

# Gender Procedures

Policy in Action



# Table of Contents

Introduction . . . . .	3
<b>CHAPTER 1: Gender and Organizational Culture . . . . .</b>	<b>4</b>
Section 1: Our Commitment to Gender Equity and Diversity . . . . .	4
Underrepresentation . . . . .	4
Addressing Underrepresentation . . . . .	5
Section 2: Creating Safe and Inclusive Working Environments . . . . .	7
Tips for Creating Safe and Inclusive Work Spaces . . . . .	7
Our Commitment to Protecting our Beneficiaries from Sexual Exploitation and Abuse . . . . .	8
<b>CHAPTER 2: Sex and Age Disaggregated Data . . . . .</b>	<b>8</b>
What is Sex and Age Data? . . . . .	8
What is Sex and Age Disaggregated Data (SADD)? . . . . .	8
When Should We Collect Sex and Age Data? . . . . .	8
Who Collects Sex and Age Data, and Who Disaggregates the Information? . . . . .	9
How Do We Use SADD? . . . . .	9
Why Do We Use SAAD? . . . . .	9
<b>CHAPTER 3: Gender Analysis and Gender Mainstreaming . . . . .</b>	<b>10</b>
What is Gender Analysis? . . . . .	10
Why Use Gender Analysis? . . . . .	12
When Do We Use a Gender Analysis? . . . . .	12
How to Use a Gender Analysis . . . . .	12
Tool 1: Gender in Program Design Checklist . . . . .	12
Gender Mainstreaming: Applying Gender Analysis Findings . . . . .	14
A Gender Mainstreamed Approach . . . . .	14
<b>CHAPTER 4: Gender-Based Violence . . . . .</b>	<b>15</b>
Why GBV at Mercy Corps? . . . . .	15
What is GBV? . . . . .	16
What causes GBV? . . . . .	17
What steps can we take? . . . . .	17
Minimum Standard 1: GBV Mitigation . . . . .	17
Prevention Plans . . . . .	17
Minimum Standard 2: GBV Response through Referrals . . . . .	20

## BOXES

Box 1. Diverse Teams Contribute to Successful Programs . . . . .	4
Box 2. Examples of Safety Issues . . . . .	7
Box 3. Are You Ready to Use SADD? . . . . .	9
Box 4. Using Gender Analysis . . . . .	11
Box 5. Tip: Use Existing Gender Analysis Resources . . . . .	12
Box 6. The Four Analysis Tools in Annex 1 . . . . .	13
Box 7. Factors that may Increase GBV Risk. . . . .	16
Box 8. GBV Takes Many Forms. . . . .	16
Box 9. Girls and Gender-based Violence. . . . .	17
Box 10. Resources Leading to Power . . . . .	18
Box 11. Supporting GBV survivors . . . . .	18

## CASE STUDIES

Case Study 1: Gender Sensitivity in Action. . . . .	6
Case Study 2: SADD and Gender Analysis. . . . .	10
Case Study 3: GBV Risks Lead to Malnutrition . . . . .	15
Case Study 4: Including Men and Reducing Violence . . . . .	19

## ANNEX 1. Gender Analysis Tools

Tool 1: Gender in Project Design Checklist . . . . .	1
Tool 2: Gender Roles Identification . . . . .	2
Tool 3: Accessing and Controlling Resources and Decisions . . . . .	3
Tool 4: External Influencing Factor Checklist . . . . .	5

## ANNEX 2. Gender-Based Violence Resources

Tool 5: Gender-Based Violence Definitions . . . . .	6
Tool 6: GBV Referral Sheets . . . . .	7
Tool 7: Program Cycle GBV Checklist for Managers . . . . .	11
Tool 8: Additional GBV Resources. . . . .	12
Tool 9: Six Core Principles Relating to Sexual Exploitation and Abuse . . . . .	13



# Welcome to Mercy Corps' Gender Procedures!

At Mercy Corps, when we use the term “Gender,” we don't just mean women. **Gender refers to women and men, boys and girls.** And not just their sex (male or female) but all the social distinctions that cultures make between them.

In 2011, Mercy Corps embraced gender awareness and integration as a strategic objective and as a critical element of impactful, smart programs. Mercy Corps' Gender Policy outlines our commitment:

1. To *confirm and communicate* that gender equity is essential to our mission and Vision for Change.
2. To *establish goals and principles* for ensuring that **gender equity** is addressed consistently in our programs and organizational culture.
3. To *provide guidance* on implementing our commitment to gender equity.



Uganda – Jenny Bussey Vaughan/Mercy Corps

**Purpose** - These Gender Procedures were designed to help our teams integrate gender in their offices and programs. They were created in response to the overwhelming request for technical support from our program teams identified during Mercy Corps' 2010 Gender Assessment.

This document provides a starting point and overview of key gender issues and tips on how to integrate gender in our offices and programs. Recognizing that we are all busy, this document is designed to provide brief definitions, explanations, tools and Mercy Corps examples - in simple language. This document is not a comprehensive gender mainstreaming guide. However, we do provide references to more detailed tools and resources as well as references to additional gender materials throughout the document and in the annexes.

**Audience** - Our intent is that these procedures will be shared broadly among Mercy Corps teams. The first chapter focuses on gender and organizational culture, a subject that impacts every Mercy Corps team member regardless of their position or geographic location. Chapters 2 - 4 focus on gender integration in all aspects of the program cycle. The ideas, concepts and tools presented here are intended to be used across all sectors and programs– they are not designed to be used exclusively with gender or women's programming.

**Acknowledgements** - This document was prepared with the support and recommendations of 44 Mercy Corps team members including national, expatriate and headquarters representatives from all Mercy Corps regions (and both headquarters offices). Contributors hold positions ranging from officer and manager to country director, regional program director and vice president and sit on human resource, program, PALM, and TSU teams (not to mention the input of the entire DM&E Community of Practice). Thank you to all of you for your valuable time; our final product is much stronger based on your recommendations. Special thanks to the Gender Procedures Advisory Committee and the Gender Working Group - and particularly Myriam Khoury, Mignon Mazique, Ruth Allen, Aimee Pedretti, Julie Koehler, Lynn Renken and Jenanne Luse who all provided significant support and multiple reviews of drafts. Finally, thanks to external gender-based violence experts Jody Myrum and Kevin McNulty for providing invaluable recommendations on the GBV chapter.

## WORK IN PROGRESS!

*The Gender Procedures is a living document, and we know there is always opportunity for improvement! We welcome recommendations on how we can improve them. Please send suggestions or questions to Sahar Alnouri, Mercy Corps Gender Advisor [salnouri@mercycorps.org](mailto:salnouri@mercycorps.org).*

## CHAPTER 1

# GENDER AND ORGANIZATIONAL CULTURE

Our organizational culture is created through the interactions of Mercy Corps team members at work. We all contribute to our organizational culture, and together we define the values, beliefs and behaviors that lead to a unique work environment. This environment helps to define acceptable behavior between team members, between supervisors and supervisees and between Mercy Corps representatives and our beneficiaries. In this chapter, we cover our commitment to team diversity, gender equity and safety for team members and program participants. *Gender equity* is the fair treatment of males and females, according to their respective needs. This may include equal treatment or treatment that is different but considered equivalent in terms of benefits, obligations and opportunities.

### SECTION 1: OUR COMMITMENT TO GENDER EQUITY AND DIVERSITY

To excel in our work, to best serve our beneficiaries and to cultivate smart, innovative teams we must create office cultures that encourage and respect diversity. We know our efforts to create secure, productive and just communities result in more sustainable, positive change when everyone is engaged – both in the communities we serve and in the workplace.<sup>1</sup>

Our gender initiative is one important part of Mercy Corps' commitment to creating and maintaining a diverse community.<sup>2</sup> It is our responsibility to model our values by ensuring that as much as possible, our teams represent all people in the communities in which we work. We know from experience that building diverse teams can be challenging in many places. In this section, we aim to provide suggestions on how to use employment strategies to remove obstacles for underrepresented groups to work.

#### Underrepresentation

Every context where Mercy Corps works is unique and presents different recruitment challenges and opportunities.

*Underrepresentation* is a situation in Mercy Corps teams where one sex is present in lower proportions than the other.<sup>3</sup> It can occur at a country level, in a sub-office or on a HQ team. It can happen at different management levels, in certain technical areas or in specific geographic locations.

#### BOX 1

### Diverse Teams Contribute to Successful Programs

**We need diverse teams in order to be leaders in our work.** We know that bringing a variety of voices and experiences to our teams helps us to find the most innovative and sustainable solutions to community needs.

**We are committed to using a Do No Harm<sup>4</sup> approach in our work.** That includes ensuring that we are sharing our resources, including employment opportunities and program resources, fairly and transparently across groups and social separations.

**Successful programs require full community engagement.** In some cultures and types of programs we may need team members that reflect some of the demographics of our target beneficiaries. For example, we may need male team members to lead boys' health education projects and female team members for girls' health education projects.

1 Workplace is defined as any location where Mercy Corps team members work. This includes offices, agency vehicles and any locations in the field and with communities we serve.

2 We recognize and respect our team members' differences in terms of their cultural, racial, economic, educational, ethnic and religious/spiritual backgrounds as well as in their abilities, interests, values, beliefs and world views.

3 Please see Mercy Corps' Commitment to Inclusion in the Who we Are Document: Mercy Corps. Who We Are. <https://mcdl.mercycorps.org/gsd/docs/Mercy%20Corps%20Who%20We%20Are.doc>. Dec 2011.

4 "The term do no harm within the development community derives originally from a primary precept of medical ethics – that reminds us that we must consider the possible harm that any intervention might do. It is invoked when debating the use of an intervention that carries an obvious risk of harm but a less certain chance of benefit.

**Identifying underrepresentation does not necessarily identify a problem.** Underrepresentation should be used as a diagnostic tool – when imbalance is found, it should trigger analysis to determine if action is needed to address the issue.

### Addressing Underrepresentation

Where significant imbalances exist, team leaders<sup>5</sup> must look for factors contributing to underrepresentation. Various contexts and challenges, and different projects and target beneficiaries, will result in different needs and required actions. **Country Directors will be asked to report on their team gender balance and the implications it has on their programs as part of the 2013 annual planning process.**



Myanmar – Tuntunwin/Mercy Corps

### STEP 1: Diagnosing Underrepresentation

Below are a few questions to help you analyze the make-up of your team.

- How do your overall male/ female team numbers compare? What about by department?
- Has there been a significant change in the number of men and women on the team? If yes, what factors might be causing this change?
- Are men and women present on your management teams? Is there a point in leadership levels where you start to see one gender outnumber another, or see significant imbalances?
- Does your team reflect the gender of your target beneficiaries? During the 2010 agency Gender Assessment,<sup>6</sup> participants from Tajikistan, Iraq, Sudan, CAR and Niger expressed a need for more female team members to better reach female beneficiaries.
- How does your team gender make-up compare to the local or national gender workforce ratio?
- Does your team gender composition reflect education levels among adults in your location?
- Are there any organizations in the area who have overcome barriers to employing an underrepresented gender? How did they accomplish this?

### STEP 2: Tips to Help Address Underrepresentation

Hiring managers and country leaders are always required to hire for positions in a non-discriminatory manner and to ensure recruitment efforts reach the broadest possible applicant pool. To supplement standard processes, below you will find a few suggestions to help recruit and retain underrepresented groups.

#### Recruitment

- Have you talked to representatives from groups you are trying to recruit? Ask them about challenges they face, solutions they recommend, and needs that are not currently being addressed in recruiting and employment.
- Promote open dialogue and discussion about gender issues in the office.
- Try using the Gender Roles Tool (See Annex 1, Tool 2) to better understand the pressures that people may experience

<sup>5</sup> Team leaders include supervisors, department heads, technical directors, country directors and vice presidents.

<sup>6</sup> Mercy Corps. Global Gender Assessment Summary. Dec. 2010. <https://mcdl.mercycorps.org/gsd/docs/2010GenderAssessmentSummary.pdf>

related to local gender roles and responsibilities and how they impact work availability. The best solutions to barriers people face will be developed locally.

- Think about ideal places to advertise job openings. The usual or seemingly logical place may not be the best way to reach the broadest applicant pool. For example, in locations where flyers are a primary advertising tool, observe who views the posting. If it is not a diverse group, consider alternate locations.
- Recruitment for new programs and program scale-up is a great time to address existing team imbalances.
- Consider asking other organizations how they are addressing underrepresentation issues – especially if they appear to have more balanced teams. Don't limit yourself to INGOs and non-profits!
- Another option is to invite family members to visit the office facilities, including at the recruitment stage, and explain our organizational mission and commitment to safety. This is especially effective in locations where families might be worried about security or cultural appropriateness.
- In locations with consistent challenges recruiting female team members or managers, consider identifying talent at lower levels and building their capacity over time.

### **Retention**

- Consider flexible work hours for team members with family needs. (See Box 2)
- Consider capacity building opportunities for team members that may not have had exposure to skills (for example motorbike lessons, leadership, MS Excel).
- Ask your team if office services meet diverse team needs. For example, female team members may not be comfortable traveling alone to the field, with male drivers or after dark. Consider offering opportunities for women to travel with a companion where needed.<sup>7</sup>
- Ask your team if office facilities meet diverse team needs. For example, placing one male and one female team member in an enclosed office may be uncomfortable.
- Consider identifying mentorship opportunities for team members from underrepresented groups.
- Look at your paternity and maternity leave policies. Make sure both are representative of family needs, as new fathers need time off too!
- Are unmarried team members expected to work longer hours, travel more frequently, or work more on weekends? Expectations can be implied rather than explicit –be aware of messages you send by your own behavior.

### CASE STUDY 1

#### **Gender Sensitivity in Action**

In a Mercy Corps office, conversations with female team members revealed that behavior by some male drivers was in conflict with local cultural norms. They were insisting unaccompanied female team members sit in the front seat against the women's wishes. Due to this complaint and related concerns, contracts were not renewed for some drivers. For those who stayed, a clause was added to the vehicle agreement emphasizing that respectful treatment of women is a condition of continuing the agreement.



Iraq – Sebastian Meyer for Mercy Corps

<sup>7</sup> If needs are identified that have cost ramifications beyond your current budget, report gaps during the annual planning process and include these costs into future grants as possible.



## SECTION 2: CREATING SAFE AND INCLUSIVE WORKING ENVIRONMENTS

In addition to promoting gender equity and diversity, successful teams create physical and cultural environments where all team members feel valued, respected and encouraged to contribute fully to our work. Creating a safe and productive work environment requires that we consider the potentially different needs, responsibilities and risks faced by our male and female team members and ensure that these are incorporated in our policies and day-to-day operations.

It is important to not make assumptions about team member comfort levels related to security. For example, in some security situations, it may be safer for women to visit communities. In others, it may be safer for men to move after dark. Ask each team member about their personal comfort levels and do not assume that they can or cannot take some actions based on their sex.

- **We do not tolerate any form of discrimination or harassment.**
- We provide **equal opportunities** for women and men to join and excel on our teams.
- Mercy Corps team leaders are responsible for modeling inclusive behavior, promoting open communications and ensuring that all team members are respected.
- All team members are responsible for contributing to safe and productive work environments.
- We respond swiftly when we receive complaints or discover instances of discriminatory or harassing behavior according to our human resource policies. For more information, please see the Code of Conducts section of the Employee Handbook.

### Tips for Creating Safe and Inclusive Work Spaces

- Train and mentor team members on our Code of Conduct. Discuss sexual harassment, discrimination and protection from sexual exploitation and abuse (PSEA) policies.
- Define appropriate and inappropriate behavior in the work place.
- Provide opportunities for informal conversations, feedback and dialogue around team behavior.
- Consider that some team members may not be comfortable expressing concerns or needs in large groups. Encourage team leaders to adopt open door policies and provide opportunities for one-on-one and/or single gender conversations as appropriate.
- Ensure country-specific complaint processes are clear. Where possible, have both male and female team members available to receive harassment/sensitive complaints. Explain, publically post and request feedback on complaint mechanism processes.

### BOX 2

#### Examples of Safety Issues

**Shared housing.** Are we providing living arrangements that are comfortable for male and female team members? Do toilets have seats? Are showers fully enclosed? Are male and female sleeping quarters private, or separate if needed? Are any cleaning team members expected to be alone in expat living quarters? Could this potentially place them at risk for unwanted/unsafe attention?

**Scheduling.** Are we asking team members to travel after dark in insecure locations or in areas where this may be considered culturally inappropriate for women? Are we scheduling major project activities to happen at times that conflict with local family or cultural expectations? If yes, is it possible to adjust our hours or to provide opportunities for flex-time or working from home? When considering these options, keep in mind the precedents that are set; and balance both program needs and our desire to create safe and inclusive work environments.

**Office Infrastructure.** Are separate bathroom facilities for men and women provided? Is there a private area suitable for breast feeding? Is the office interior and exterior well lit? Is walking from transport to the office safe? Our Tajikistan office provided transportation to the bus stop for team members who had indicated concern over safety walking from the office after dark.

- If problems arise, respond quickly - don't wait for a situation to get worse. *Consult the Headquarters Human Resources team – they are a resource to guide you through options and next steps.*

### Our Commitment to Protecting our Beneficiaries from Sexual Exploitation and Abuse

Sexual exploitation and abuse refers to abuses of power by aid workers when beneficiaries are required to provide sexual favors in exchange for humanitarian assistance. Sexual Exploitation and Abuse are grounded in gender inequality. When community members, and especially women, adolescent girls and children, are displaced, lack options to supplement basic requirements and/or are excluded from involvement in community decision-making or education, they may become extremely vulnerable to abuse and exploitation. We uphold the highest commitment to the safety of our program participants. **We have zero tolerance for any team member behavior that results in the exploitation or abuse of beneficiaries.** We expect every team member to follow the six core principles to prevent sexual exploitation and abuse. (See Annex 2, Tool 9 for Core Principles)



Afghanistan –Miguel Samper for Mercy Corps

## CHAPTER 2

# SEX AND AGE DISAGGREGATED DATA<sup>8</sup>

At Mercy Corps, we know that it is not effective (and we do not have enough resources) to help every community member in the same ways. That is one reason we conduct assessments and develop beneficiary selection criteria – so we can target our assistance to the people who need it the most in ways that make the biggest difference. To best understand who in communities are most vulnerable or most in need, and who is best positioned to make sustainable changes, it is necessary to collect and analyze sex and age data.

### What is Sex and Age Data?

Sex and age data is simply demographic information we collect about program participants' sex and age. It can be collected using both quantitative and qualitative methods. For example, sex and age data is easily collected in surveys, distribution lists, clinic records, and population samples. Sex and age data can also be collected during key informant interviews, focus group discussions, one-on-one interviews, or other data gathering methods. This data may include information gathered to understand the situation of specific groups in the population, like adolescent girls or the elderly.

### What is Sex and Age Disaggregated Data (SADD)?

Data totals, or aggregates, give us an overall picture of a program. For example, aggregate data can tell us how many total beneficiaries attended a hygiene and sanitation training and how many passed a post-training test. Disaggregating data means separating it to look at it in pieces. Sex and age disaggregated data, or SADD, is when we specifically break out data collected by sex and age to look more precisely at similarities, differences and trends. Separating the data gives us new information; for example, we might find that more elderly people attended the training than any other age group or that women only attended training sessions held in the early afternoon. Simply put, disaggregating data allows us to obtain more information than just looking at the total.

<sup>8</sup> This section heavily references Mazurana, Dyan; Benelli, Prisca; Gupta, Huma and Walker, Peter. Sex and Age Matter. Feinstein International Center, Tufts University; August 2011. <https://wikis.uit.tufts.edu/confluence/display/FIC/Sex+and+Age+Matter>



## When Should We Collect Sex and Age Data?

*Mercy Corps' goal is to collect sex and age data in all of our programs.* We should begin collecting it during assessments and baselines, because it will help us to understand how to design more impactful and sustainable programs. We benefit from continuing to collect sex and age data during program implementation through monitoring and mid-line evaluations. This information helps us to correct programs that are not meeting our targets (See Case Study 2). Finally, we should collect it during evaluations so that we can measure the impact we have had on different demographic groups and identify potential trends or make recommendations for future programs. Collecting sex and age data gives us actionable information in emergency responses as well as in recovery and development programs – although we may collect it in different ways, especially during emergency responses when time is precious<sup>9</sup>. Any time we collect data on populations, on access to and control of resources, or on roles in the family, community, or economy, we should be collecting sex and age data.

## Who Collects Sex and Age Data, And Who Disaggregates the Information?

Like other types of information, sex and age data can be collected and disaggregated by M&E officers, program team members or anyone else involved in information gathering and analysis.

## How Do We Use SADD?

Collecting data is the first step. The second step is to enter the information into our databases, analyze it, and discuss our findings. Analysis of disaggregated data can inform us about differences between age groups or sexes that confirm program targets, or unexpected data results that make us ask, “why?” For example, “Why were more women than men selected for a community working group?” or “Why are only older boys participating in this youth project?” Using SADD can also help us to understand our program impacts on different demographic groups and anticipate future trends.

Mercy Corps India disaggregated government census data by sex and age, which helped them to identify the Kashmir youth bulge as a priority area for future programs.

Collecting sex and age data and disaggregating it will help us identify possible problems or disparities, but it will not provide the solutions – for that we need to use gender analysis and may need to collect more information. Gender analysis refers to the many ways we can assess and understand the differences in the lives of women and men, girls and boys and the relationships between and among them. Collecting sex and age data gives us the foundation we need to apply gender analyses. (See Chapter 3: Gender Analysis and Mainstreaming)

## Why Do We Use SAAD?

Using SADD has a number of benefits to program teams. First, it gives us valuable information to better understand the needs and power dynamics in communities. For example, SADD helps us to understand who makes decisions and controls resources at the household and community levels. Second, SADD helps us see how those power dynamics may shape the roles of girls, boys, women and men. The same power dynamics will also affect community members' abilities to access and control resources such as money, education and even to participate in program activities. During

### BOX 3

#### Are You Ready to Use SADD?

- Do your assessment and baseline data collection forms have spaces for sex and age data?
- When collecting data at the household level, are you also gathering at least basic sex and age data?
- Do your monitoring forms have spaces for sex and age data?
- Do your evaluation forms have spaces for sex and age data?
- Do your databases have sex and age input cells? Is the data consistently entered?
- Can you sort the information in your database by sex and age? The HQ DM&E team can help you learn how to do this.
- Have you read the Gender Analysis section of the Gender Procedures?

9 Ibid

assessments, collecting and disaggregating sex and age data and using gender analyses help us understand who is affected, why and how. Such an analysis can also highlight immediate needs, how needs can be similar and different based on sex and age, and what resources people can or cannot access to help themselves or others. Third, SADD can show us new program opportunities, such as ways to build on existing programs with an additional target population, tap into the passion or resources of a group that has been overlooked, or identify unmet needs.

## CASE STUDY 2

### SADD and Gender Analysis – Mercy Corps Sudan

Read the case study below with your team members and identify the steps needed to use SADD effectively.

During routine program monitoring, Mercy Corps Sudan team members noticed something – female teachers were not attending program trainings targeting both male and female teachers. The Sudan team decided to investigate and understand this finding.

Through conversations with female teachers, the team discovered that attendance was low because the trainings were at hours and in locations that did not fit the women's needs and interfered with their responsibilities with family outside of their teaching jobs. Once they identified the problem using SADD, it was easy to find solutions using gender analysis. The team simply adjusted the time and accommodations to better meet the female teachers' needs. They also offered childcare at the training site to allow teachers with children to participate.

These small shifts immediately increased female participation and program reach. This success means that girls growing up in Sudan will have more female role models in the classroom – an important long-term impact.

#### The Mercy Corps Sudan team used four steps to apply SADD and gender analysis to their work:

**Step 1:** The design, monitoring and evaluation (DM&E) team collected sex and age data.

**Step 2:** The DM&E team disaggregated the data and noticed something they were trying to avoid – more men than women were participating in trainings.

**Step 3:** The DM&E team investigated why this was happening through focus group discussions and gender analysis. This allowed them to identify the problem - the training location and timing made it difficult for women to participate.

**Step 4:** The team adjusted the training times to ensure all targeted program participants could attend.

*\*Note: This is a great example of how SADD and gender analysis can be used to identify and solve problems in ongoing programs.*

## CHAPTER 3

# GENDER ANALYSIS AND GENDER MAINSTREAMING

### What is Gender Analysis?<sup>10</sup>

Gender analysis refers to the many ways we can assess and understand the **differences in the lives** of women and men, girls and boys and **the relationships** between and among them, including:

<sup>10</sup> This section heavily references New Zealand Aid. NZAID Gender Analysis Guideline, 2006. <http://nzaidtools.nzaid.govt.nz/sites/default/files/tools/1195062.pdf>. Dec 2011.

- Access to resources, opportunities and decision making;
- Activities, roles and responsibilities; and the
- Constraints, vulnerabilities and risks they face relative to each other.

For example, in some pastoral communities boys are responsible for cattle herding. This can prevent boys from accessing education because they move around frequently and are busy during normal school hours. Girls, on the other hand, may be responsible for caring for younger children. In some situations, this can mean that they stop going to school to manage childcare. Gender analysis is a process that identifies the **varied and different roles and responsibilities** that women, men, girls and boys have in the family, in the community, and in economic, legal, political and social structures.

#### BOX 4

### Using Gender Analysis Helps Us to See:

#### 1. The different needs, priorities, capacities, experience, and vulnerabilities of women, men, girls and boys.

In some areas, boys may be at risk of recruitment or kidnapping by armed groups. By understanding the local needs and risks of boys, we know that activities targeting boys will need to be held in safe places where the boys do not have to travel distances or through areas that might put them at risk.

#### 2. Who has access to and/ or control of resources, opportunities and power?

Through gender analysis we might find that although women are responsible for cooking and household nutrition in a community, men are the ones who decide how much of the household income can be spent on food. This means that nutrition programs focusing on diversifying food sources (and potentially changing the amount of money spent on food) will need to include both men and women to be successful.

#### 3. Who does what, why and when?

In some communities women might be more available for training or program activities at certain times of day when children are in school. At other times of day, they may be too busy with household responsibilities to participate in the same activities.

#### 4. Who is likely to benefit and/or lose from new programs?

Starting a vocational training program for women over the age of 18 would benefit women and their families. However, if gender analysis is not used, it is possible that families could decide to remove girls under 18 years of age from school to fill any gaps in childcare or chores at home while other women in the household attend vocational training. This program could also result in men feeling frustrated and left out if they are not consulted in the design.

#### 5. Gender differences in social relations.

Holding a community meeting to prioritize needs where women, men, boys and girls are all invited may not be sufficient to actually gather everyone's opinions. It may be considered disrespectful for young people to disagree with older community members. Also women and girls may not feel comfortable speaking in public. Understanding the local context and gender roles will allow you to plan for separate sessions, if needed, to ensure that everyone's opinions and needs are included in an assessment or program decision.

#### 6. The different patterns and levels of involvement in economic, political, social and legal structures.

In communities where literacy is low, especially among women, female heads of household face many challenges in managing daily life. They may be forced to rely on family members or strangers to help them navigate legal systems, earn wages, and even pay for daily goods and services. This increases vulnerability to exploitation. Using a gender analysis can help us to identify this problem and take steps to avoid increasing risk.



Good gender analysis helps us to identify differences between males and females while also taking into account age, ethnicity, race and economic status. Gender analysis also helps to highlight assumptions we may make based on our own realities, sex and perceived gender roles.

### Why Use Gender Analysis?

Understanding the gender issues and challenges in the places we work is essential for effective and sustainable programming. Well-targeted programs and activities that meet the needs of program participants and take into account the reality of gender roles have a **higher likelihood of sustainability and effective poverty reduction impacts**.

### When Do We Use a Gender Analysis?

Below are a few questions to help you decide if you need to conduct gender analysis. These questions can apply to any phase in a program cycle - however, gender analysis is most effective when applied at the design phase and then built into ongoing monitoring and evaluation.

- Have the different needs, priorities, interests, roles and responsibilities of women, men, girls and boys been addressed?
- What capabilities, resources, opportunities and decision-making power do women, men, girls and boys have?
- Were women, men, girls and boys directly consulted and involved in the design of the activity?
- Is data broken down by sex and age? (See Chapter 2: Sex and Age Disaggregated Data)

If you cannot confidently answer the questions above for a particular activity or program objective - without making assumptions - a specific gender analysis should be considered.

Different levels of gender analysis are appropriate for different types of programs. Timeframes, size, scope and the type of program will all factor into the level of gender analysis used. The section below is an overview of some frequently used approaches to gender analysis. If you are still not sure what type of gender analysis is needed, contact Mercy Corps' Gender Advisor.

### How to Use a Gender Analysis

There are many different approaches and tools that can help us conduct gender analysis in our work. Included below is one tool that Mercy Corps teams have used successfully. Additionally, Box 6 highlights three more tools included in Annex 1.

#### BOX 5

### Use existing gender analysis resources

- Regional and country MDG Reports
- UNDP Human Development Reports
- Household income and expenditure surveys
- Macroeconomic policy analyses
- Sector studies and information systems
- Existing gender analyses by other donors, agencies and local CSO partners
- Other socio-economic analyses addressing gender issues and providing sex disaggregated data

## TOOL 1: Gender in Program Design Checklist<sup>11</sup>

This tool is a good starting place to help you decide if you need to conduct deeper gender analysis. It can also help you decide which of the other tools, if any, would be most useful.

### Assessing Needs:

- What needs and vulnerabilities are the same across all community groups? *Example: food security, jobs.*
- What needs and vulnerabilities are different among community groups? *Example: farmers need drought resistant seeds; girls need a secondary school.*
- Who is able to use resources like education, land, money, farming equipment, etc.?
- Who makes decisions about how those resources are used? *Example: Women decide what to purchase at the market, but men decide the household food budget.*
- Do any community groups need increased access to and control of resources? Are there opportunities to do so through the program? *Tip: One way to approach this is to look for gender disparities in key human development indicators like income, employment, education, health and nutrition. Is one group lagging behind? What can we do to address this issue?*
- Have all groups, and especially marginalized groups, been directly consulted in identifying needs and opportunities? *Tip: It may be necessary break-out groups based on sex or age to ensure that community members feel comfortable speaking openly. In some contexts, having team members of the same sex consult with community members is crucial to assessing the needs of all groups*

### Defining General Program Objectives:

- Are program objectives explicitly related to women's needs? Men's needs? Girls' needs? Boys' needs? *Example of basic need: women and adolescent girls need increased access to maternal/child health services. Example of strategic need: women need a voice in community decision making structures.*
- Do targets and indicators reflect expected results according to demographics?
- Do objectives target root issues related to gender disparities? *Example: assessment and focus group discussions show that if women had access to and control of their own income, they would prioritize sending their children to school over other uses for the income. A program addressing root issues might focus on women's access to income as a means of increasing children's access to education.*
- Have representatives from different groups participated in setting program objectives?

<sup>11</sup> This section heavily references New Zealand Aid. NZAID Gender Analysis Guideline, 2006. <http://nzaidtools.nzaid.govt.nz/sites/default/files/tools/1195062.pdf>. Dec 2011.

## BOX 6

### The Four Analysis Tools in Annex 1

#### TOOL 1: Gender in Program Design

**Use:** Pre-assessment, program design

Good starting place; can highlight if more gender analysis is needed.

#### TOOL 2: Gender Role Identification

**Use:** Program design, work planning, implementation

To understand, "who does what." Useful when identifying which population groups to target for information and activities. Helpful as an implementation planning tool.

#### TOOL 3: Access, Control and Decisions

**Use:** Program design, implementation

To understand decision-making and resource controls. Useful for programs with activities around behavior change, advocacy or any type of change promotion.

#### TOOL 4: External Factor Checklist

**Use:** Program design, strategic planning

To understand how social, legal, economic and political structures impact different genders. Useful for context analysis, national level and advocacy programs and country strategies.

### **Identifying Possible Negative Effects:**

- In working to increase one group's access to or control of resources, may we reduce another group's access?  
*Example: by providing vocational training for men, will younger boys be removed from school to care for animals?*
- Might the program adversely affect any groups', but especially women's and girls', situations in some other way?
- What will be the effects on different groups in the short and longer term?

### **Gender Mainstreaming: Applying Gender Analysis Findings**

Gender mainstreaming is a strategy used to ensure women's as well as men's concerns and experiences are always included in the design, implementation, monitoring and evaluation of programs to avoid continuing or supporting existing inequality between men and women. **At the program level, mainstreaming is the result of applying gender analysis findings to program planning and actions.**

#### **A Gender Mainstreamed Approach Requires:**

1. Using sex and age disaggregated data and gender analysis to identify and anticipate potential gender issues and concerns in all stages of the program cycle.
2. Using gender analysis to identify possible positive and negative consequences of the proposed program on women, men, girls and boys.
3. Addressing gender issues, inequalities and concerns in program activities.
4. Allocating adequate resources and expertise for gender mainstreaming.
5. Holding individuals and institutions accountable for results.

A gender mainstreaming approach does not look at women in isolation, but looks at girls, boys, women and men. Integrating gender into programs does not necessarily remove the need for specific policies, programs or projects on gender equality, women's empowerment or girl-focused programs.

Comprehensively reviewing gender mainstreaming across sectors and in the implementation phases of the program cycle requires more space than we have in this document. For more information and suggestions on how to mainstream gender into your programs after conducting gender analysis, we recommend:

UNDP's Gender Mainstreaming in Practice Toolkit:

[http://www.undp.org/women/mainstream/docs/Gender\\_Mainstreaming\\_in\\_Practice\\_\\_A\\_Toolkit.pdf](http://www.undp.org/women/mainstream/docs/Gender_Mainstreaming_in_Practice__A_Toolkit.pdf)

DFID's Gender Manual:

[http://www.uneca.org/daweca/gender\\_mainstreaming/dfid-gender-manual-2008.pdf](http://www.uneca.org/daweca/gender_mainstreaming/dfid-gender-manual-2008.pdf)



## CHAPTER 4

# GENDER-BASED VIOLENCE

This chapter is designed as an introduction to gender-based violence (GBV). It provides a starting point to help teams integrate two GBV minimum standards into all programs: (1) mitigating the risks of GBV in our programs, and (2) providing referral information for GBV survivors. Below you will find simple tools and recommendations to make prevention measures, Do No Harm strategies, and GBV referrals more accessible to our beneficiaries.

The intent of this chapter is to help teams reduce the chance that our program participants are exposed to GBV. Programs and sectors that do not have a focus on GBV response and prevention, like many Mercy Corps programs, still have an important role to play in mitigating the risks and alleviating some of the vulnerabilities of women and girls. By identifying and planning for risks, we all contribute to an environment that prevents or decreases GBV.

### Why GBV at Mercy Corps?

GBV is a global public health and human rights problem that affects communities in every country where we work. GBV harms survivors psychologically, physically and emotionally both now and, if they don't receive adequate help, in the long term. GBV also harms the entire community, damaging its health, well-being, security and livelihoods. When individuals in a community commit violence against one another, there are larger issues of inequity, abuse of power, system breakdowns, and an environment that allows impunity.

Evidence shows that the risk of GBV increases during conflicts, emergencies and natural disasters – situations where vulnerabilities are exacerbated and existing social structures break down.<sup>12</sup> By choosing to work in these environments, Mercy Corps has a responsibility to protect our participants, developing and implementing smart programs that mitigate the risks of GBV.

GBV is a complex problem. Reducing exposure to GBV and providing GBV service referrals can seem overwhelming. Yet if we do not act, we can create even more overwhelming problems and place our program participants at serious risk.

### CASE STUDY 3

#### GBV Risks Lead to Malnutrition

Food rations were being distributed to Somali families in a Kenyan border refugee camp, yet child malnutrition rates in the camp were not decreasing. When surveyed, refugee Somali women and girls said they were cooking fewer meals for their families because they feared being raped while collecting firewood.

An analysis of risks and basic needs, such as cooking fuel, would have revealed the need for additional steps to not only ensure the success of the malnutrition program, but also to decrease women's and girls' exposure to GBV.



Ethiopia – Thatcher Cook for Mercy Corps

<sup>12</sup> Inter-Agency Standing Committee. "Guidelines for Gender Based Violence Interventions in Humanitarian Settings," 2005. [http://www.humanitarianinfo.org/iasc/documents/subsidi/tf\\_gender/GBV/GBV%20Guidelines%20Introduction.pdf](http://www.humanitarianinfo.org/iasc/documents/subsidi/tf_gender/GBV/GBV%20Guidelines%20Introduction.pdf)

## What is GBV?

The term GBV covers a wide array of practices and abuses that are committed based on socially assigned (gender) differences between males and females. There are three key concepts:

1. GBV is characterized by the use of *force* – including threats, coercion, and abuse. This force can be physical, sexual, emotional/psychological and economic.<sup>13</sup> Force is often used when one person has power over another.
2. One person or group can engage in violence against another person or group when there are differences in *power between them*. Here we define power as **the ability to influence, access or control resources and decisions**.  
  
Power is not distributed equally in *any* community where we work. This creates an environment where some people are dependent on others. Many people choose to use their power to help and support others. Unfortunately, some chose to abuse their power over others, and this is the root cause of GBV and other forms of violence.
3. GBV is an act of violence or coercion committed against a person *because of their gender*. Men and boys can be victims of GBV. However, the vast majority of victims are women and girls.

In most communities, cultures and societies, the gender roles assigned to females have less visibility and thus less power attributed to them. This lack of power and status makes women vulnerable to acts of violence. Notice how these gender power differences manifest:

- 72% of the world's 33 million refugees are women.<sup>14</sup>
- Only 1% of the world's land is owned by women.<sup>15</sup>
- Two thirds of the 774 million adult illiterates worldwide are women – the same proportion for the past 20 years and across most regions.<sup>16</sup>
- 1 in 5 girls in developing countries who enroll in primary education will never finish.<sup>17</sup>

13 Inter-Agency Standing Committee. "Guidelines for Gender Based Violence Interventions in Humanitarian Settings," 2005.

14 <http://www.unhcr.org/statistics.html>.

15 <http://www.icrw.org/what-we-do/property-rights>

16 Cheung, Paul. "The World's Women 2010: Trends and Statistics". United Nations: New York; 2010.

17 Why invest in Women: USAID 50th anniversary infographic: <http://50.usaid.gov/infographic-why-invest-in-women/usaid-women/?size=infographicSmall>

## BOX 7

### Factors that may Increase GBV Risk

- Armed conflict
- Displacement
- Weakened physical and social protection (e.g., police, legal, health, education) institutions
- Limited access to, and control of, resources such as land, water, cash
- Impunity
- Food insecurity
- Poverty, economic dependence on abuser or systems (including humanitarian aid) that may allow abuse
- Unequal access to health services and education
- Patriarchal or highly-stratified (i.e. caste systems) societies

## BOX 8

### GBV takes many forms, including:

rape, sexual exploitation, sexual assault and abuse, forced sex and other types of sexual violence, domestic violence, trafficking, forced prostitution, sexual harassment and discrimination, or denial of rights. It also encompasses forms of violence that are specific to cultures and societies, such as female genital mutilation, forced/early marriage, honor killings, witchcraft accusations, inheritance grabbing, or discrimination and abuse based on sexual orientation.

## What causes GBV?

While the underlying cause of GBV is unequal power relationships, it is perpetuated by factors like social and cultural ideas around sex and sexuality, systems of traditional authority, cultures of silence and harmful cultural beliefs and practices. (See Box 7 for additional factors)

## What steps can we take?

GBV is prevalent, severely underreported and harmful to the most vulnerable people in the communities we serve. Whether or not we have concrete proof, we should assume that GBV is taking place and that it is a serious and life-threatening problem.<sup>22</sup> That's why, to fulfill our Do No Harm commitment, Mercy Corps teams must integrate GBV prevention into all our procedures and programs. At a minimum, we must have information on local GBV service providers available for survivors. (See Annex 2: Tool 6 for sample referral list)

Below are concrete steps to guide your team in developing prevention plans with specific actions identified at each phase of the program cycle. (See Annex 2, Tool 7: GBV Program Cycle Checklist for managers)

---

### MINIMUM STANDARD 1: GBV Mitigation

**We are responsible for ensuring, to the greatest degree possible, the safety of our program participants.**

---

#### Prevention Plans

- Identify who is most vulnerable to GBV.
- Identify local risks and factors that contribute to or increase risks.
- Respond at the earliest possible stage to identified risks and contributing factors.
- Include women, girls and other vulnerable groups directly in program design, implementation and monitoring and evaluation activities.
- Ensure women and girls are safe on their way to and from activities and during participation in programs.

#### BOX 9

### Girls and Gender-based Violence

Girls often have the least power in a community, and when girls are also minorities, disabled or poor, they are even more vulnerable. Girls are females under the age of 19 – whether or not they are married or mothers.

- Worldwide, up to 50% of reported sexual assaults are committed against girls aged 15 or younger.<sup>18</sup>
- 150 million girls and 75 million boys under the age of 18 reported forced sexual intercourse or other sexual violence involving physical contact in 2002.<sup>19</sup>
- Globally, 36 % (about 64 million) of women aged 20–24 were married or in union before 18 years of age.<sup>20</sup>
- An estimated 100 to 140 million girls and women around the world have suffered female genital mutilation, with more than 3 million girls annually at risk of the practice in Africa.<sup>21</sup>

---

18 WHO, "WHO Multi-country Study on Women's Health and Domestic Violence against Women," 2005.

19 UNICEF/IPU, "Eliminating Violence Against Children." 2007. [http://www.ipu.org/PDF/publications/violence\\_en.pdf](http://www.ipu.org/PDF/publications/violence_en.pdf)

20 This figure does not include China. Unless otherwise indicated, figures are from United Nations Children's Fund, The State of the World's Children 2006, UNICEF, New York, 2005, p. 131.

21 WHO. Factsheet. February 2010. <http://www.who.int/mediacentre/factsheets/fs241/en/index.html>

22 Sexual violence is often hidden under a veil of disbelief, fear and shame. Data suggests that only 10% to 20% of child sexual abuse cases are reported to official authorities. Violence Against Children: United Nations Secretary-General's Study, 2006; Save the Children, 10 Essential Learning Points: Listen and Speak out against Sexual Abuse of Girls and Boys – Global Submission by the International Save the Children Alliance to the UN Study on Violence Against Children. Oslo, 2005)



## Design Phase

When we design our programs, it's important to consider our participants' exposure to GBV in its various forms and how we can minimize existing risks and avoid creating new ones.

*Minimize existing risks:* for instance, in insecure areas with high incidence of assault against women and girls, one way to **minimize risks** is to locate program activities in nearby, safe areas that are easy for them to access. Another option might be to provide transportation or help arrange group travel for participants.

*Avoid creating new risks:* Starting up a new women's and girls' business development program opens up opportunities. However if not planned properly, it could also present new challenges in communities where men and boys are traditional wage earners. This shift in power relations could seem threatening, and backlash may happen, if men and boys are not included in the program design and introduced to the ways they and their families will all benefit. At the design stage is important to assess the extent of change a community is ready for through participatory assessments and develop plans to mitigate the new risks.

**STEP 1: Assess Power and Gender Dynamics.** Who is vulnerable to GBV will vary depending on the context, including community dynamics and social pressures at a given time. That's why it is important to include gender and power analysis in your program research and assessments. Power arises from access to and control of resources and the ability to make or influence decisions. All our programs bring new resources (such as training, assets or food) into communities. If not planned thoughtfully, new resources can intensify existing inequalities or increase GBV. Tool 3 in the Annex focuses specifically on access to and control of resources. In Box 10 you will find a list of resources as a starting point.

**STEP 2: Consult Women, Girls and Other Vulnerable Groups.** Women and girls have specific responsibilities in their families which they are responsible for completing well and on time. Ensuring that they are included in conversations about program risks, needs and concerns requires understanding their availability and consulting them at appropriate times. Also, women and girls do not always have the same needs and concerns, so consider

## BOX 10

### Resources Leading to Power

- Money
- Authority
- Property and possessions
- Technology
- Information / communication
- Job
- Status / position
- Learned skills / education
- Physical/ biological attraction
- Physical strength
- Weapons
- Ability to reallocate resources

## BOX 11

### Supporting GBV Survivors

- Always act in the best interest of the survivor.
- Respect the survivor's wishes. She or he has the right to choose their course of treatment.
- Guarantee confidentiality. Respect the rights and dignity of each survivor. Ensure non-discrimination.
- Ensure physical safety of the survivor and responders.
- Provide swift access to medical care and psychosocial support.
- Understand local laws, judicial procedures, traditional justice, and customary law. Know how they are enforced in practice.
- Provide referrals for legal counsel.
- Consider the possibility of re-victimization, stigmatization and victim blaming.

speaking with them separately. Consultations are most effective during needs assessments and again during actual program design. This will help you plan and budget for implementation according to needs. For example, it can be difficult to add lights for night safety to a latrine rehabilitation program if you haven't included the cost in your budget.

### Program Design Tips

- Through programs, we introduce new resources to communities that can impact GBV incidence. Identify risks at the design phase so you can mitigate risk factors throughout the program.
- Use community-based approaches that focus on empowering women and girls, reaching out to men and boys, and challenging the beliefs and attitudes that permit violence and abusive behavior.
- Increase vulnerable groups' access to power by:
  - Strengthening women's and girls' roles in leadership and decision-making in a meaningful way
  - Increasing access to education and economic resources for groups with less power. For example, actively include women and girls in cash-for-work programs designed with their safety in mind.

### Implementation and Monitoring Phases

No matter how carefully we design our programs, it is important that during implementation and routine monitoring we continue to consider questions of power, vulnerability and GBV.

**STEP 3: Look for signs that GBV is ongoing or increasing.** For instance, invite participants to give feedback individually or in single-sex focus groups. Look for unexpectedly high program dropout rates among a particular demographic (e.g., girls age 12-15), which could indicate a GBV problem.

During implementation monitor programs for GBV incidents and work with community members to decrease vulnerabilities and risks to GBV. Do not just work with women and girls; men and boys, and especially male community role models should be engaged from the design phase and can help to modify program

### CASE STUDY 4

## Including Men and Reducing Violence

Mercy Corps' Access to Justice micro-credit program in the Central African Republic trains female GBV survivors how to start small businesses. When the first group of women received their business kits, several of their husbands confiscated the kits because they did not want their wives to engage in commercial activities.

The husbands' response helped the CAR team recognize the importance of engaging men more directly in the program. The team began requesting that couples attend a meeting together before distributing the kits. This provided an opportunity to explain why the program was targeting women and how the entire family would benefit. At the end of the meeting, men provided assurance they would support their wife's participation.

With the men's support, the program was able to move forward —and prevent domestic violence around resource control issues.



Central African Republic — Cassandra Nelson/Mercy Corps

interventions to decrease GBV vulnerability. A Mercy Corps Central Africa Republic best practice for GBV and women's empowerment programs is to ensure that men also benefit from the program activities in concrete and tangible ways. The CAR team has found this, in turn, encourages more men to support women's rights and gender objectives.

### Implementation and Monitoring Tips

- Evaluate the potential risk or harm to vulnerable groups, GBV survivors and Mercy Corps team members.
- Include men and boys. Men and boys can be powerful advocates for decreasing violence.
- Be proactive. Reach out to women and girls. They will have essential contributions but may not come forward unless asked for their opinions directly in a safe space. Adolescent girls are often the most vulnerable, most difficult to reach and most excluded group in assessments, program design and implementation.
- Reach out to boys and girls. They learn social behavior (positive and negative) at a young age.

---

## MINIMUM STANDARD 2: GBV Response through Referrals

**It is a responsibility of every office to know where they can refer a GBV survivor for assistance**

---

### Step 4. Establish resource lists and referral networks.

Resources and referrals can include community members, religious/faith community, area CSOs, and health care providers that can provide appropriate medical, psychosocial and legal support, as well as safe shelter. In many locations, Mercy Corps teams are not trained to provide direct GBV services, but we can always refer survivors or those threatened by GBV to other resources. Talk with your teams and identify a point person to collect, maintain and distribute referral information.



Guatemala – Erwin Caz/Mercy Corps

Without this information, survivors are at higher the risk of re-victimizing, stigmatizing, or being placed in harmful situations. Before referring survivors, try to visit the facility and meet the service providers. Also, try to ensure they have a good local reputation, experience working with GBV survivors, and a record of providing confidential, knowledgeable, skilled, and compassionate services.<sup>23</sup> When working with GBV survivors, always act in the best interest of the survivor and recognize their right to choose treatment

Ending global GBV requires long-term commitment and strategies involving all parts of society and development sectors – it cannot be accomplished by a single person, program or agency. As aid workers, we have a responsibility to contribute to ending GBV by designing and delivering programs that intentionally minimize risks to vulnerable groups, integrate awareness of GBV into programs and provide sensitive support to survivors through referrals to local resources.

---

<sup>23</sup> Inter-Agency Standing Committee. "Guidelines for Gender Based Violence Interventions in Humanitarian Settings," 2005.