for certain populations <i>IDPs:</i> Sometimes available for certain populations
Water collection and hygiene practices	<i>Baseline data:</i> Some information may be recorded. Other useful information can easily be collected in focus groups <i>Emergency phase:</i> As for baseline <i>IDPs:</i> As for baseline
Gender based violence	<i>Baseline data:</i> Valid data unlikely to be available <i>Emergency phase:</i> Reliable data on incidence very difficult to collect. Clinic data and focus groups may indicate it is on the increase <i>IDP's:</i> Reliable data difficult to collect
Female headed	<i>Baseline data:</i> Estimates sometimes available for some locations (high rates of HIV

households	usually indicative of high rates female headed households) <i>Emergency phase:</i> Rise in number of women applying to courts for alimony can indicate increase. <i>IDPs:</i> Possible to do quick sample survey in camp context
Problems of land access for widows and divorcees	<i>Baseline data:</i> Some studies may be available. Possible to collect key information in focus group. <i>Emergency phase:</i> Possible to collect key information in focus group. <i>IDPs</i> Possible to collect some information in focus groups:
Vulnerability to criminality and banditry	<i>Baseline data:</i> Some studies may be available. Possible to collect key information in focus group. <i>Emergency phase:</i> Possible to collect information in focus groups, but problem may be location specific
Years of schooling and literacy	<i>Baseline data:</i> National data, (gender disaggregated) obtainable from UNESCO statistics, but real situation may vary from one area of country to another. Real educational level often difficult to infer. <i>Emergency phase</i> Data may be difficult to collect, and statistics unreliable <i>IDPs:</i> Possible to do sample survey in a camp, but time consuming

<i>Child Related Indicators</i>	
Infantile and under-five mortality	<i>Baseline data:</i> Who statistics available but unreliable for some countries <i>Emergency phase:</i> Data difficult to collect and available data unlikely to be reliable. <i>IDPs:</i> Small scale surveys possible in camp context but are time consuming
Malnutrition	<i>Baseline data:</i> May be available for some populations <i>Emergency phase:</i> May be available for some populations. Time consuming to collect if not available <i>IDPs:</i> May be available for some populations
Proportion of school aged children enrolled	<i>Baseline data:</i> UNESCO statistics available <i>Emergency phase:</i> Available statistics unlikely to be accurate <i>IDPs</i> Estimates can readily be made for camp populations and for other neighborhoods
Causes of death data	<i>Baseline data:</i> Sometimes held by MOH, but not all data is considered reliable by WHO Emergency phase: Data very difficult to obtain <i>IDPs:</i> Small scale surveys possible but time consuming
Disease prevalence and length of illness	<i>Baseline data:</i> Unlikely to be available <i>Emergency phase:</i> Very unlikely to be available <i>IDPs</i> Possible to collect for small population but time consuming
Recruitment into armed groups and detention by military	<i>Baseline data:</i> Reliable statistics seldom available <i>Emergency phase:</i> Reliable Statistics very difficult to collect <i>IDP's</i> Possible to carry out survey in camp but very time consuming
<i>Service provision indicators</i>	
Proportion of GDP on health expenditure	<i>Baseline data:</i> World Bank data available <i>Emergency phase:</i> Reliable data may not be available <i>IDPs</i> Data not available
Proportion of personal income spent on health care	<i>Baseline data:</i> Reliable data seldom available <i>Emergency phase :</i> Reliable data seldom available <i>IDPs:</i> Data could be collected for small population, but time consuming
Proportion of women with access to health care	<i>Baseline data:</i> Data may be available but difficult to interpret <i>Emergency phase:</i> Data unlikely to be available and difficult to interpret IDPs: Meaningful data difficult to collect

access to TBAs	<i>Baseline data:</i> Reliable data unlikely to be available <i>Emergency phase:</i> Reliable data very unlikely to be available <i>IDPs:</i> Might be collected for small populations
Training of TBAs	<i>Baseline data:</i> Reliable data unlikely to be available <i>Emergency phase:</i> Reliable global data very unlikely to be available <i>IDPs</i> might be available for certain populations
Disease statistics	<i>Baseline data:</i> MOH should have statistics of diagnoses made at health centers <i>Emergency phase:</i> MOH statistics often not available and poorly indicative of disease burden <i>IDPs</i> Good data may be available for camp populations

Table 4 Categories of readily collectable complementary data for use in needs assessment

Type of data	Mode of access
Asset depletion (livestock, food stocks, household utensils etc)	Focus group, survey
Access to land and food/cash crop production	Focus group, survey
Other livelihood activities	Focus group, survey
Access to cash	Focus group, survey
Income from remittances and gifts	Focus group, survey
Birth spacing (proportion of female headed households with more than 2 children below the age of 4 years)	Focus group, survey, documentation on cultural practices
High numbers of male/female heads of household who have been with fighting forces (gender disaggregation necessary)	Focus group, survey
High numbers of demobilized boys/girls	Focus group, survey
High numbers of victims of rape	Focus group, survey

ANNEX K: UN SECURITY COUNCIL RESOLUTIONS 1325 AND 1820 – RELEVANT PARAGRAPHS

Relevant paragraphs for humanitarian interventions.

With relevance to humanitarian operations, the preamble to 1325 on women, peace and security, adopted in October 2000 reaffirms “the need to implement fully international humanitarian and human rights law that protects the rights of women and girls during and after conflict” and notes “the need to consolidate data on the impact of armed conflict on women and girls.”¹ The body of the resolution:

- requests the UN Secretary-General “to provide to Member States training guidelines and materials on the protection, rights and particular needs of women”;
- “urges Member States to increase their voluntary financial, technical and logistical support for gender-sensitive training efforts”;
- refers to the “special needs of women and girls during repatriation and resettlement and for rehabilitation, reintegration and post-conflict reconstruction.”
- “calls on all parties to armed conflict to take special measures to protect women and girls from gender-based violence, particularly rape and other forms of sexual abuse, and all other forms of violence in situations of armed conflict.”
- “calls upon all parties to armed conflict to respect the civilian and humanitarian character of refugee camps and settlements, and to take into account the particular needs of women and girls, including in their design, and recalls [earlier] resolutions....”

Relevant sections for this Review of UN Security Council Resolution 1820 on women, peace and security that was adopted in June 2008 are set out here. The resolution notes that “that women and girls are particularly targeted by the use of sexual violence, including as a tactic of war to humiliate, dominate, instill fear in, disperse and/or forcibly relocate civilian members of a community or ethnic group; and that sexual violence perpetrated in this manner may in some instances persist after the cessation of hostilities;”, and recalls “the inclusion of a range of sexual violence offences in the Rome Statute of the International Criminal Court and the statutes of the ad hoc international criminal tribunals”. Requests the Secretary-General, in consultation with the Security Council and Member States,

- “to develop and implement appropriate training programs for all peacekeeping and humanitarian personnel deployed by the United Nations in the context of missions as mandated by the Council to help them better prevent, recognize and respond to sexual violence and other forms of violence against civilians;”
- “to continue and strengthen efforts to implement the policy of zero tolerance of sexual exploitation and abuse” in peace operations.
- (and relevant United Nations agencies) “*inter alia*, through consultation with women and women-led organizations as appropriate, to develop effective mechanisms for providing protection from violence, including in particular sexual violence, to women and girls in and around UN managed refugee and internally displaced persons camps,”
- “*Urges* all parties concerned, including Member States, United Nations entities and financial institutions, to support the development and strengthening of the capacities of national institutions, in particular of judicial and health systems, and of local civil society networks in order to provide sustainable assistance to victims of sexual violence in armed conflict and post-conflict situations;”

- “Urges appropriate regional and sub-regional bodies in particular to consider developing and implementing policies, activities, and advocacy for the benefit of women and girls affected by sexual violence in armed conflict;”

The Secretary-General is also asked to report to Security *inter alia* on “proposals for strategies to minimize the susceptibility of women and girls to such violence; benchmarks for measuring progress in preventing and addressing sexual violence;” and also “plans for facilitating the collection of timely, objective, accurate, and reliable information on the use of sexual violence in situations of armed conflict.”

ENDNOTES

¹ The Beijing Platform for Action (1995) was the outcome of the Fourth World Conference on Women and included a key section on “Women in Armed Conflict” that *inter alia*, committed to protect women living in situations of armed conflict, reduce human rights abuses in conflict, and to provide protection and assistance to refugee women.

² SEC (2008) 1991 *European Consensus on Humanitarian Aid – Action Plan*, Commission Staff Working Paper; May 2008. http://ec.europa.eu/echo/files/policies/consensus/working_paper_en.pdf; See Annex B For TORs, Inception Note, and Calendar for the Review.

³ One Hundred Words for Equality: A glossary of terms on equality between women and men (DG Employment and social Affairs, 1998). See Annex A for list of Key Gender-Related Terms.

⁴ http://www.coe.int/T/E/Human_Rights/Equality/02_Gender_mainstreaming/

⁵ http://ec.europa.eu/echo/files/funding/figures/financial_report2008.pdf#page=7

⁶ http://eurlex.europa.eu/smartapi/cgi/sga_doc?smartapi!celexapi!prod!CELEXnumdoc&numdoc=31996R157&model=gui_chett&lg=en; This emphasizes the nature of emergency response to natural disaster and war in meeting the needs of the most vulnerable without discrimination, and holding to humanitarian values of impartiality and independence. It also stresses protection of civilians.

⁷ See (2008/C 25/01) *European Consensus on Humanitarian Aid*, Joint Statement by the Council and the Representatives of the Governments of the Member States meeting within the Council, the European Parliament and the European Commission http://ec.europa.eu/echo/files/policies/consensus/consensus_en.pdf; Also, SEC (2008) 1991 *European Consensus on Humanitarian Aid – Action Plan*, Commission Staff Working Paper; May 2008.

http://ec.europa.eu/echo/files/policies/consensus/working_paper_en.pdf; The Consensus was informed by an earlier Communication from the Commission to the European Parliament and Council. See Com (2007) 317, *Towards a European Consensus on Humanitarian Aid*. http://ec.europa.eu/echo/files/policies/consensus/acte_en.pdf

⁸ The 2008 ECPDM Study for the Slovenian Presidency on *Enhancing the EU Response to Women and Armed Conflict*, by Andrew Sherriff with Karen Barnes, notes as “a considerable omission” that the 2007 Commission Communication *Towards a European Consensus on Aid* did not make specific reference to gender or women. p.30. The study also observed that DG ECHO’s specialist human resources on gender to take forward the commitments of the Consensus were “minimal and stretched over many different issues.”

⁹ “Recognising the different needs, capacities, and contributions of women, girls, boys and men, the EU highlights the importance of integrating gender considerations into humanitarian aid. (Para 23) The EU recognises that the active participation of women in humanitarian aid is essential, and commits to promoting that involvement. (Para 24)”

¹⁰ “In responding to humanitarian need particular vulnerabilities must be taken into account. In this context, the EU will pay special attention to women, children, the elderly, sick and disabled people, and to addressing specific needs. Moreover, protection strategies against sexual and gender based violence must be incorporated in all aspects of humanitarian assistance.”

¹¹ http://ec.europa.eu/employment_social/gender_equality/legislation/ectreaty_en.html

¹² European Commission *Framework Strategy for Gender Equality 2001-2005*.

¹³ The Roadmap was launched in March 2006 and will be evaluated in 2010 to plan further follow up. COM(2006) 92 final *A Roadmap for equality between women and men – 2006-2010*; <http://ec.europa.eu/social/main.jsp?langId=en&catId=418>

¹⁴ It is committed to “monitor progress in gender equality in the human resources policy in the Commission and [report ...] on the achievement of targets set for its Committees and Expert Groups; facilitate training on gender equality for its staff, including management and staff working in external and development cooperation fields.” See Roadmap, p.11. Since 1995, the Commission had been setting annual objectives for the recruitment and appointment of women to the Category A posts, with the objective of reaching parity in the long term. The objectives laid down for 2005 were 20% for senior management, 30% for middle management and 50% for non-management administrator posts. (Annex III of Roadmap on *Equal Opportunities Policy Between Men and Women at the European Commission*) The 2007 targets were set at: 25% of first appointments to senior management posts, 30% to middle management posts and 50% to non-management AD posts. This was the first year that all targets were met (35.1% at senior management level, 31.5% at middle management level and 54.2% at AD level. This followed the application of ‘binding measures’ to encourage results including training for managers on equal opportunities and mixed panels. See:

<http://www.eubusiness.com/Employment/gender-equality-ec.07/>

¹⁵ “whose main task is to develop the future gender mainstreaming activities in all Commission services, through the formulation of work programmes, and the monitoring of their implementation.”

http://ec.europa.eu/employment_social/gender_equality/gender_mainstreaming/practice_en.html

¹⁶ Other institutional support mechanisms on gender include an informal Network of gender focal points from DGs working in external relations and development cooperation as well as representatives of EC delegations. There is also a Network of focal points on equal opportunities set up in 2004 to link representatives of all Directorates General of the Commission in charge of human resources and ensures implementation of the *Fourth Action Programme for Equal Opportunities for Women and Men at the European Commission*. April 2004 (SEC (2004) 447/5).

http://ec.europa.eu/civil_service/docs/4th_action_programme_en.pdf; See also Annex III of Roadmap.

¹⁷ The Roadmap does reference the negative effects of gender inequality on human capital for growth as part of its context for action: “Progress made by women, including in key areas for the Lisbon Strategy such as education and research, are not fully reflected in women's position on the labour market. This is a waste of human capital that the EU cannot afford.”; See also ICRC (2008) for rationale of enabling environment of institution underpinning improved delivery of protection programmes, discussed in paragraph... of this report as well as DFID (2007) discussed in para.....; Reference is also found to the efforts of UN agencies in this regard in paras.....

¹⁸ DG ECHO HR unit B3

¹⁹ See Roadmap, pp. 9-10.

²⁰ See COM (2008) 760; *Mid-term Progress Report on the Roadmap for Equality Between Women and Men (2006-2010)*; November 2008

²¹ See Council of the European Union (15671/1/08) *Comprehensive Approach to the EU Implementation of the United Nations Security Council Resolutions 1325 and 1820 on Women, Peace and Security*; <http://register.consilium.europa.eu/pdf/en/08/st15/st15671-re01.en08.pdf>; See Annex K for relevant extracts from 1325 and 1820 for this Review. European Parliament resolutions have also called on the Commission to respond to issues of gender-based violence and protection, provision of treatment to rape victims, participation of beneficiaries in decision making in camps, with particular reference of internally displaced and refugee women and children. This is reinforced by 2005 EP resolution on women in conflict. See Resolution A5-0308/2000 on *Gender Aspects of Conflict Resolution and Peacebuilding*; <http://eur-lex.europa.eu/JOHtml.do?uri=OJ:C:2001:228:SOM:en:HTML>, and Resolution 2005/2215 on *The situation of women in armed conflicts and their role in the reconstruction and the democratic process in countries after a conflict*; <http://www.europarl.europa.eu/oeil/file.jsp?id=5288682>

²² Learning lessons from the Programme of Action to mainstream gender into development cooperation during 2001-2006 led the Commission to send a stronger policy signal of the centrality of gender equality in the Communication of 2007 on *Gender Equality and Women Empowerment in Development Cooperation*. This was reinforced by EU Member States in Council Conclusions of May 2007 that paved the way for an EU wide approach. See European Commission COM (2007) 100 final, *Gender Equality and Women Empowerment in Development Cooperation*, <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:52007DC0100:EN:HTML> and http://ec.europa.eu/development/icenter/repository/SEC_2007_332_EN_DOCUMENTDETRAVAIL_en.pdf for annexes including Annex IV on Main recommendations of the Thematic Evaluation of the Integration of Gender in EC Development Co-operation with Third Countries (2003). See also associated Council Conclusions (May 2007) <http://register.consilium.europa.eu/pdf/en/07/st09/st09561.en07.pdf>; The Action Plan is likely to include the selection of pilot countries to put coherence into practice on the ground. Furthermore, training and capacity development initiatives such as the gender helpdesk, Delegation gender focal points, and a gender mainstreaming toolkit have been developed by development cooperation and external relations counterparts in the Commission and can provide opportunities for joint training and information sharing as well as provide useful templates for DG ECHO in considering gender-sensitisation efforts in humanitarian assistance both at country and regional levels and on-line. Attention should be drawn to an ECHO initiative for guidance and training by RSO Managua in 2005. The *Gender Toolkit, ECHO LAC* provides an interesting example of checklists to guide programming decisions for humanitarian assistance in the region.

²³ See Com (2008) 55 final, *A Special Place for Children in EU External Action*, Communication, February 5 2008; <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2008:0055:FIN:EN:PDF>; SEC (2008) 136, *The European Union's Action Plan on Children's Rights in External Action*, Commission Staff Working Document, February 5, 2008; <http://register.consilium.europa.eu/pdf/en/08/st06/st06175-ad02.en08.pdf>; SEC (2008) 135, *Children in Emergency and Crisis Situations*, Commission Staff Working Document, February 5, 2008; <http://eurlex.europa.eu/Notice.do?mode=dbl&lang=fr&lng1=fr,en&lng2=en,fr,&val=464334:cs&page=1&hwords=crise~enfant~>

²⁴ COM (2001) 153 final, *Linking Relief, Rehabilitation and Development – an assessment*, <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2001:0153:FIN:EN:PDF>, April 2001.

²⁵ <http://www.un.org/womenwatch/daw/csw/GMS.PDF>

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- ²⁶ <http://www1.umn.edu/humanrts/instree/e5dplw.htm>; women and poverty; education and training; women and health; violence against women; women in armed conflict; women and the economy; women in power and decision making; institutional mechanisms for the advancement of women; human rights and women; women and the media; women and the environment; the girl child.
- ²⁷ – See UNDP (2008) *Empowered and Equal: Gender policy strategy 2008 - 2011*
- ²⁸ WFP (2009) *Gender Policy, Promoting Gender Equality and the Empowerment of Women in Addressing Food and Nutrition Challenges*
- ²⁹ See <http://www.undp.org/mdg/basics.shtml>
- ³⁰ See <http://www.peacewomen.org/un/sc/1325.html>
- ³¹ See Hyogo Framework for Action 2005 – 2015 <http://www.unisdr.org/eng/hfa/hfa.htm>
- ³² UNICEF (2007) *State of the World's Children*
- ³³ Convention on the elimination of all forms of discrimination against women
- ³⁴ International Convention on the Rights of the Child
- ³⁵ See WFP (2003) *Gender Policy: Enhanced commitments to women to ensure food security*
- ³⁶ women and health, education and training of women, women and the economy, women in power and decision making, the girl child
- ³⁷ UN OCHA (2005) *OCHA toolkit: Gender equality*
- ³⁸ UN Secretary General Communication *The Human Rights Based Approach to Development Cooperation: Towards a Common Understanding Among UN Agencies*
http://www.hreoc.gov.au/social_justice/conference/engaging_communities/un_common_understanding_rba.pdf
- ³⁹ UNHCR (2001) *Reinforcing a Community Development Approach* <http://www.unhcr.org/cgi-bin/texis/vtx/refworld/rwmain?page=search&docid=470629c82>
- ⁴⁰ The concept of protection would appear to have entered humanitarian discourse with the Geneva Convention. Only more recently has it come to mean defending people's rights rather than just their safety.
- ⁴¹ See for example UNHCR (2008) *Handbook on the Protection of Women and Girls*
- ⁴² See Slim, Hugo and Luis Eguren (pilot version undated) *Humanitarian protection ALNAP*
http://www.alnap.org/publications/protection/alnap_protection_guide.pdf
- ⁴³ See OCHA (2005)
- ⁴⁴ Part of WFP policy is to use food assistance to involve men and boys in action to reduce risks to women and girls,
- ⁴⁵ Some NGO's in India report having targeted extra food rations at pregnant women by selecting foods that men would not like.
- ⁴⁶ UNHCR (2006) *Tool for Participatory Assessment in Operations*
- ⁴⁷ IASC (1999) *Protection of Internally Displaced Persons: Policy paper* <http://www.icva.ch/doc00000088.html>
- ⁴⁸ UN Secretary General Communication *The Human Rights Based Approach to Development Cooperation: Towards a Common Understanding Among UN Agencies*
- ⁴⁹ International Convention of the Rights of the Child
- ⁵⁰ See OCHA (2005)
- ⁵¹ IASC (2006) *Women, Boys, Girls and Men, Different Needs – Equal Opportunities: Gender Handbook in Humanitarian Action*; http://www.humanitarianinfo.org/iasc/pageloader.aspx?page=content-subsidi-tf_gender-default&mainbodyid=&publish=
- See UN/ISDR (2006) *Gender Perspectives: Working together for Disaster Risk Reduction*
http://www.unisdr.org/eng/about_isdr/isdr-publications/09-gender-good-practices/gender-good-practices.pdf
- and UN/ISDR (Undated) *Women, Disaster Reduction and Sustainable Development*
http://www.unisdr.org/eng/riskreduction/gender/Women_disaster_reduction_and_SD.pdf and Annex on field visit to India
- ⁵³ See OCHA (2005)
- ⁵⁴ The importance of the issue of equity is taken up in WFP's in their most recent document with a commitment to encouraging men to share the burden of childcare.
- ⁵⁵ ICRC (2001) *Women Facing War: ICRC Study on the Impact of Armed Conflict on Women*;
[http://www.icrc.org/Web/Eng/siteeng0.nsf/htmlall/p0798/\\$File/ICRC_002_0798_WOMEN_FACING_WAR.PDF](http://www.icrc.org/Web/Eng/siteeng0.nsf/htmlall/p0798/$File/ICRC_002_0798_WOMEN_FACING_WAR.PDF)
- ⁵⁶ In DRC these include initiatives to create safe environments (fuel efficient stoves, income generation activities), and a model for care of victims of gender based violence
- ⁵⁷ ICRC (2008) *Sexual violence in armed conflict and internal violence: ICRC's frame of reference*
- ⁵⁸ See ICRC (2008) "The ICRC's governing and executive bodies are fully committed to achieving gender equality within the organization as they are conscious of the direct impact of such a policy on the quality of the organization's operations"

to protect and assist victims of conflict and other situations of armed violence [...] Nevertheless, the ICRC, like many other organizations, faces a persistent lack of balance between the sexes at certain levels of the hierarchy and in certain functions.”

⁵⁹ ICRC (2008) *Gender Equality at ICRC: “2006 – 2007 Gender Assessment Report*

⁶⁰ IFRC (undated) Gender Policy

⁶¹ See ECOSOC definition of mainstreaming in Annex...

⁶² The World Bank Participation Source Book (website) <http://www.worldbank.org/wbi/sourcebook/sba109.htm>

⁶³ FAO (2001) Socio-economic and Gender Analysis Project : *Handbook for the field*

<http://www.fao.org/sd/seaga/downloads/En/FieldEn.pdf>

⁶⁴ Age Gender Diversity Mainstreaming

⁶⁵ Norwegian Agency for Development Cooperation (Norad) (2006) *Lessons from Evaluations of Women and Gender Equality in Development Cooperation*, Synthesis Report 2006/1. Berit Aasen, Senior Researcher, Norwegian Institute for Urban and Regional Research

⁶⁶ WFP (2008) Evaluation of Gender policy 2003 – 2007

⁶⁷ UNDP notes that Various treatments of this function are known to be effective:

- Assigning various components of the function to different staff members, such as DRR, OM, GFP, Gender Expert, coordinated by a member of the management team;
- Appointing both “senior” and “junior” focal points, working together as a team;
- Rotating the function, so that all staff (male and female) get the opportunity to serve in this capacity;
- Appointing a gender focal point in each unit of an office, coordinated by a member of the management team, working together as a cluster, or small community of practice; and
- Ensuring gender balance on gender focal point teams.

⁶⁸ [CIDA \(2005\) *Framework for the Assessment of Gender Equality Results*](#):

⁶⁹ – UN OCHA (2008 révision) *Gender Action Plan 2007 – 2010*

<http://ochaonline.un.org/HumanitarianIssues/GenderEquality/GenderActionPlan/tabid/1191/language/en-US/Default.aspx>

⁷⁰ IASC (2006) *Five Ways to strengthen gender mainstreaming in humanitarian action*

[http://ochadms.unog.ch/quickplace/cap/main.nsf/h_Index/2006_Gender&Cluster_Appeal/\\$FILE/2006_Gender&Cluster_Appeal.doc?OpenElement](http://ochadms.unog.ch/quickplace/cap/main.nsf/h_Index/2006_Gender&Cluster_Appeal/$FILE/2006_Gender&Cluster_Appeal.doc?OpenElement)

⁷¹ IASC (2008) *Policy Statement Gender Equality in Humanitarian Action*

⁷² See annex report on Congo Mission

⁷³ UN OCHA (2007) Evaluation and Studies Section *Cluster approach evaluation*

<http://www.odi.org.uk/hpg/papers/hpgcommissioned-OCHA-clusterapproach.pdf>

⁷⁴ See [UN OCHA \(2007\)](#) and Annex *Case Study Congo*

⁷⁵ See description of project at <http://www.nrc.no/?aid=9160724>

⁷⁶ Global Public Policy Institute (2008) Project Report: The gender standby capacity project.

⁷⁷ The evaluators in their report recommend that the views of the Gen Cap advisor should be taken up in any upcoming revision of the handbook, and their advice should be sought on any strategy to promote its use.

⁷⁸ The evaluators note the difficulties may be due to particular problems of sector coordination

⁷⁹ These are a) ensuring information access; b) protecting rights to nationality, civil status, and family relations c) protection from SGBV; from smuggling, trafficking and abduction, from restrictions of freedom of movement, and from military recruitment d) access to justice e) access to healthcare and avoidance of disease f) access to education g) livelihoods and food security g) housing and shelter

⁸⁰ ICRC (2004) *Addressing the Needs of Women Affected by Armed Conflict: An ICRC Guidance Document*; includes Annex in Guidance on “General and Specific Protection of Women under IHL.”

⁸¹ Norwegian Agency for Development Cooperation (Norad) (2006) *Lessons from Evaluations of Women and Gender Equality in Development Cooperation*, Synthesis Report 2006/1. Berit Aasen, Senior Researcher, Norwegian Institute for Urban and Regional Research (NIBR);

⁸² For example, the recommendation to increase lighting so as to avoid sexual molestation is not feasible in the many camps where candles are the only source of lighting

⁸³ While WFP have long advocated issuing ration cards to women as a way to ensure that women gain control over food aid, they now acknowledge on the basis of recent field studies that the measures do not always achieve the results intended.

⁸⁴ See Norwegian Ministry of Foreign Affairs (2008) *On Equal Terms: Women’s rights and gender equality in international development policy*, Report No. 11 to the Storting (2007-2008); Norwegian MFA (2007) *Action Plan for*

Women's Rights and Gender Equality in Development Cooperation 2007-2009. See also Norwegian Agency for Development Cooperation (Norad) (2005) *Evaluation of the 'Strategy for Women and Gender Equality in Development Cooperation (1997-2005)* and Norad (2006) *Lessons from Evaluations of Women and Gender Equality in Development Cooperation*, Synthesis Report 2006/1. Action plans on human trafficking (2006-2009) and female genital mutilation (2003-2010) are also part of Norway's systematic response to women's rights and gender equality at the global level.

⁸⁵ Norwegian Agency for Development Cooperation (Norad) (2005) *Evaluation of the 'Strategy for Women and Gender Equality in Development Cooperation (1997-2005)*; this was reinforced by a review of wider donor evaluations on mainstreaming gender (including the EC) Norad (2006) *Lessons from Evaluations of Women and Gender Equality in Development Cooperation*, Synthesis Report 2006/1.

⁸⁶ Direction Generale de la Cooperation Internationale, DGCID *Genre: Document d'orientation strategique 2008*

⁸⁷ The 2005 policy on *Promoting Gender Equality in Development Cooperation* that underpins much of Sweden's aid priorities is due to be updated but major changes of focus are not expected. Swedish development cooperation has gender equality as one of its three focus areas (the others are human rights and democratization, and environment and climate change). Within gender equality the key priorities are: Sexual and reproductive health; Political participation; Economic empowerment; and, Women and security (including GBV)

⁸⁸ Ministry of Foreign Affairs Sweden (2004) *The Government's Humanitarian Aid Policy*, Government Communication 2004/05:52; pp.18-21

⁸⁹ Finnish Ministry of Foreign Affairs (2007) *Humanitarian Assistance Guidelines*

⁹⁰ See Irish Aid (2004) *Gender Equality Policy*, Development Cooperation Ireland, Department of Foreign Affairs. Irish Aid is reviewing and updating its Gender Equality Policy from the 2004 version. There are indications that Irish Aid, like other donors, will seek to focus on implementation and management-based action plans to improve results.

⁹¹ Reference is made here to HAP (Humanitarian Accountability Project) standards and to the need for organizations to comment on how standards are being actively pursued as well as means for feedback to be given by beneficiaries and to get responses.

⁹² For example see DFID (2006c) *Evaluation of DFID's Policy and Practice in Support of Gender Equality and Women's Empowerment*, and DFID (2005) *Evaluation of DFID Development Assistance: Gender Equality and Women's Empowerment, Phase II Thematic Evaluation: Conflict and Post Conflict Reconstruction*. Such lack of traction on mainstreaming is a common theme of recent donor evaluations and are well captured in Norad (2006) *op cit*. DFID's gender equality approach had originated in a twin track strategy of programmes targeted at the empowerment of women as well as a mainstreaming approach to integrate a gender perspective into all DFID programme. This was reflected in DFID (2000) *Poverty Elimination and the Empowerment of Women: Strategies for achieving the international development targets*.

⁹³ The *Gender Equality (Duty) Scheme 2007-2010* establishes a commitment to actively pursue gender equality throughout DFID, its human resources, staffing (recruitment, promotions, mentoring) procurement and partnerships in line with UK sex discrimination laws, the principles of which will be extended internationally where possible. Accountability is assigned to managers for specific, results-based tasks.

⁹⁴ *Gender Equality Action Plan 2007-2009: Making faster progress to gender equality (GEAP)*

⁹⁵ Both DFID's Humanitarian Policy and Gender Equality Action Plan are scheduled for evaluations in the 2009-2011 period and could provide useful lessons.

⁹⁶ See DFID (2008a) *The Gender Manual: A Practical Guide*. This includes summaries of checklists, guidelines and tools for mainstreaming gender in programming of DFID funds and is directed at non-specialists in gender to "recognise and address gender in their work."

⁹⁷ The actions for gender equality include development of quality information and data for results, supporting consistent policy and practice with technical resources to address gender equality in all areas, building internal and external expertise and knowledge, and focusing on gender equality in the core partnerships with Governments, multilateral organisations and NGOs.

⁹⁸ Tools and training are being developed alongside the GEAP including a recent Gender Manual that provides a useful learning guide for non-specialists in setting out the practical lessons learned of the pros and cons of implementing gender mainstreaming in a number of areas including training and gender focal point networks.

⁹⁹ The UK Government (DFID) humanitarian aid policy of 2006, focuses on improving needs assessment, monitoring, and having more "robust evidence" to inform responses for effectiveness, that includes an understanding of differential impact of crises on different groups (women, men, children, refugees, IDPs, elderly etc). DFID's policy on disaster reduction makes explicit reference to the differential impact of disasters on vulnerable groups and the risk to the achievement of the MDGs of disaster risk with particular reference to changed household and social structures that directly affect women and

girls. The potential rise in domestic and sexual violence in post-crisis settings as well as vulnerability of pregnant mothers and maternal health care services are two trends cited. The differential impact of emergency responses is highlighted arguing “Where emergency programmes are not well designed they can actually increase the marginalization of women.” See DFID (2006d) *Reducing the Risk of Disasters: Helping to Achieve Sustainable Poverty Reduction in a Vulnerable World*, pp. 6, 11.

¹⁰⁰ The Government of Canada, in the context of the OECD/DAC and the UN, has been an early and active donor in considering gender issues in humanitarian assistance and so is included here for the purposes of illustrating strategic approaches. CIDA (2008) *Evaluation of CIDA’s Implementation of its Policy on Gender Equality*, Executive Report. The Evaluation covered the period 1999-2006.

¹⁰¹ CIDA (2008) Full Report, p.129.

¹⁰² CIDA (2003) *Gender Equality and Humanitarian Assistance: A Guide to the Issues*, [http://www.acdi-cida.gc.ca/INET/IMAGES.NSF/vLUIImages/Africa/\\$file/Guide-Gender.pdf](http://www.acdi-cida.gc.ca/INET/IMAGES.NSF/vLUIImages/Africa/$file/Guide-Gender.pdf); p.1

¹⁰³ The CAP has increasingly come under focus as an important funding mechanism where gender considerations might be better considered. It is a regular agenda item on annual gatherings on the CAP at Montreux. See IASC (2003) *Review of gender mainstreaming in the Consolidated Appeals Process (CAP)*. It highlights the need for greater understanding and use of gender analysis and sex and age disaggregated data (SADD) to inform needs analysis and evaluation of impact. See also UN (2004), para 29; CIDA (2006) *Desk Review of the 2006 Consolidated Appeals: Final Report*. CIDA’s review of CAPs from 2000-2006 found that less than 10% of CAPs included any substantive gender analysis or reference to sex-disaggregated data.

¹⁰⁴ OCHA, UNHCR and ICRC have undertaken such assessments. Grant agreements and guidelines for partners is also an important entry where gender equality results and benchmarks are discussed.

¹⁰⁵ Examples could include themes of gender measurements, needs assessment and indicators of results and impact; gender strategies in sectors of watsan, food aid, health etc; SGBV and protection: the role of humanitarian actors.

¹⁰⁶ Both the CIDA 2003 Guide and DFID 2008 Manual provide very helpful examples of programming assistance notes and guides in supporting staff at different stages planning and implementation of projects.

¹⁰⁷ The Geneva Conventions of 1949 and the additional Protocols of 1977, state that women will be protected against rape, and any other form of sexual assault. The ICRC has conducted work clarifying and interpreting the IHL around women and protection including from sexual violence in conflict. See ICRC (2001) *Women Facing War: ICRC Study on the Impact of Armed Conflict on Women*;

[http://www.icrc.org/Web/Eng/siteeng0.nsf/htmlall/p0798/\\$File/ICRC_002_0798_WOMEN_FACING_WAR.PDF](http://www.icrc.org/Web/Eng/siteeng0.nsf/htmlall/p0798/$File/ICRC_002_0798_WOMEN_FACING_WAR.PDF)

ICRC (2004) *Addressing the Needs of Women Affected by Armed Conflict: AN ICRC Guidance Document*; see also Annex in Guidance on “General and Specific Protection of Women under IHL”

[http://www.icrc.org/Web/Eng/siteeng0.nsf/htmlall/p0840/\\$File/ICRC_002_0840_WOMEN_GUIDANCE.PDF](http://www.icrc.org/Web/Eng/siteeng0.nsf/htmlall/p0840/$File/ICRC_002_0840_WOMEN_GUIDANCE.PDF)

¹⁰⁸ Cases have been brought against a number of military leaders in Rwanda, Sierra Leone and Congo.

¹⁰⁹ For example, the Commission on Human Rights Resolution 1998/52, General Assembly resolutions 63/155, 63/156

¹¹⁰ UNICEF, (1996) *State of the World’s Children* ; Amnesty International: Rape as a weapon of war: Sexual violence and its consequences <http://asiapacific.amnesty.org/actforwomen/conflict-1-eng>; MSF (2003) Enough is enough: Sexual violence as a weapon of war <http://doctorswithoutborders.org/publications/ar/report.cfm?id=1026>

¹¹¹ Inger Skjelsbaek (2001) *Sexual violence and war*

¹¹² Allegations have been made by local women against government forces in DRC that they were common perpetrators of sexual harassment in explaining the continuing sexual violence in places such as Ituri.

¹¹³ The *UN Declaration on the Elimination of Violence Against Women* (1993) defines violence against women as “any act of gender-based violence that results in, or is likely to result in, physical, sexual, or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or private life.”

¹¹⁴ Sida (2008a) *Successful Strategies to End Gender-Based Violence in Post-Conflict Countries*, Conference Report, prepared by Alyson Brody of BRIDGE; the submissions received from the Brussels Ad Hoc Working Group on Violence Against Women in Conflict. There is a working assumption in the international debates at present that the issue needs to meet a ‘threshold of credibility’ (A term used in a speech by Donald Steinberg of the International Crisis Group on the issue of the use of data on sexual violence in conflict. See ICG (2008)) to ensure sustained action and better responses, and UN Security Council Resolution 1820 explicitly requests improvement to data collection and analysis to inform implementation of the resolution. Part IV of this report examines the challenge of data in more detail.

¹¹⁵ IASC guidelines draw attention to the need for places where victims can go to report cases and have them documented. In some countries such provision is being made either by civil society institutions or by the state. In most

cases, however, only a small proportion of incidents are reported, and reporting is in any case likely to break down in time of conflict. See IASC (2005) *Guidelines for Gender-Based Violence Interventions in Humanitarian Settings* http://www.humanitarianinfo.org/iasc/pageloader.aspx?page=content-subsi-tf_gender-gbv

¹¹⁶ See IASC (2005)

¹¹⁷ See Slim, Hugo and Luis Eguren (pilot version undated)

¹¹⁸ UNHCR (2003) *Sexual and gender based violence against returnees and displaced people: Guidelines for prevention and response*; <http://unhcr.org/protect/PROTECTION/3f696bcc4.pdf>

¹¹⁹ ICRC point out how traditional birth attendants, local community leaders, traditional healers can all be valuable partners in breaking down resistance and getting victims access to care. See ICRC (2008).

¹²⁰ The importance of mainstreaming for ensuring sustainability is emphasized by UNHCR. Because many initiatives to address SGBV start in emergencies as targeted programmes, the issue of how to achieve subsequent mainstreaming requires careful examination

¹²¹ See for example those of the IASC (2005)

¹²² This point is underlined by both IASC (2005) and ICRC

¹²³ See ICRC (2008) *Sexual violence in armed conflict: Frame of reference*

¹²⁴ These involve use of the MISP package developed by the Reproductive Health Response in Conflict Consortium

¹²⁵ See IASC (2007) *Guidelines on mental health and psychosocial support in emergency settings* www.who.int/mental_health/emergencies/guidelines_iasc_mental_health_psychosocial_june_2007.pdf

¹²⁶ See UN OCHA (2007 (reference in bib)

¹²⁷ See annex I on DRC mission (reference annex)

¹²⁸ The challenge of making the transition of donor-supported GBV programmes from conflict to post-conflict and into recovery where the reality on the ground is that often resources run out, and programmes are closed down was observed in the Liberia field visit.

¹²⁹ While there are reports in DRC, for example that there is increasing levels of funding for SGBV as a result of the focus on the situation there, a review of Consolidated Appeal Process (CAP) indicates the low levels of funding dedicated to addressing GBV in humanitarian action: “Between 2000 and 2006, only 8 million out of 106 million US dollars were allocated to UN institutions and NGOs for increased protection of vulnerable populations”. (Sida 2008a, p.16). See also IASC (2003) *Review of gender mainstreaming in the Consolidated Appeals Process (CAP)*. In our field mission to Liberia, interviews revealed that the joint programme on SGBV by the Government of Liberia and the UN is not receiving the traction on funding that other programmes enjoy. See also UN Action Against Sexual Violence in Conflict (2008c) *Emergency Funding for Sexual Gender Based Violence Analysis*; The UNIFEM submission via the Brussels Ad Hoc Working Group referred to its own analysis of the CAPs from 2006-2008, indicating that only 1.7% of funds are allocated to gender-related and gender-specific projects, targeting mainly the health sector.

¹³⁰ Sida defines GBV as: “Any harm or suffering that is perpetrated against a woman or girl, man or boy and that has a negative impact on the physical, sexual or psychological health, development or identity of the person. The cause of violence is founded in gender-based power inequalities and gender-based discrimination.” (p.8)

¹³¹ See DFID (2008), p.15

¹³² See Norwegian Ministry of Foreign Affairs (2006)

http://www.regjeringen.no/upload/kilde/ud/rap/2006/0004/ddd/pdfv/279831-actionplan_resolution1325.pdf

¹³³ The Consortium’s 2005 study *Gender Based Violence, a failure to protect: A Challenge to Action* included recommendations to institutionalise awareness and responses to GBV at organisational level, support GBV programming through better understanding of the context, make prevention and protection central to programming and improve service delivery in responding to GBV. <http://www.gbv.ie/2005/11/30/gender-based-violence-a-failure-to-protect-a-challenge-to-action/>; This was followed in 2006 with A Guidance Note on Institutionalising Gender Based Violence Prevention and Response Within Organisations found in Irish Aid (2006) *Gender Based Violence: Ireland Responding*; <http://www.irishaid.gov.ie/uploads/GBV%20Response%20Brochure%20LR.pdf>

¹³⁴ Meeting with and submissions received from *Brussels Ad Hoc Working Group on Violence against Women in Conflict*. This group of NGOs and NGO Networks as well as UN Agencies’ observers has been established in mid 2008 to “work with the EU institutions to increase implementation efforts and improve the existing EU policies in a number of sectors for prevention of, and response to, violence against women in conflict settings....” The following organisations were represented at the meeting: International Rescue Committee (IRC), Marie Stopes International (MSI), European Peacebuilding Liaison Office (EPLO), UNFPA and UNIFEM. Later written submissions to a selected set of survey questions shared through the group were received from: Care International, International committee of the Red Cross

(ICRC), International Rescue Committee (IRC), Marie Stopes International (MSI), inputs from the UN presences in Brussels, consolidated by UNIFEM, as well as additional UNIFEM, UNHCR, and UNFPA submissions.

¹³⁵ For example, see Henia Dakkak, Lisa Eklund and Siri Tellier (2007) “Gender and Reform: Getting the Right Data Right, *Forced Migration Review*, Special Issue on *Humanitarian Reform: Fulfilling Its Promise?*; Issue 29, December 2007. <http://www.fmreview.org/humanitarianreform.htm>

¹³⁶ For example, see December 2008 speech by Donald Steinberg of the International Crisis Group to UN Action Against Sexual Violence in Conflict, “Combating Sexual Violence in Conflict: Using Facts from the Ground”; <http://www.crisisgroup.org/home/index.cfm?id=5837&1=1>; See also WHO (2008), Report of the same meeting on *Sexual Violence in Conflict: Data and Data Collection Methodologies*; WHO Geneva, December 2008; Organised by WHO, UNFPA, UNICEF and UN Action Against Sexual Violence in Conflict; <http://www.stoprapenow.org/pdf/SVDatameetingreportfinal2.pdf> Also referenced here, Social Science Research Council (SSRC) (2005) *Methods and Systems for the Assessment and Monitoring of Sexual Violence and Exploitation in Conflict Situations*, Proceedings of a Technical Consultation convened by SSRC on behalf of UNFPA and WHO on December 15-16, 2005, New York.

Examples of the use of data to explore risk and needs include: International Alert Women’s Peace Programme (2005) *Women’s Bodies as a Battleground: Sexual Violence Against Women and Girls During the War in the Democratic Republic of Congo*. International Alert.

http://programs.ssrc.org/HIV/publications/SGBV_2005/background_docs/womensbodiesasabattleground.pdf; Ward, J., and Brewer, J. (2004). Gender-based Violence in Conflict-Affected Settings: Overview of a Multi-Country Research Project. *Forced Migration Review*, 19.

http://programs.ssrc.org/HIV/publications/SGBV_2005/background_docs/WardandBrewer.pdf

¹³⁷ UN Action brings together the work of 12 UN system entities – DPA, DPKO, OCHA, OHCHR, UNAIDS, UNDP, UNFPA, UNHCR, UNICEF, UNIFEM, WFP and WHO – with the goal of ending sexual violence in conflict.

See UN Action Against Sexual Violence in Conflict (2008) *Reporting and Interpreting Data on Sexual Violence from Conflict-Affected Countries* is a tip sheet for UN Country Teams and Integrated Missions

http://www.stoprapenow.org/pdf/UN%20ACTION_Dos%20and%20Don%27ts.pdf; It draws on WHO (2007) *Ethical and Safety Recommendations for Researching, Documenting and Monitoring Sexual Violence in Emergencies*.

http://www.who.int/gender/documents/OMS_Ethics&Safety10Aug07.pdf; and the IASC (2005) *Guidelines for Gender-Based Violence Interventions in Humanitarian Settings: Focusing on Prevention of and Response to Sexual Violence in Emergencies*; http://www.humanitarianinfo.org/iasc/content/subsidi/tf_gender/gbv.asp; See also UN Action (2008a) tip sheet on *Summary of Ethical and Safety Recommendations for Researching, Documenting and Monitoring Sexual Violence in Emergencies*,

http://www.stoprapenow.org/pdf/UN%20ACTION_WHO%20summary%20of%20guidelines.pdf

¹³⁸ See for example SSRC (2005) *op. cit.*

¹³⁹ GBVIMS Global Team (2009) *Overview of the Gender Based Violence Information Management System (GBVIMS)*. Submitted through Brussels Ad Hoc Working Group on Violence Against Women in Conflict. This initiative is an inter-agency partnership involving the International Rescue Committee (IRC), UNHCR and UNFPA in consultation with the IASC Sub-Working Group on Gender and Humanitarian Action and the Gender-Based Violence Area of Responsibility Working Group of the Protection Cluster. It was launched in 2007 and is developing tools to assist in recording reported cases of GBV, develop databases and provide technical support in the field. The aim is to enable better programming and improve data sharing and collaboration between humanitarian actors.

¹⁴⁰ Draft internal report. Canadian Society for International Health (November 2008) *Getting the Right Data for Decision Making in Humanitarian Action*, Sex and Age Disaggregated Data (SADD) Project. UNFPA/ IASC.

¹⁴¹ For ACE project see http://ochaonline.un.org/ocha2008/html/policy_devp_studies.htm; See also ECHO 0/1/ML D (2008) *Methodology for the Identification of Priority Countries for the European Commission Humanitarian Aid “GNA and FCA”*, Brussels, December 2008.

¹⁴² The seminar took place in Stockholm November 2008 and brought together donor government representatives, official statistics agencies, NGOs and country level experts to consider issues of impact and measurement of results in gender programming.

¹⁴³ The main focus of such efforts is often within longer-term development frameworks such as the PRSPs and MDG reporting. DFID is also developing guidance for integrating gender within evaluation, which seeks to improve the understanding of the impact and effect of programmes on men and women and boys and girls. (DFID (2008), pp.11-13; and DFID (2008a), pp.24-25)

¹⁴⁴ See Lynette Larson (2007) *Strengthening Humanitarian Information Management: A Status Report*. UNOCHA. Supported by the Humanitarian Aid Department of the European Commission (DG ECHO); p.9, “Despite the number and range of tools available there still appears to be a need across many clusters to ‘translate’ in effect, agency-specific tools, into the cluster context and consolidate standardized approaches that can work across emergency responses and between cluster members. The nature of the cluster approach – particularly the emphasis it places on partnership and the harmonization of data and information among multiple agencies – means that buy-in among cluster members on the development and use of common tools is critical.”

¹⁴⁵ For more background see UNHCR and Save the Children UK (2002) *Note for Implementing and Operational Partners on Sexual Violence and Exploitation: The Experience of Refugee Children in Guinea, Liberia, and Sierra Leone*. <http://www.unhcr.org/cgi-bin/texis/vtx/news/opendoc.pdf?id=3c7cf89a4&tbl=PARTNERS>; Save the Children UK (2008) *No One to Turn To: The under-reporting of child sexual exploitation and abuse by aid workers and peacekeepers* http://www.savethechildren.org.uk/en/docs/No_One_to_Turn_To.pdf; Humanitarian Accountability Partnership (HAP) (2008) *To Complain or Not to Complain: Still the Question*. <http://www.hapinternational.org/pool/files/bbc-report-lowres.pdf> The Sphere Handbook, including the 1994 Red Cross code is currently being updated and it is anticipated that Codes of Conduct and the issue of SEA may receive more attention in this process.

¹⁴⁶ <http://www.sphereproject.org/content/view/146/84/langenglish/>

¹⁴⁷ Sida (2008) *Strategy for Humanitarian Assistance*; Ministry of Foreign Affairs Sweden (2004) *Humanitarian Policy*; Sida (2007) *Guidelines for grants*.

¹⁴⁸ See <http://un.org/Depts/dpko/CDT/statement.pdf> for UN Statement. *DFID Guidelines for NGO funding for humanitarian action* (DFID 2007b, pp. 9, 22, 25, 27) make explicit reference the issues of international codes of conduct, ensuring the inclusion of all groups including women, elderly and so forth in beneficiary selection and participation, and explanations of protection and risks and responses to gender-based violence.

¹⁴⁹ For IASC Report and Action Plan, see

<http://ocha.unog.ch/ProCapOnline/docs/library/IASC%20Plan%20of%20Action%20on%20GBV.pdf>

¹⁵⁰ <http://www.hapinternational.org/default.aspx>

¹⁵¹ http://ec.europa.eu/echo/files/about/actors/fpa/core_en.pdf; para. 22. The new Framework Partnership Agreement with Humanitarian Organisations came into force in January 2008.

¹⁵² The Funding Guidelines on Humanitarian Guidelines were finalised as this review was completing its work. The paper has implications for how considerations and recommendations relating to SGBV - a main component of this review - might be taken forward. See ECHO 0/1/ ML D (2009) *Humanitarian Protection: DG ECHO's Funding Guidelines*; Brussels, April 21, 2009. The paper distinguishes between ‘structural’ and ‘non’ structural aspects of protection, arguing that DG ECHO’s humanitarian remit places stress on the latter: Drawing on the Humanitarian Consensus it states that “DG ECHO does “provide a needs-based emergency response aimed at preserving life, preventing and alleviating human suffering and maintaining human dignity” in humanitarian crisis situations resulting of natural disasters or man-made crises. This response contributes to human rights but does not address them as such. Therefore, DG ECHO supports financially **non-structural activities aimed at reducing the risk for and mitigating the impact on individuals or groups of human-generated violence, coercion, deprivation and abuse in the context of humanitarian crises**, and in compliance with the humanitarian principles of humanity, neutrality, impartiality and independence. The term “structural” refers here to a long term process of building or strengthening of institutions, such as most of the environment-building actions...” p.5.

¹⁵³ The elaboration of types of SGBV is to illustrate the range rather than to pre-judge or presume where and when DG ECHO might intervene. This is the task that is recommended to be taken forward by DG ECHO as part of its work to support actions against SGBV in humanitarian situations, taking account of its new funding guidelines for protection and the findings of this review.

¹⁵⁴ See DG ECHO (2008) *DG ECHO HIV Guidelines*;

http://ec.europa.eu/echo/files/policies/sectoral/health_HIV_guidelines_ECHO.pdf

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