



Evaluation of Gender Mainstreaming Initiatives in Chad

Full Report

Oxfam GB Programme Evaluation

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List of Acronyms

HD	Humanitarian Department
PIP	Programme Implementation Plan
HSP	Humanitarian Support Personnel
SGBV	Sexual Gender Based Violence
SECADEV	Secours Catholique et Developpement
CELIAF	Cellule de Liaison et d'Information des Associations Feminines
AFJT	Association des Femmes Jurist Tchad
IRC	International Rescue Committee
UNHCR	United Nations High Commissioner for Refugees
WFP	World Food Programme
SCF	Save the Children Fund
IFRC	International Federation of Red Cross
CRS	Catholic Relief Services
PHP	Public Health Promoter
UNICEF	United Nations International Children Education Fund
IMC	International Medical Corps
ACTED	Agence d'Aide a la Cooperation Technique Et au Developpement
MSF	Medecins Sans Frontieres
IP	Implementing Partner
CPM	Country Programme Manager
HDLT	Humanitarian Department Leadership Team
AU	African Union
JRS	Jesuit Refugee Service
WCRWC	Women's Commission for Refugee Women and Children
NCA	Norwegian Church Aid
INGO	International Non Governmental Organisation
GBV	Gender Based Violence
HR	Human Resource

Executive Summary

1. Background and context

Gender mainstreaming is one of Oxfam GB corporate priorities. Oxfam GB defines gender mainstreaming as a process of ensuring that all our work, and the way we do it, contributes to gender equality by transforming the balance of power between the women and men. The Oxfam GB Gender policy that was adopted in 1993 and updated in 2004 states among the strategies that Oxfam GB will ensure that all emergency and development responses incorporate a gender perspective in assessment, planning, implementation and evaluation.

In line with the above in May 2004 when the Humanitarian Department (HD) approved the Programme Implementation Plan (PIP) for response to the emergency situation in Chad there was fear of gender being lost in the efforts to scale up. To this end the HD Director recommended the deployment of a Humanitarian Support Personnel (HSP) Gender and Representation Adviser. The actual presence of a Gender Advisor in the team was seen as one of the ways of giving support to staff in ensuring that gender was mainstreamed in the programme.

Following a suggestion made by the HD, a Gender Advisor was recruited for the programme from October 2004 to April 2005. The Gender Advisor's End of Mission report (see appendix 5) states that the activities for the initial period, October 2004 to April 2005, included:

- Training of all Oxfam staff on the Code of Conduct
- Training in gender awareness and analysis for Oxfam staff and partners
- Gender sensitisation meetings in the camps
- A national workshop on gender-based violence

Activities for the period July 2005 to October 2005 according to the Gender Advisor's Terms of Reference were to focus on:

- Monitoring the implementation of the gender mainstreaming work of staff and partners
- Conducting gender awareness training for new staff, including staff in the Host Community Programme
- Collaborating with Intermón Oxfam on the Sexual Gender-based Violence (SGBV) National Policy Formulation Programme and gender training of new Intermón staff
- Collaborating with UNHCR on the promotion of gender mainstreaming in all humanitarian interventions

This internal review is therefore intended to review all the gender work that has been carried out in Chad (October 2004 to October 2005), so as to draw out lessons about good practice for gender mainstreaming that can be shared with other humanitarian programmes and used to inform future programmes.

2. Assessment Criteria

The focus of interest (see appendix 4) was to find out:

- Staff's and partners understanding of gender.
- What staff and partners had learnt through the gender trainings held.
- The practical steps staff and partners were taking to mainstream gender into the programme.
- Staff and partners views on the challenges to addressing gender inequality in the programme.
- The support staff and partners needed from Oxfam GB to ensure that their efforts in mainstreaming gender in their work and personal lives were sustained.
- Which additional benefits the project beneficiaries received through the work of the Gender Advisor

3. Methodology

Information was mainly gathered through holding focus group discussions, direct observations, and individual and group interviews. A total of eleven focus group discussions were held. Four were with the Oxfam GB national staff in Abeche, Guereda, Hadjer Hadid and Gaga (see appendix 4 for a list of respondents). Five of the eleven focus group discussions were held with refugee women and men in Kounoungou, Gaga and Am Nabak. The other three focus group discussions were held with SECADEV in Guereda, CELIAF (the Coordinating Organisation for Women's Associations) and AFJT (Organisation of Women Lawyers) in N'djamena. Individual and group interviews were conducted with some Oxfam GB international staff and representatives of IRC, UNHCR, WFP, CCF, Care, IFRC, CRS and Intermón Oxfam.

4. Findings

Gender interventions in the Chad programme were mainly done at four levels. The first level was that of Oxfam GB staff, the second level was the refugee women, men, and children benefiting from Oxfam programmes, the third level was local and international partners, and the fourth was at the national level, which involved working with the government and NGOs based in N'djamena. The subsequent paragraphs will highlight the findings for each level of the intervention.

Training on the Code of Conduct for Oxfam Staff

A total of 106 staff members were trained on the Code of Conduct in the period between November and December 2004. Only fourteen of the 106 were women of whom four were international staff and ten 10 were national staff all in domestic positions of cooks and cleaners (see the Gender Advisor's end of mission in appendix 5). The two main contentious issues that were said to have come up in the Code of Conduct training were related to:

- age of marriage
- the question as to what happens in regard to having sex with a refugee if one had fallen in love.

All staff interviewed during the review seemed to be very aware of the Code of Conduct.

Gender Inductions

Giving staff gender inductions was one of the activities that the Gender Advisor focused on throughout her contract. Gender inductions were mainly done through training workshops in the different locations where Oxfam GB was operating. As in most humanitarian programmes, there was a high turnover of staff in the Chad programme. In addition, most of the staff that were in the programme were working for Oxfam GB for the first time and, therefore, very much needed the induction. The feedback from most of the staff on the gender induction received was positive. The training seemed to have had an impact on the attitude and behavior of some staff. For example Haroun, a national staff member based in Guereda, said, *“since the training I have decided that I will be buying firewood so that my wife does not have to walk a long distance to go and fetch firewood and also I have started helping in looking for water.”*

Participation of beneficiaries in Oxfam GB activities

The efforts made in the initial stages of the response of ensuring gender balance in all activities was acknowledged by the public health programme's (PHP) international staff. One of the staff in Hadjer Hadid shared the following to show that gender was mainstreamed from the initial stages of the response:

“When I came I found things were put on the ground such as having men and women animators. Eight months ago there were 13 female and 17 male animators. The number of female animators has since increased to 16. This is so because we decided to adopt an approach where we assign one female and one male animator to carry out the public promotion activities in each block. As I work with the women I am mindful not to increase their already heavy workload. Some men are helping with domestic roles such as sweeping. With the child-to-child programme where we are trying to send messages of men and women sharing roles, we hope the Masalit children will grow up with a different attitude. I should say that there has been some attitude change among the men too especially in regard to them allowing their wives to participate in the

programme. We are now having men come to us and say please give my wife a job. This is the impact of the gender awareness in the camps.”

Key issues from the meetings held with the beneficiaries

The main issues that the women and men raised were problems relating to their practical needs, such as inadequate food rations, the lack of firewood and insecurity during firewood collection, the inadequate size of their tents forcing married sons and daughters to remain with their families, the lack of milk for their children, and the lack of money to be able to buy meat, or indeed to give as a dowry when their children were at marrying age (boys: around 18, girls: around 15).

Inadequate food seemed to be a burning issue. It was revealed that despite the women doing most of the work they were the last in eating. Children and men were given first priority. The women themselves said that even if they were pregnant or lactating, they would only take food once everyone else had eaten. They seemed to refuse to take priority despite their need for extra strength. Perhaps the women’s resistance to be given first priority was due to the expectations that they know their husbands have of them, or out of fear that their disobedience would cause their husband to look for another wife.

The challenge that Oxfam GB and other agencies working in the camps seem to have is helping the men and women in the camps understand that addressing the unequal gendered roles in the camp context would in some way contribute to lessening the problems related to their practical needs. SECADEV, working with the Oxfam GB Gender Advisor, have done a lot of gender awareness work in the camps and the impact is beginning to show through women’s participation in decision-making and their ability to speak in public.

Issues of Sexual Gender-Based Violence (SGBV)

The referral system of reporting SGBV cases that was put in place by UNHCR with support from Oxfam GB was said to have been working well initially but had been affected by the high turnover of both national and international staff. The failure of the Chadian authorities to prosecute perpetrators of SGBV was said to be contributing to the ineffectiveness of the SGBV referral system. It was further observed that the capacity of security officers to interpret the penal code was very low.

Partners

Strengthening gender mainstreaming in Chad required working with other agencies. The agencies that Oxfam GB was collaborating with included UNHCR, UNICEF, CORD, Care, CCF, IMC, ACTED, WFP, MSF, IFRC, SECADEV, CELIAF and AFJT. Working in close collaboration with UNHCR and UNICEF, Oxfam GB took the lead in training staff of all partners in gender. Some representatives of the partner organisations interviewed were of the view that the joint action on training partners at various levels had a great impact. After the training more organisations were paying attention to issues of gender. For instance, some organisations have started including in the job adverts statements to encourage women to apply.

While appreciating the role that the Gender Advisor was playing, most representatives of other INGOs interviewed were of the view that Oxfam GB was not providing the gender leadership, which they are known for, in coordination meetings. The inability of Oxfam GB providing the gender leadership could be attributed to the lack of understanding of some staff that gender mainstreaming is an organisational priority. It was however noted that in the first six months of the response Oxfam GB staff did make an effort to provide the gender leadership during coordination meetings.

National-level

For the first time in Chad a national workshop on gender-based violence was held and this was attributed to the support rendered by Oxfam GB of recruiting a Gender Advisor for the Chad response. Participants were able to learn and understand what was going on in the camps and have access to gender materials.

Value of having a gender advisor in the team

All Oxfam GB staff and representatives of partners organisations interviewed said that there was an added value in having a gender advisor in the team. For Oxfam GB staff, her presence served as a reminder of the importance of ensuring that gender was mainstreamed in the programme. One Oxfam GB staff member who had been in the programme for 13 months had observed that during the first few months after he arrived only men were seen attending meetings but as soon as the Gender Advisor arrived he observed a lot of change. The Gender Advisor raised awareness among all staff on the importance of ensuring that both men and women were participating in the activities. The Gender Advisor also provided support to the teams by ensuring that gender-mainstreaming indicators were developed to measure the impact of the interventions. Using the developed indicators the staff on a monthly basis submitted their reports to the Gender Advisor and this helped in monitoring the progress that was being made.

Other organisations commended Oxfam GB for not only having a gender policy but also ensuring the implementation of the policy. Through participating in the gender trainings that were facilitated by the Gender Advisor other organisations started to pay attention to issues of gender. For instance, after the gender training there was an increase in the number of organisations that started to attend the Sexual Gender-Based Violence (SGBV) coordination meetings. Many of the organisations that had not been including statements in their job adverts to encourage women to apply started doing so. Partner organisations were also able to share a lot of ideas regarding gender and were able to stand together and lobby the local administration on issues of gender equality. An example of partner organisations standing together was when the Iriba local authorities demanded that International Non-Governmental Organisations (INGOs) should not recruit women any more because of the Muslim religion which did not permit the closeness of men to women.

Challenges to and gaps in gender mainstreaming

The challenges and gaps included a lack of understanding of some staff that gender mainstreaming is an organisational priority, gender imbalance among staff, a delay in recruiting national staff, and inadequate support from the Regional Centre and

Oxford. Two local staff were recruited as Gender Assistants in the last month of the Gender Advisor's contract. The Gender Advisor regretted that this happened in this way as she was of the view that the assistants would have benefited from her support had they been recruited much earlier.

While appreciating the constraints of achieving a gender balance among staff, there was an assumption that the organisation was not doing enough. "*Oxfam GB can do better in terms of gender and HR,*" observed one of the staff interviewed.

Suggestions from Oxfam GB staff and partner organisations on how Oxfam GB can contribute to sustaining initiatives on gender mainstreaming

- Gender training of trainers for national staff and refugees
- More gender training for Oxfam GB staff
- Gender awareness training for refugee men
- Oxfam GB to identify people in partner organisations to continue with the work started
- Literacy classes for Oxfam GB staff and their partners (spouses)
- Oxfam GB to continue holding the gender flag high even though difficult in this environment

Lessons learnt

Lessons learnt from the Chad programme included among others the following:

- The commitment of management to gender is key in facilitating the process of all staff giving it the priority it deserves.
- The impact of gender interventions may not show immediately, as changing people's attitudes is a long-term process. Therefore this is something that staff ought to be reminded of, in order that they are not discouraged from doing anything about the situation.
- The involvement of national organisations in gender issues is important, especially in situations like Chad where work is also to be done with host communities.
- Addressing issues of gender inequality will require financial resources and therefore need to be adequately budgeted for.
- Even in the most difficult environments it is possible to initiate the process of addressing gender issues: what matters is the determination, commitment and skills of staff.
- Recruiting a gender advisor for the programme provides support to staff who have not had any experience in gender.

5. Recommendations

Based on the findings of the review, below are some of the recommendations made:

Management

Management has a responsibility to ensure that gender is given priority in the programme. It is therefore recommended that CPMs and PMs commit themselves to ensuring that gender is given priority by taking the following steps:

- Management actively show their commitment and interest in promoting Oxfam GB's Strategic Change Objectives, including SCO 5.1, Gender Equity, by supporting Gender Advisors and promoting gender equity in all internal and external intervention.
- Gender Advisors are part of management teams and participate in programme meetings to provide guidance and information on gender and related activities.
- Adequate resources are allocated to gender mainstreaming activities through consultation with the Gender Advisor during the process of budget preparation. Oxfam GB may want to consider a minimum figure for gender mainstreaming.
- Management should take responsibility for ensuring that there is effective reporting on gender work. In the absence of a gender advisor, identification of a gender focal person among senior staff is imperative.

It is understandable that humanitarian work moves at a faster speed and is heavy in terms of workload, however despite this situation all CPMs and PMs need to have a gender induction and gender training at the beginning of the programme to strengthen their appreciation of gender.

Staff

- All staff should have an induction and introductory training at the beginning of the mission. This will ensure that staff have understood the concept of gender and its approaches and are able to fully integrate gender in their work.
- All technical staff should have a reporting mechanism on gender mainstreaming that feeds information to the sitreps and progress reports.
- National staff for gender should be recruited at the same time as other staff so that the expatriate Gender Advisor can have enough time to build their capacity.

Humanitarian Department (HD)

- When a programme is being managed by the Humanitarian Department, as was the case in the initial stages of the response in Chad, the department should find ways to provide continuous support to the Gender Advisor through constant monitoring such as field trips and materials.
- The Humanitarian Department should equally ensure that all CPMs and PMs who are recruited through Oxford undergo not only a gender induction but training on gender as well so that they get to the programme well equipped and able to support the gender mainstreaming process.
- Humanitarian Coordinators and Humanitarian Officers to request the Regional and Country Offices to ensure that all humanitarian staff are trained in gender within the first two months of their recruitment.

- HD should follow up with the region on how the work on gender can be sustained. Training of trainers of national staff in partner organisations and some of the refugee men and women was seen by most of the agencies interviewed as a way of sustaining the gender awareness programmes. UNHCR was prepared to support the proposal for this programme.

Eastern Chad Gender Review Report

1. Introduction

When the Humanitarian Department (HD) approved the Programme Implementation Plan (PIP) in May 2004, for response to the emergency situation in Chad, there was fear of gender being lost in the efforts to scale up. Subsequently, the HD Director recommended the deployment of a Humanitarian Support Personnel (HSP) Gender and Representation Adviser. The presence of a Gender Advisor in the team was seen as one of the ways of giving support to staff in ensuring that gender was mainstreamed in the programme.

The team in Chad accepted the recommendation of the deployment of the HSP Gender and Representation Adviser and made suggestions as to how the support could be given. Due to the pressure that the team in Chad was undergoing as a result of the scale up, it was suggested that in the short-term the HSP Gender Advisor, who was in Oxford, ensured that time was allocated for induction on gender mainstreaming for all staff that were going to Chad and passing through Oxford. The HSP Gender and Representation Adviser was to undertake a field visit to assess how staff were integrating gender into their work.

Support was given to the Chad team as suggested. Most of the international staff recruited for the programme who passed through Oxford had a gender induction and in August 2004 the HSP Gender and Representation Adviser undertook a field visit (see appendix 1). The review took into consideration the findings of the final report by the UNHCR Gender Expert on Gender and Sexual Gender Based Violence (SGBV) and Oxfam GB's Protection Advisor's report on the Political and Protection Analysis. The overall impression during the field visit in regard to gender mainstreaming was that:

- Efforts were being made, and that there was a strong will to integrate gender issues in the programme.
- Some staff lacked the confidence and skills to address gender issues and needed further training and support.
- Oxfam GB staff faced the challenge of ensuring that the voices of women were heard. Even though women were represented on committees they lacked the confidence to speak out. Other gender issues in the camps included the following:
 - Lack of counselling facilities for women who had been victims of rape and/or subjected to watching their children being raped and killed
 - No action taken in response to the number of girls who were being raped and were pregnant

The report by the gender expert hired by UNHCR highlighted the lack of capacity by UNHCR and Implementing Partners (IPs), to sustain gender-based programming. It is for this reason that a recommendation was made that UNHCR identifies an organisation with substantive expertise in gender and humanitarian operations, to serve as the IP Gender Sector Specialist. Oxfam GB was at the time found to be the only humanitarian organisation that had the capacity to be the IP for Gender. The role of the IP for Gender was to create and maintain a sustained gender and SGBV programme in all camps. Oxfam GB declined to take up the role of IP for Gender but

offered to support UNHCR in ensuring that all the IPs were addressing gender issues in their programmes.

Following the suggestion made by the HD, a Gender Advisor was recruited for the programme. The initial contract was for a period of six months, October 2004 to April 2005. Considering that there was still a lot of work to be done, the contract was extended for another six months, from June to October 2005. The Gender Advisor's End of Mission report (see appendix 5) states that the activities for the initial period October 2004 to April 2005 included:

- Training of all Oxfam GB staff on the Code of Conduct
- Training in gender awareness and analysis for Oxfam GB staff and partners
- Gender sensitisation meetings in the camps
- A national workshop on gender-based violence

Activities for the period July 2005 to October 2005 according to the Gender Advisor's Terms of Reference were to focus on:

- Monitoring the implementation of the gender mainstreaming work of staff and partners
- Conducting gender awareness training for new staff, including staff in the Host Community Programme
- Collaborating with Intermón Oxfam GB on the SGBV National Policy Formulation Programme and gender training of new Intermón staff
- Collaborating with UNHCR on the promotion of gender mainstreaming in all humanitarian interventions

This internal evaluation is therefore meant to review the above work so as to draw out lessons about good practice for gender mainstreaming that can be shared with other humanitarian programmes and future programmes.

2. Process and Methodology

2.1. Process

The suggestion of conducting a gender review was made by the Acting HD Gender Advisor and accepted by both the Country Programme Manager and Gender Advisor in Chad. In consultation with the Gender Advisor in Chad the terms of reference were drafted in HD and sent to the CPM for comments. The Terms of Reference were accepted as drafted and dates for the review agreed upon (see appendix 3 for terms of reference).

Even though this was an internal evaluation there were concerns raised by some of the Humanitarian Department Leadership Team (HDLT) members on the independence of the findings since the HSP Gender and Representation Advisor who was to conduct the review, was involved in the programme. To address this concern it was decided that other independent people be part of the review team. It was not possible to get the same people to be part of the team throughout the review. Therefore, different people accompanied the HSP Gender and Representation Advisor for the various interviews and discussions. For all the interviews and discussions in Guereda, Gaga,

Kounoungou, Am Nabak and Abeche, the newly recruited Gender Assistant accompanied the HSP Gender and Representation Advisor. Representatives of SECADEV (a local partner of Oxfam GB), IMC, and Intermón Oxfam GB accompanied the evaluator during the interviews and discussions in Guereda, Kounoungou and N'djamena.

2.2. Methodology

A total of eleven focus group discussions were held. Four were with Oxfam GB GB national staff in Abeche, Guereda, Hadjer Hadid and Gaga (see appendix 4 for the list of respondents). Most of the national staff had just participated in the series of gender awareness training facilitated by the Gender Advisor. The focus of interest besides the questions and discussion points in the check list (see appendix 5) was to find out the staff's understanding of gender, how they were putting it into practice, what they had learnt, their views on the challenges to addressing gender inequality, and what support they needed from Oxfam GB GB to ensure that their efforts in mainstreaming gender in their work and personal lives were sustained.

Five out of the eleven focus group discussions were held with refugee women and men in Kounoungou, Gaga and Am Nabak. Two of the five were with women and men refugees who were hired as Public Health Promoters in Gaga and Am Nabak. One was with the refugee leaders (all were men) in Am Nabak, one with some of the refugee women in Am Nabak and one with a mixed group of women and men in Kounoungou. Though this group was mixed, a lot of the discussions took place in small groups of men and women alone, and the outcomes of the discussions were shared in the mixed group of men and women. The aim of holding the discussions with the refugee women and men was to identify the main issues affecting men, women and children in the camps and to assess whether these issues had changed or in any way been affected by Oxfam GB's input of gender mainstreaming.

The other three focus group discussions were held with SECADEV in Guereda, CELIAF (the Coordinating Organisation for Women's Associations) and AFJT (Organisation of Women Lawyers) in N'djamena. With SECADEV the interest was to find out how they were mainstreaming gender in the organisation and programme whereas with CELIAF and AFJT the focus was on finding out what they had done in terms of contributing to addressing gender issues affecting the refugees. As with the other organisations interviewed SECADEV, AFJT and CELIAF were asked about the value added of Oxfam GB having a gender advisor in the team.

Individual and group interviews were conducted with some Oxfam GB GB international staff and representatives of IRC, UNHCR, WFP, CCF, Care, IFRC, CRS and Intermón Oxfam GB.

Some direct observations were also made in Gaga camp and Am Nabak. The observations were mainly done around the water points and the market areas. The interest was to observe the activities that the men, women, girls and boys were involved in.

2.3. Limitations

Due to delays in obtaining the visa to Chad, for the evaluator the trip was delayed and this affected some of the scheduled meetings, especially in N'djamena. The different languages used during the interviews created a constraint at times. In most cases, especially interviews with national staff and beneficiaries, translations were from English, to French, to Arabic, and to the local language for discussions with refugees. The translators during most of the interviews were male and this at times was an obstacle in getting the information that was being shared, especially from the women. This is so because the male translators were privy to the same gendered traditions as the other refugees. The presence of the Gender Assistant, who understood some of the local language, helped in following up on some of the issues that were thought to not have been translated.

3. Findings

3.1. Levels of intervention

Gender interventions in the Chad programme were mainly done at four levels. The first level was that of Oxfam GB staff, the second level was the refugee women, men, and children benefiting from Oxfam programmes, the third level was local and international partners, and the fourth was the national level, which involved working with the government and NGOs based in N'djamena. The subsequent paragraphs will highlight the findings for each level of the intervention.

3.1.1. Oxfam GB staff level of intervention

Training on the Code of Conduct

The Humanitarian Department in Oxford had requested that the Gender Advisor give priority to training staff on the Code of Conduct in the initial months of her contract. A total of 106 staff members were trained on the Code of Conduct in the period between November and December 2004. 71 were national and international staff on contract while 35 were nationals recruited on a temporary basis. Only fourteen of the 106 were women of whom four were international staff, and ten were national staff, all in domestic positions of cooks and cleaners (see the Gender Advisor's end of mission report, appendix 6).

Initially the plan was for a local consultant and Oxfam Intermón representative to train the staff on the Code of Conduct using the Pick Up and Go Training Manual on the Prevention of Sexual Exploitation. This plan however did not materialise though in one of the training sessions the Gender Advisor was joined by two consultants from the Association of Female Lawyers (AFJT) in N'djamena. AFJT is a partner of Intermón Oxfam. The sessions in which the AFJT representatives participated were said to have been very useful especially in regard to providing information on national legislation on SGBV and linking local laws to international statutes on SGBV.

The two main contentious issues that were said to have come up in the Code of Conduct training were related to age at marriage and the question as to what happens in regard to having sex with a refugee if one had fallen in love. A lot of time was said to have been spent on trying to explain why staff could not marry a minor while working for Oxfam and giving examples to help them understand, included providing

information that Chad was a signatory to the Convention on the Rights of the Child. As for having sex with beneficiaries staff were told of Oxfam's **Zero Tolerance** approach.

Even though the training on the Code of Conduct took a lot of the Gender Advisor's time, this was not in vain as can be measured against the number of cases that other agencies had regarding the conduct of their staff. There were no cases reported on any Oxfam staff member, though Oxfam was implicated in one case of a driver recruited by a contractor that had a signed agreement with Oxfam. The implication arose through the sticker that was on the car that this driver was using which had an Oxfam logo on it. The action taken by Oxfam was to terminate the contractors' agreement. It was revealed that some agencies were having a lot of problems in regard to their staff having sex with beneficiaries. It was assumed that some of the agencies had heard of Oxfam training its staff on the Code of Conduct as the Gender Advisor had received a request from two agencies to train its staff. One way in which other agencies may have come to know of the training on the Code of Conduct for Oxfam staff was through applications for jobs by those who had left Oxfam. Apparently, some were using the certificates with which all staff that had attended the Code of Conduct training had been issued.

All staff interviewed during the review seemed to be very aware of the Code of Conduct. An example was given of a national staff member who had been having an affair with a minor and ended the relationship immediately after the training on the Code of Conduct. Among the international staff members there were some concerns raised about the lack of clarity on the issue of prostitution and also how to deal with the issue of staff having an affair with a fellow member of staff and working in the same programme.

Gender inductions

Giving staff gender inductions was one of the activities that the Gender Advisor focused on throughout her contract. Gender inductions were mainly done through training workshops in the different locations in which Oxfam was operating. Due to the different levels of understanding, the inductions of national and international staff were done separately. None of the national staff had ever had a gender induction before. The international staff that had passed through Oxford and had received a gender induction were said to have found the training on gender helpful as it complimented the information received in Oxford and also gave them the confidence to mainstream gender in their work.

Most of the staff (both national and international) that were working in the programme during the review had just received their gender induction through a series of trainings conducted in Abeche, Guereda and Hadjer Hadid. Nineteen of the 24 international staff participated in the training. The five that did not participate in the training included the CPM, the two Finance Officers, the Human Resources Manager and the Programme Manager for the Host Community Programme. At the time of the review the Gender Advisor was winding up her work as her contract was coming to an end. She had, therefore, officially concluded the training programme and was only providing gender inductions on a one to one basis for newly recruited staff. The Programme Coordinator, however, requested that one more training session be

organised for all international staff that has not participated in any of the training. The CPM and four other international staff went through the one-day gender training specifically programmed for them. As in most humanitarian programmes there was a high turnover of staff in the Chad programme and most of the staff that were currently in the programme were working for Oxfam for the first time and therefore very much needed the gender induction.

Feedback from the Gender Training

The feedback from most of the staff on the gender induction received through the training was positive. Some national staff stated that they realised through the training that there were a lot of inequalities that existed between men and women. For instance, what struck most of them was the reality that women had a heavy workload compared to men. Since the training some of the national staff had decided to change their attitudes and behaviour. For example Haroun, a national staff member based in Guereda, shared that *“since the training I have decided that I will be buying firewood so that my wife does not have to walk a long distance to go and fetch firewood and also I have started helping in looking for water.”* Haroun was asked whether he would go and fetch firewood himself if he did not have money to buy firewood. His response was that he would but he was not sure as to how this would be taken in his community where going to collect firewood was seen as a woman’s job.

Other national staff, while acknowledging the importance of gender equality, were of the view that this needed a lot of time as changing attitudes and behaviour is a process. To them, the fact that they were even able to talk about the inequalities that existed between women and men was a big achievement because it raised a lot of awareness. The changes that were already being practiced by some were seen as an even greater achievement.

When asked if Oxfam GB’s approach of gender mainstreaming was interfering with their culture and beliefs, the majority of the national staff said “no”. For these Oxfam GB staff, anything that contributes to the well-being of the women, men and children in their society should be welcomed and in their view gender equality would contribute to addressing some of the problems faced in the community. They were, however, cognisant of the reality that their present cultural and religious beliefs would not support gender equality and therefore needed to be changed. For instance, the attitude towards girls’ education was highlighted in all the focus group discussions held with national staff as one of the main contributing factors to gender inequality. One female support staff member in Guereda had this to say, *“Even if I am working as a cook I am still suffering. Since I am a widow my earnings are not enough to look after my family. I would not be suffering like this if I was educated. Can you imagine I cannot even read a job advert and apply?”*

Some staff in Hadjer Hadid raised the concern that the inductions were done rather late. This is attributed to the fact that the Gender Advisor took a long break and the arrangements that were made for the Protection Advisor to cover for her seem to have been lacking. Providing inductions for staff through training only resumed after the Gender Advisor re-joined the programme.

Staff highly appreciated the training skills of the Gender Advisor. In some interviews with international staff the Gender Advisor was described as a “fantastic trainer” while comments made in the evaluations done at the end of each training session included the following:

- *The training was well carried out by a very able facilitator*
- *This is a very important exercise and would welcome another session at another level*
- *Good introduction that has made great difference on the confusion between sex and gender approach*
- *Very clear, enjoyable and full of interesting examples*
- *Very good introduction*

Source: Abeche Gender Training 12.11.2005

3.1.2. Beneficiaries level of intervention

Beneficiaries refer to the refugee women, men and children in the camps and also the men, women and children in the host communities where Oxfam is operating. As stated in the methodology, focus group discussions were held with beneficiaries in Am Nabak, Gaga and Kounoungou camp. These discussions were held in order to evaluate the impact of Oxfam’s gender mainstreaming approach according to the refugees themselves.

In Kounoungou the focus group discussion was attended by nineteen women and eight men, the majority of whom were zone representatives. In Am Nabak three focus group discussions were held with women, leaders and the PHP promoters. PHP promoters are refugee men and women who have been trained to monitor the use and maintenance of the water sources and latrines. Gender training was also organised for the PHP promoters by the Gender Advisor. For the number of participants that attended the three discussions held in An Nabak camp see table below.

Focus Group Discussion Held	Total Number of Participants	Women	Men
Women	15	15	0
Community Leaders	15	0	15
PHP Animators	14	12	2

In Gaga the focus group discussion was attended by seven PHP promoters of whom two were women and five men.

Participation of beneficiaries in Oxfam activities

Ensuring equal participation of men and women in Oxfam activities was one of the main ways of promoting gender equality in the programme. The initial gender assessment that had been conducted in August to September 2004 had revealed that staff were striving to ensure the equal participation of men and women in all activities (see page 21 of the assessment report in appendix1). The efforts made in the initial stages of the response to ensure gender balance in all activities was acknowledged by the PHP international staff that were in the programme at the time of the review. One

of the staff in Hadjer Hadid shared the following to show that gender was mainstreamed from the initial stages of the response:

“When I came I found things were put on the ground such as having men and women animators. Eight months ago there were 13 female and 17 male animators. The number of female animators has since increased to 16. This is so because we decided to adopt an approach where we assign one female and one male animator to carry out the public promotion activities in each block. As I work with the women I am mindful not to increase their already heavy workload. Some men are helping with domestic roles such as sweeping and with the child to child programme where we are trying to send messages of men and women sharing roles: we hope the Masalit children will grow up with a different attitude. I should say that there has been some attitude change among the men too especially in regard to them allowing their wives to participate in the programme. We are now having men come to us and say, “ please give my wife a job”. This is the impact of the gender awareness in the camps.”

The PHP promoters in Gaga also observed the change of attitudes among beneficiaries. As beneficiaries themselves, the PHP promoters became aware of the inequalities that exist between women and men through the gender training facilitated by the Gender Advisor. Since attending the training they have been sensitising the men and women in the camp. One of the PHP promoters shared that he saw one man cleaning the latrine, and another was seen going to help his wife fetch firewood and this was attributed to the gender sensitisation that was being done. It was, however, acknowledged that changing attitudes takes a long time. Gender sensitisation among the refugees was seen as the starting point. It was further noted that the possibility of men and women resisting changes that will bridge the existing gender equality gap is high in communities such as that of the refugees who were not aware of inequalities before coming to the camp.

To some extent the discussions held in Kounoungou with the men and women confirmed the issues raised by Oxfam staff and the PHP promoters in both Gaga and Am Nabak.

Key issues from beneficiaries

The main issues that the women and men raised were problems relating to their practical needs, such as inadequate food rations, lack of firewood, inadequate size of their tents forcing married sons and daughters to remain with their families, lack of milk for their children and lack of money to buy meat, or indeed to give as a dowry when their children were at marrying age (boys: around 18, girls: around 15). Another major issue raised was insecurity during firewood collection. During the discussion, women revealed that they (and girls) had been sexually abused when they went out to collect firewood. The abusers are said to have included men from the host communities and the Gendarmes (Chadian security). They also explained that men refused to accompany women because firewood collection was perceived as a women’s task. It was interesting that the women turned the exercise into a chance to

make a wish list of all the things that they needed rather than looking at the more strategic needs that questioned their way of life.

In trying to get information on gender relations in the camp the problem of food, which emerged as a major concern of both the women and men who attended the focus group discussion, was used. The men and women explained that not only were the rations inadequate, but that some of the food they were given needed grinding, but if they couldn't pay the men who ground it, they took half the ground cereal as payment, leaving families with even less to survive on.

This practical need for more food was used to guide the discussion into other strategic issues, such as who is given priority to the little food available to the family. The women and men attending the discussion were asked how they prioritised the little food that they had. Both men and women initially said that they shared it equally. They also explained that pregnant or lactating women received supplementary rations, and these were also shared within the family instead of being eaten by the women. With more prompting women explained that the children were fed first, then the husband 'because he needed strength to go out and find food' and finally the women took what was left, or made themselves a thin porridge instead. The women themselves said that even if they were pregnant or lactating, they would only take food once everyone else had eaten. They seemed to refuse to take priority despite their need for extra strength.

When both men and women were asked if men in the camps went out to find food, the response was negative. The participants were lead into a discussion that was hoped would help them to see that being in the camps was not the same as being at home in Sudan. They were asked to try and adjust some of their customs to fit the abnormal situation they are in. In short, the participants were made to see that because the men did so little all day they did not need so much food and therefore, it made more sense to give higher priority to women because they are the ones who collected firewood, cooked, cleaning, washed the clothes, fetched water and looked after the children.

The suggestion of giving women priority was not welcomed by the majority of the men and women, and it seemed that the women resisted the idea more than the men. Perhaps the women's resistance to the suggestion was due to the expectations that they know their husbands have of them, or out of a fear that their disobedience would cause their husband to look for another wife. Some men, however, were positive and were willing to prioritise their wives when they are lactating or pregnant. However, the men raised a concern that since men and women did not eat together they wouldn't know how much their wives were eating. They also expressed their worry that if they try to implement the suggestion women would refuse to be prioritised. The resistance that women in the discussion put up when the suggestion was made might support the men's worry but the men need to analyse further why the women would refuse to be prioritised and then find ways of dealing with the issue.

Another suggestion that was made in the discussion was that of the husband and wife working together to reduce the work burden on women. With inadequate food and a heavy workload the chances of the women staying fit were likely to be low and therefore as a survival strategy in the camp situation the suggestion of sharing household chores was made. The initial response to the suggestion was a big laugh at

the thought, and one man explained that doing any of the women's tasks would cause him to be ridiculed.

The challenge that Oxfam GB and other agencies working in the camps seem to have is helping the men and women in the camps understand that addressing the unequal gendered roles would in some way contribute to lessening the problems related to their practical needs. In reality, however, talking about gender issues with the men and women together was a step forward. Nevertheless, the fact that women themselves were refusing to accept the imperative that they be prioritised in the case of inadequate food owing to the roles that they played showed that there was still a great need for more sensitisation.

It was very encouraging to hear from the women that SECADEV, working together with the Oxfam GB Gender Advisor, had done sensitisation work that had improved women's ability to be heard in public and to participate in decision-making circles. Apparently, women were afraid to speak and carried little weight or respect when they spoke up, but now feel more listened to and more confident to speak out. Within the review discussion, they even began voicing their belief that not enough women were being recruited in camp work, and that breast-feeding or pregnant women are being discriminated against.

SECADEV carried out training with women in the camps, in which they were asked to make activity profiles for men and women to compare workloads. The women acknowledged inequalities, but many felt that they could not change the situation. It seems that perhaps women are not ready to take a lead in making changes. The men that attended the focus group discussion in Kounoungou camp specifically asked if they too could have similar training to that which the women had had, and were ready to stay to have it immediately after the review discussion, despite having waited a good while for the arrival of the review team. Perhaps it could be the men that will take the lead in initiating the desired changes that are needed to promote gender equality after attending the training.

The fact that the men and women were giving up their time to speak to the review team could be used as an indicator of their interest to know more about gender and this can be attributed to Oxfam GB's work. Furthermore, the discussions were questioning their cultural beliefs and practices but neither the men nor women were getting angry. One would have expected the men especially to get upset with the radical suggestions and negative light that men were sometimes portrayed in: in fact they were asking for more information on gender, especially from other African countries. This was the case even with the community leaders, who are supposedly the custodians of traditional and religious practices. The men seemed already aware of Oxfam GB's work, many were present at Oxfam GB's activities on International Women's Day and actively participated in the day's events, which included games, marching, sports, and speeches from different dignitaries and refugee women and men.

In conclusion, the sensitisation work has begun to show changes in the participation of women in decision-making and in giving them an enhanced feeling of worth and equality, but it remains a huge challenge to promote gender equality within a society so resistant to cultural change. It will require not only a lot of patience, but also a

concerted effort from Oxfam GB and other local and international organisations to put in place a sustainable process that can continue when Oxfam GB leaves. This should particularly include training, preferably a training of trainers of both national Chadian and refugee staff.

Issues of Sexual Gender-Based Violence

While the men and women who attended the focus group discussions highlighted the problem of SGBV that occurred when the women went out to fetch firewood, they did not talk about the other cases of SGBV that had occurred while they were in Darfur. According to a UNHCR representative this may have been due to an agreement to not talk about SGBV as women who were victims of the mass rapes that happened in Darfur had been ostracised. Though systems were put in place to respond to the needs of the survivors, it seems certain issues were not looked into such as pregnancies that came as a result of rape. The issue of not taking action on the pregnancies resulting from rape cases was highlighted in the initial gender report prepared by the author of this report in September 2004. According to a UNHCR representative there have been reports of cases of infanticides and also of some women moving away from the camps that were said could be attributed to pregnancies as a result of rape.

It was also suspected that the women have a number of problems that are a result of SGBV. This observation was made by the UNHCR representative who shared that some women in Kounoungou and one other camp in the South were demanding a gynaecologist. When probed for the reasons why the women needed a gynaecologist it was shared that *“women have many problems, heavy bleeding, complicated labour and also there is a disease that some women have got from men that had gone to work in the South.”* The UNHCR representative that shared this information was of the view that the disease that women were referring to may be related to HIV/AIDS. To address the women’s health problems UNHCR has identified a health partner to put in place measures for addressing health issues faced by survivors of SGBV.

The referral system for reporting SGBV cases that was put in place by UNHCR with support from Oxfam GB and other INGO’s working in the field of gender, was said to have been working well initially but had been affected by the high turnover of both national and international staff. The Gender Officer who had been in the programme for five months at the time of the review was looking at ways of making the system work. In her view, if all implementing partners had recruited Gender Officers/Advisors as had been agreed, this would have contributed greatly to following up cases of SGBV and addressing other gender issues.

The Chadian authorities’ failure to prosecute perpetrators of SGBV was said to be contributing to the ineffectiveness of the SGBV referral system. It was further observed that the capacity of security officers to interpret the penal code was very low. It was therefore very common to find that perpetrators who had been arrested for SGBV were let go and the victims were informed that the person had run away and therefore case was closed. It is to deal with issues of this nature that it is important to work with local organisations who can put pressure on their government to see to it that cases are dealt with accordingly.

3.1.3. Partners level of intervention

Partners refers to other international organisations, UN agencies and local organisations that Oxfam GB collaborated with in strengthening efforts to mainstream gender in the Chad response. The international and UN agencies included UNHCR, UNICEF, CORD, Care, CCF, IMC, ACTED, WFP, MSF and IFRC, while SECADEV was the only local partner involved in working directly with the refugees. CELIAF and AFJT were also taken as local partners but they were not directly working with the refugees. The basis on which the partnership with CELIAF and AFJT was based will be elaborated on in the next section.

At the time that the Gender Advisor was recruited, discussions were going on with UNHCR on a recommendation that Oxfam GB be considered as implementing partner (IP) for gender in the Chad operation. This recommendation was made in the final report of the gender expert who was hired by UNHCR to look into issues of gender and SGBV. During the Gender Advisor's induction in Oxford she was able to participate in one teleconference with representatives of UNHCR in Geneva regarding the recommendation. While Oxfam GB declined to be the IP for Gender, UNHCR was assured of support. The support offered was to provide training in gender and also to assist in putting in place a coordination system.

Oxfam GB, working closely with UNHCR and UNICEF, was said to have taken the lead in training staff from other organisations in gender. The Gender Advisor prepared most of the materials and took the role of lead trainer. The training was aimed at raising gender awareness, and covered the following topics:

- Defining gender
- The importance of gender in humanitarian work
- The difference between gender and sex
- Integrating gender in the project cycle
- Introducing gender-based violence
- Protection of refugees
- The referral system on gender-based violence in camps

According to the Gender Advisor, running the training sessions for staff of partner organisations was one of the major breakthroughs in terms of ensuring that agencies working in Chad paid particular attention to gender. A series of training sessions were targeted at staff at various levels in the organisations. Heads of programmes, administration and logistics teams, government departments and the African Union (AU) were among those targeted. The training for the heads of programmes that took place on January 24, 2005 was attended by 21 participants representing MSF, JRS, SECADEV, UNHCR, IRC, WFP, CORD, Oxfam GB and WCRWC. The training session for administration and logistics staff on January 25, had 16 participants from NCA, CORD, Care, UNHCR, CCF, IMC, ACTED, WFP and AU, while the session for government departments had representatives from the justice, education and security sections. Some AU representatives also participated in the session for government departments.

One of the indicators that the Gender Advisor was using to measure the impact of the training for partners was the increase in the number of organisations that started to

attend the Sexual Gender-Based Violence (SGBV) coordination meetings and were able to share what they were doing in terms of gender mainstreaming and addressing issues of SGBV. Before the training sessions, only Oxfam GB, UNICEF, and UNHCR are said to have been sharing information on gender and SGBV. The fact that other partners started to share information on gender and SGBV can be used as an indicator to show that what was covered in the training was being put into practice.

Some of the representatives of partner organisations interviewed were of the view that the joint action on training partners at various levels had a great impact. For example, many of the organisations that had not been including statements in their job adverts to encourage women to apply started doing so after the training. Partner organisations were also able to share a lot of ideas regarding gender and were able to stand together and lobby the local administration on issues of gender equality. An example given of partner organisations standing together was when the Iriba local authorities demanded that International Non-Governmental Organisations (INGOs) should not recruit women any more because of the Muslim religion which did not permit the closeness of men to women. The head of the Iriba local authority asked that INGOs stop all women working for their agencies. The head of UNHCR refused to obey the demand and other agencies supported this. A special coordination meeting was held and most organisations attended. As a result of this solidarity the Local Authority's demand was withdrawn.

All partners interviewed acknowledged Oxfam GB's input in the success of what was happening in Chad in terms of gender. A representative of one of the partner organisations said *"I admire Oxfam GB's approach of mainstreaming gender in-house and also providing support outside."* While appreciating all the good work that the Gender Advisor was doing, some representatives expressed their concern about Oxfam GB's failure to provide the leadership that they are usually known for in gender. It seemed to them that gender was only the responsibility of the Gender Advisor. This conclusion was made based on the grounds that there was no reporting on gender at the INGO coordination meetings from Oxfam GB, nor were any reports prepared by the Oxfam GB Gender Advisor shared. In the first six months of her contract, the Gender Advisor attended some of the meetings. She used to get feedback from the then CPM on the outcome of the coordination meetings. In the second phase of her contract this was not the case. Oxfam GB's lack of reporting on gender may be attributed to the CPM at that time whose view was that gender was not priority.

3.1.4. National level intervention

The organisations that were met to review the activities at national level included Intermón Oxfam AFJT, CELIAF, and the Ministry of Family and Social Action. AFJT and CELIAF representatives shared on the support received from Oxfam GB whereas the Ministry of Family and Social Action shared on how they had tried to work on addressing some of the needs of the refugees.

According to Intermón Oxfam, that is the lead OI agency in Chad, at the beginning of the Chad response there was no mention at all of gender in the weekly sitreps and a concern was raised about this. With the recruitment of a Gender Advisor this changed as gender was being reported on in the sitreps. Whenever the Gender Advisor went to

N'djamena she met with the Country Representative for Intermón Oxfam and briefed her on what was going on in the camps in regard to addressing gender issues.

For the first time in Chad, a national workshop on gender-based violence was held and this was attributed to the support rendered by Oxfam GB through its a Gender Advisor. While Intermón Oxfam was committed, to addressing issues of gender inequality, the small number of staff in the programme limited the amount of time that could be put into this. It was for this reason that Intermón Oxfam expressed their concern about the continuation of the work that came up as a result of the action points recommended at the workshop. This concern was shared by both CELIAF and AFJT whose view was that the work on addressing gender inequalities in Chad had just begun and they were grateful to Oxfam GB who provided a brilliant Gender Advisor.

Through the Oxfam GB's Gender Advisor's participation in the national workshop, the participants were able to learn about and understand what was going on in the camps and also have access to gender materials, and documents. Both CELIAF and AFJT expressed their appreciation of the interaction they had had with the Gender Advisor at the national workshop and other meetings that followed as a result of the plan that was developed at the end of the workshop. The sharing of Zambia's experience in regard to GBV was said to have been useful. Intermón Oxfam is planning on sending some of the members of CELIAF and AFJT to Zambia to learn more on how GBV issues are addressed.

Other recommendations made during the workshop that have received support from Oxfam GB are the development of a training manual on GBV and the writing of a proposal for the setting up of a centre to provide counselling and advice to victims of GBV. At the time of the review, a draft of the training manual was ready and was in the process of being finalised by CELIAF. Oxfam GB will support the production of the manual. AFJT had also prepared a draft proposal for the centre, which is being called 'Centre d'Ecoute' – the Listening Centre. Once the proposal is finalised it will be sent to Oxfam GB and other donors for funding. The Gender Advisor provided guidance in developing the training manual and proposal.

The other significant outcome from the national workshop, according to the representative of Intermón Oxfam, was the consolidation of relationships with the key government ministries that could play a major role in facilitating the process of addressing issues of gender inequality in Chad. The ministries that participated in the workshop included the Ministry of Education, the Ministry of Justice and the Ministry of Family and Social Action.

Interviews with representatives of the Ministry of Family and Social Action revealed that even though the Ministry was interested in helping address issues affecting the refugees in Chad, especially women, this had not been possible. When the emergency response started, UNHCR and Intermón Oxfam were said to have contacted the Ministry of Family Social Action. Following this contact two staff from the Ministry of Family and Social Action were seconded to UNHCR and placed in the field. These staff had since not returned to the Ministry and there has not been any further contact with UNHCR.

The Ministry of Family and Social Action representatives were of the view that the government has a responsibility to address some of the needs of the refugees. It was in line with this that a proposal was being developed to run a series of workshops on the role of leaders and civil authorities in the promotion and protection of the rights of refugees in Chad. The completion of the proposal was delayed because some of the information needed had to be collected from the camps and resources to support this were lacking. When the proposal is finalised it will be sent out to donors.

A lack of information flow from agencies working with refugees to the Ministry of Family and Social Action was seen as an obstacle in facilitating collaboration. The representatives of the Ministry shared that they were aware that 90% of the women in the camps were victims of GBV and hoped that organisations like Oxfam GB and the CELIAF could do something about this issue. This positive response of the government could be followed up especially in demanding for measures to be taken against security personnel who are said to be some of the perpetrators of GBV in the camps, and also asking for systems to be put in place to facilitate the prosecution of those involved in SGBV. As highlighted in the section on SGBV the number of cases being reported had dropped because the perpetrators were not being prosecuted.

3.2. Value of having a gender advisor in the team

The presence of the Gender Advisor in the team was said to have added value by both Oxfam GB staff and representatives of partner organisations that were interviewed. For Oxfam GB staff the presence of the Gender Advisor served as a reminder of the importance of ensuring that gender was mainstreamed in the programme. Below is what some of the staff had to say in regard to the value added of having a gender advisor in the team:

“The presence of a gender advisor in the team has really strengthened our ability to mainstream gender in our work. Everybody has been trained in gender mainstreaming and knows how to put it into practice.”

“Whenever I had any questions regarding gender Honorine was there to provide the answers and the support required. All Oxfam GB programmes should have a gender advisor in the team. ”

One staff member who had been in the programme for 13 months had observed that during the first few months after he arrived only men were seen attending meetings. Women were invisible but as soon as the Gender Advisor arrived he observed a lot of change. The Gender Advisor raised awareness among all staff on the importance of ensuring that both men and women were participating in the activities *“even engineers were asked to promote participation of men and women in the programmes”* he said.

Another staff member said having a gender advisor on the team had helped him to understand what gender equality really means. He had this to say, *“Even when I have grown up in France where there is (more) equality between women and men I did not know how to mainstream gender into programmes. The training organised by Honorine really helped me. I think it is important that all organisations have a gender advisor in their teams. I was told when recruited that gender was important but it was not clear to me what this meant until I attended the gender training.”*

In addition to staff's views many partners talked to also acknowledged the importance of having a gender advisor in the team. They explained that their staff benefited from the work of Oxfam GB's Gender Advisor through participation in gender training and the provision of materials. They were also happy that they had someone they could consult on gender issues, as most organisations did not have a gender expert, except for UNHCR and CORD for a short period. Some organisations commended Oxfam GB for seriously putting into practice the recommendation of gender mainstreaming which has been pushed more since the Beijing world conference for women. They acknowledged that a lot of UN and international organisations had put in place policies for gender mainstreaming and are striving to put these into practice.

As observed by the representatives of other agencies, it is not enough just to have gender policies, but what is key is the implementation of the policy. The Gender Advisor provided support to the teams by ensuring that gender-mainstreaming indicators were developed to measure the impact of the interventions. Using the developed indicators, the staff, on a monthly basis, submitted their reports to the Gender Advisor and this helped in monitoring the progress that was being made. Below is an example of a report using the developed indicators. It is important to note that staff developed the indicators in one of the training sessions that the Gender Advisor facilitated in the initial six months of her contract.

The report below indicates that most of the targets in terms of numbers of men and women in all the activity lines were met apart from recruitment.

Sample report on the gender mainstreaming indicators in February 2005 in Guereda

Activity line	Indicator	Targets	Comments
Sensitisation	Number of women and men participating in sensitisation exercises during the month	60% women 40% men	A total of 4790 women and 950 men were trained in various PHP issues
Participation	Number of women and men in charge of PHP latrine cleaning kits	70% women 30% men	In May out of 687 people responsible for latrine cleaning kits, 627 were women
Decision making	Number of women and men heading PHP clusters	60% women 40% men	Out of 124 people selected to be responsible for cluster kits 80 were men
Representation	Number of women and men represented in other committees within the camp	50% representation on other committees established within the camp	Representation in other zones bases PHP committees are shared 50/50
Recruitment	Number of male and female water attendants recruited	50% women 50% men	None
	Number of male and female animators recruited in the organisation	50% male 50% female	One female and no male
	Number of male and female staff in other positions recruited during the period	40% female 60% male	None
Income generating activities	Number of women and men involved in brick making	70% women 30% men	200 women and 90 men were involved in brick making for latrine project
	Number of women and men involved in construction work on site	70% men 30% women	80 were involved in latrine construction. No woman undertook actual latrine construction
Response to women's problems	Number of women's issues that are responded to by Oxfam GB during the period.	2 issues (per month)	The PHP Kounoungou and SECADEV continue to lobby the latrine contractors to involve more women.

In addition to facilitating the development of indicators and ensuring that the monthly reports were submitted, the Gender Advisor helped the teams to develop action plans for mainstreaming gender in the programme. The action plans were developed during the gender training sessions. For example, the Gaga team had the following plan after the training:

Activity	When	Where	Who will be responsible	With what resources
Monitoring of gender indicators	Each week	Gaga camp	PHP Hygiene animators	Monitoring form
Sensitisation about gender issues	Starting from November	Gaga camp	PHP Casual labourers (animators & water point attendants)	PHP/gender visual aids
Identification of community workers based on gender	On-going	Gaga camp	PHP supervisor	

Date plan was done: 11/10/05

Place: Abeche

Team: Public Health Promotion

3.3. Challenges and gaps to gender mainstreaming

Support from management

The response from the majority of international staff on the question of “support received from current management in terms of gender mainstreaming” was that management could give more support than was the case then. Some staff were of the view that management could do with increased understanding and knowledge of gender.

To some extent, the views of management not having a full understanding of gender, and thus providing less than the required support may be true. This conclusion is based on information obtained from the CPM that in his view gender was not a priority and therefore did not need to be supported. Some other members of the management team who were working for Oxfam GB for the first time expressed their lack of understanding of gender mainstreaming and gender issues until they had attended the gender induction training session facilitated by the Gender Advisor.

Some international staff who had been in the programme longer made comparisons between the present and past management. In their view gender was given support by the past management because the position of the Gender Advisor was recognised and everybody was made aware of her role. However, this was not the view of some local partners that interacted with the past management on gender. Their experience was to the contrary as they observed that the position of Gender Advisor was not given the support required. All that was achieved in the gender activities that the local partner was involved in was attributed to the Gender Advisor’s commitment, hard work and

determination. *“We know that it was very hard for the Gender Advisor because she did not have support from colleagues: she had to fight to get the work done.”*

The example given by staff to illustrate how committed the past management was to gender was that of the time when the Gender Advisor had to take a break after the initial six months of her contract. The Protection Advisor was asked to cover for the Gender Advisor and this in their view was a way of management ensuring that gender was given the attention it deserves.

The staff however observed that the Protection Advisor did not do any gender work for the whole period that the Gender Advisor was away. The Protection Advisor shared that she did not do much gender work when covering for the Gender Advisor and also thought that she could have been more proactive than reactive. A report by one of the technical advisors on a visit to the Chad Programme in June-July 2005 observed that there was no gender advisor in the team but did not mention that the Protection Advisor was covering for the position. The report indirectly implied that there were no or little activities on gender during this period, which would then confirm the observations made by the staff earlier of the Protection Advisor not doing anything in terms of gender. One reason that could be advanced for the Protection Advisor not being able to cover for the Gender Advisor is that she may have had a heavy workload and therefore gave priority to her work. Management, when making the decision that the Protection Advisor covers for the Gender Advisor, may have overlooked the issue of the workload.

Another observation that some staff who had been in the programme during the initial six months of the Gender Advisor’s contract made, was that when she went on leave and new staff came on board they did not receive any gender induction or training. In the staff’s view this had a negative impact on some programmes. For instance, they observed that the host community programme had recruited more men and only one woman despite the fact that some good female candidates had been interviewed. Two other examples that were given to illustrate the lack of gender awareness in the host community programme was that when one of the engineers recommended that a gender analysis be done, he was told that this would require a lot of time and the programme did not have the time. The second was of a case where a water source for the village was 2km away from the village and a source was found by Oxfam GB about one kilometer away. The village leaders (who were all men) refused that the drilling could be done unless it was not 800 meters away. Oxfam GB staff was of the view that this would not have been the case had the women been consulted.

The challenges arising from the discussions above go beyond the Chad programme to the organisation as a whole. Despite the fact that gender is a corporate priority, the experience in Chad seems to suggest that giving gender attention in a programme largely depends on the commitment of the leadership. This means that if the leadership of a programme does not recognise gender as priority then issues of gender remain unattended to. The gender policy in this case is not put into practice, which raises the question of the value of the policy.

The above discussion points also show that staff have not fully accepted their own responsibility over gender mainstreaming, but have, instead, a tendency to rely on the gender advisor for gender mainstreamed programme delivery.

Gender and diversity

Achieving gender balance among staff was said to be a big challenge for both national and international staff. It was observed, however, that gender balance was more critical among the national staff. For instance, all twenty national staff in the Gaga camp were men, while in the host community programme only one of the seven national staff members was a woman. The high level of illiteracy among women was identified as the main cause of the gender imbalance. The few female national staff that were in the programme mostly came from southern Chad. Quite a number of men came from there too. With the difference in culture and religion, staff from the south did not feel very safe in the area. This was more so for the women, who stood out in the communities because of the mode of dress among other things. Some of the female staff expressed a concern that the organisation did not take into consideration their situation of coming from a different cultural and social background than that of the Chadians from the north. For instance, in the south women are educated while this is not so in the north, therefore an educated woman from the south who goes to work in the north may not readily be accepted in the community.

As for the international staff, at the time this review was done the Guereda team had no female and six male staff members while Hadjer Hadid had one female and three male staff members. There was almost a gender balance at the base in Abeche with five females and six males. International staff were mostly from African and European countries. The majority of the international staff were from African countries and most were at middle management level. Most African staff who were working for Oxfam GB for the first time raised a concern over this. Another concern raised was the lack of sensitivity of international staff to the culture and religious beliefs of the local staff.

While appreciating the constraints of achieving a gender balance among staff, there was a perception that the organisation was not doing enough. For instance, some staff observed that recruitment standards could be relaxed, for instance not only asking for people who can speak French and Arabic but asking for someone who is able to mobilise and speak the local language. In addition, job profiles could be made simple to attract more female staff members.

Similar views about the organisation not doing enough to attract women were expressed in regard to international staff. It was assumed that if the conditions were made more attractive this would attract more women, for example flexibility in rest and recuperation (R&R) and leave, and other motivating factors such as giving more telephone time to married women and men. *“Oxfam GB can do better in terms of gender and HR”* observed one of the staff members interviewed.

From some of the suggestions that were made on addressing the issue of gender imbalance among staff, it could be concluded that gender mainstreaming in HR is expensive and this raises questions as to what resources were put aside for this, if any. The initial budget for gender work in Chad was only £2,000. Again, the issue of allocating resources to gender goes beyond Chad. Is it time for the organisation to consider a fixed minimum figure for gender mainstreaming in humanitarian response?

Building capacity of local staff

Two local staff were recruited as Gender Assistants in the last month of the Gender Advisor's contract. The Gender Advisor regretted that this happened in this way as she was of the view that the assistants would have benefited from her support had they been recruited much earlier. At the end of the Gender Advisor's six-month contract it had been agreed and resources allocated for the recruitment of three gender assistants but with the change of management and strategy these plans were affected. By the time of the review only two gender assistants were recruited.

The Gender Advisor was of the view that the recruitment of local staff should have been done in the first month of her contract, or at the same time that national staff for PHP or other positions were recruited. This would have given them time to be known by the community and to understand the culture, since they were coming from another community. Since Oxfam GB is phasing out its programme, it was the Gender Advisor's hope that the gender assistant positions will remain until the programme has ended. This hope was in line with suggestions that were coming up from most of the staff, beneficiaries and partners on the need of continuing to build on work that had been started on gender.

Support from Oxford and the region

While appreciating the support that the Gender Advisor received through emails and phone calls from Oxford, she was of the view that the support was not enough. A lot of time was spent in the initial three months training staff on the Code of Conduct and this took away time to focus on gender mainstreaming. Support through a Gender Advisor either from the region or Oxford going to join her for a period of three to four weeks would have helped a lot on not losing time for gender mainstreaming. Some advisors from Oxford had visited their teams and this was a motivating factor, while she did not see any gender advisors in the field for the whole period of her contract till the time of the review. The Gender Advisor stressed the point that Chad was a difficult mission and thus required a lot of time and initiative for one to settle down. She shared the experiences of some colleagues in other organisations who had failed to take off and therefore emphasised on the need for support.

The concern of the Gender Advisor of spending a lot of time in the first three months training staff on the Code of Conduct was acknowledged by the Humanitarian Department. It has since been clarified that training of staff on the Code of Conduct is the responsibility of managers and HR.

Suggestions from Oxfam GB staff and partner organisations on how Oxfam GB can contribute to sustaining initiatives on gender mainstreaming

- Gender training of trainers for national staff and refugees
- More gender training for Oxfam GB staff
- Gender awareness training for refugee men
- Oxfam GB to identify people in partner organisations to continue with the work started
- Literacy classes for Oxfam GB staff and their partners (spouses)

- Oxfam GB to continue holding the gender flag high even though difficult in this environment

4.0. Lessons learnt from the programme

In concluding this report I would like to highlight some of the lessons which I think can be learnt from the Chad programme.

- The commitment of management to gender is key in facilitating the process of all staff giving it the priority it deserves.
- Gender inductions and training are the starting point of ensuring that gender is mainstreamed throughout the project cycle.
- The impact of gender interventions may not show immediately, as changing people's attitudes is a long-term process. Therefore this is something that staff ought to be reminded of, in order that they are not discouraged from doing anything about the situation.
- The involvement of national organisations in gender issues is important, especially in situations like Chad where work is also to be done with host communities.
- Addressing issues of gender inequality will require financial resources and therefore need to be adequately budgeted for.
- Even in the most difficult environments it is possible to initiate the process of addressing gender issues: what matters is the determination, commitment and skills of staff.
- Recruiting a gender advisor for the programme provides support to staff who have not had any experience in gender.
- Letting CPMs decide on whether gender is priority or not dismisses gender as a corporate priority.
- Oxfam GB is recognised as a lead organisation in gender mainstreaming by others, but needs to be followed up with consistent action..

5.0 Recommendations

Based on the findings of the review, below are some of the recommendations that should be considered in future programmes to ensure effective gender mainstreaming:

Management

Management has a responsibility to ensure that gender is given priority in the programme. It is therefore recommended that CPMs and PMs commit themselves to ensuring that gender is given priority by taking the following steps:

- Gender is incorporated in all staff performance objectives and reviewed accordingly during staff performance appraisal.
- Gender Advisors are part of management teams and participate in programme meetings to provide guidance and information on gender and related activities.
- Adequate resources are allocated to gender mainstreaming activities through consultation with the Gender Advisor during the process of budget

preparation. Oxfam GB may want to consider a minimum figure for gender mainstreaming.

- Management should take responsibility for ensuring that there is effective reporting on gender work. In the absence of a gender advisor, identification of a gender focal person among senior staff is imperative.
- Management should take the lead and ensure that gender work is taken as an organisational priority by all staff rather than taking it as ‘the work of the Gender Advisor’.

It is understandable that humanitarian work moves at a faster speed and is heavy in terms of workload, however despite this situation all CPMs and PMs need to have a gender induction and gender training at the beginning of the programme to strengthen their appreciation of gender.

Staff

- All staff should have an induction and introductory training at the beginning of the mission. This will ensure that staff have understood the concept of gender and its approaches and are able to fully integrate gender in their work.
- All technical staff should have a reporting mechanism on gender mainstreaming that feeds information to the sitreps and progresas reports.
- National staff for gender should be recruited at the same time as other staff so that the expatriate Gender Advisor can have enough time to build their capacity.

Humanitarian Department (HD)

- When a programme is being managed by the Humanitarian Department, as was the case in the initial stages of the response in Chad, the department should find ways to provide continuous support to the Gender Advisor through constant monitoring such as field trips and materials.
- The Humanitarian Department should equally ensure that all CPMs and PMs who are recruited through Oxford undergo not only a gender induction but training on gender as well so that they get to the programme well equipped and able to support the gender mainstreaming process.
- Humanitarian Coordinators and Humanitarian Officers to request the Regional and Country Offices to ensure that all humanitarian staff are trained in gender within the first two months of their recruitment.
- HD should follow up with the region on how the work on gender can be sustained. Training of trainers of national staff in partner organisations and some of the refugee men and women was seen by most of the agencies interviewed as a way of sustaining the gender awareness programmes. UNHCR was prepared to support the proposal for this programme.

Eastern Chad Gender Assessment Report

August-September 2004



Compiled by Aggie Kalungu-Banda, Humanitarian Dept.

Executive Summary

In May 2004, the Humanitarian Department (HD) approved the Programme Implementation Plan (PIP) for response to the emergency situation in Chad. The HD Director recommended that the Humanitarian Support Personnel (HSP) Gender and Representation Adviser be deployed to Chad to ensure that attention to gender mainstreaming was not to be lost in the efforts to scale up the programme.

The team in Chad suggested that the HSP Gender and Representation Adviser support the programme in the short-term by ensuring that time be allocated for an induction on gender mainstreaming for all staff going to Chad and passing through Oxford, and in the medium-term by undertaking a field visit to assess how staff were integrating gender into their work. This report is based on the findings of the field visit, which was undertaken in August-September 2004. The terms of reference were as follows:

- Gather information on gender issues, including sexual abuse and exploitation, in all the camps; analyse the underlying causes and effects of these issues; and identify what action needs to be taken;
- Conduct an assessment of the training needs of Oxfam GB staff and partners, including coaching and on-the-job training in gender mainstreaming and prevention of sexual exploitation;
- Establish what other agencies are doing in regard to gender mainstreaming and sexual exploitation and assess what needs to be done in order to coordinate efforts effectively;
- Facilitate the development of a plan for gender mainstreaming and prevention of sexual exploitation with all stakeholders. The plan to include detailed activities, time lines, and human and financial resources needed, and who would be responsible for each activity.

The terms of reference were fulfilled through meetings and discussions with Oxfam GB GB and Intermón Oxfam staff based in Abeche, Ndjamená, Bridjing, Gureda and Iriba, and with other agencies, namely Swiss Aid, Catholic Relief Services (CRS), CELIAF (a coordinating organisation of Chadian women's associations), and AFJT (an association of female lawyers in Chad). I also accompanied Oxfam GB's Public Health Promoters and Engineers to Kounoungu, Bredjing, and Am Nabak camps.

Gender issues in the camps

The final mission report on gender and sexual gender-based violence (SGBV) issues in Chad prepared by the consultant hired by UNHCR gave a detailed account of the gender issues in the camps. The representative of Intermón Oxfam, the Oxfam GB Protection Adviser, and some of Oxfam GB's field staff also highlighted issues raised in the report, including:

- Lack of women's direct or indirect participation in the management of food and non-food items' distribution, resulting in the specific needs of women, for example breast-feeding mothers, being ignored.
- Sexual abuse of refugee women in the camps, with at least one case involving a staff member of an implementing partner of UNHCR.

- Lack of counselling facilities for women who had been victims of rape and or subjected to watching their children being raped and killed.
- Cultural and religious practices and beliefs prevent women's participation in activities in the camps.
- No action taken in response to the number of girls who are being raped and are pregnant.
- The disproportionately heavy workload of women.

How Oxfam GB is mainstreaming gender in the programme

My overall impression was that efforts were being made, and that there was strong will to integrate gender issues in the programme. Staff who had received a gender induction said that it had been helpful, and opened them to new ideas and approaches. However, some staff still lack the confidence and skills to address gender issues, and further training and support is needed to ensure that the programme has real impact on gender relations.

Oxfam GB staff are striving to achieve gender balance in representation on water and sanitation committees, but women still seem to lack the confidence to speak out. The challenge to Oxfam GB staff is, therefore, to ensure that the voices of women are heard.

Prevention of sexual exploitation and abuse

Both Intermón Oxfam and Oxfam GB were concerned at the lack of awareness about the prevention of sexual exploitation and abuse among its national staff and partners. Plans were underway to identify a consultant who would facilitate training sessions for staff and partners. The facilitator would use a manual on the prevention of sexual exploitation and abuse that has been prepared by Oxfam GB and is being piloted in the field.

Summary of recommendations

1. All international, national and local staff to undergo a gender induction.
2. All international and local Oxfam GB staff sign the Code of Conduct and undergo training on the prevention of sexual exploitation and abuse.
3. Study recommendations made in the final mission report on SGBV issues in Chad and plan how to incorporate these into the Oxfam GB programme.
4. Put pressure on UNHCR to put in place mechanisms through which issues of sexual exploitation and abuse of refugees are reported and victims receive medical attention and counselling.
5. Encourage staff in the field to document their experiences of mainstreaming gender and send these to the Abeche office for sharing with staff in other camps in Chad.
6. To improve the gender balance among staff, consider affirmative action, and allocate special resources to support this.

Eastern Chad Gender Assessment Report

Background and methodology

In May 2004, the Humanitarian Department (HD) approved the Programme Implementation Plan (PIP) for response to the emergency situation in Chad, but there was a concern that planned gender mainstreaming work would be lost in the major efforts to effect serious scale-up of the programme. The HD Director recommended that the Humanitarian Support Personnel (HSP) Gender and Representation Adviser be deployed to Chad to address this.

The team in Chad suggested that the HSP Gender and Representation Adviser could support the programme in the short-term by ensuring that time be allocated for an induction on gender mainstreaming for all staff going to Chad and passing through Oxford, and in the medium-term by undertaking a field visit to assess how the staff were integrating gender into their work.

This report is based on the findings of the field visit, which was undertaken in August-September 2004. The terms of reference for the assessment were as follows:

- Gather information on gender issues, including sexual abuse and exploitation, in all the camps; analyse the underlying causes and effects of these issues; and identify what action needs to be taken;
- Conduct an assessment of the training needs of Oxfam GB staff and partners, including coaching and on-the-job training in gender mainstreaming and prevention of sexual exploitation;
- Establish what other agencies are doing in regard to gender mainstreaming and sexual exploitation and assess what needs to be done in order to coordinate the efforts effectively;
- Facilitate the development of a plan for gender mainstreaming and prevention of sexual exploitation with all stakeholders. The plan to include detailed activities, time lines, and human and financial resources needed, and who would be responsible for each activity.

How the terms of reference were fulfilled

The HSP Gender and Representation Adviser fulfilled the terms of reference by:

1. Having one-to-one and group discussions with Oxfam GB and Intermón Oxfam GB staff based in Abeche, Ndjamena, Bridjing, Gureda and Iriba.
2. Accompanying Oxfam GB Public Health Promoters and Engineers to Kounoungu, Bredjing, and Am Nabak camps.
3. Conducting semi-structured interviews with some of the men and women in the camps visited.
4. Holding meetings with representatives of Intermón Oxfam, UNHCR, Swiss Aid, Catholic Relief Services (CRS), Cellule de Liaison et d'Information des Associations Feminines (CELIAF – a coordinating organisation of Chadian women's associations), and AFJT (an association of female lawyers in Chad).
5. Meeting with the Oxfam GB Protection Adviser, who had just finished collecting field data for an assessment on protection issues.

6. Reviewing the final mission report on Gender and Sexual Gender-Based Violence (SGBV) issues prepared by a gender expert hired by UNHCR.
7. Conducting gender inductions for international staff who had just been recruited.

Situational Analysis

The environment in Eastern Chad is very difficult for humanitarian work in terms of the availability of water, transport and communication. The northern area is worse than the south, as it is more barren. Security of refugees along the border was the main focus at the beginning of the operation in Chad. The original idea, according to the Programme Manager for UNHCR, was to have camps of small communities of 5,000 to 6,000 people. However, due to the large influx of refugees, most camps are said to be accommodating 15,000 to 40,000 people and there is a fear that if more refugees arrive conditions will worsen. According to representatives of Intermón Oxfam, UNHCR has estimated that an additional 50,000 to 200,000 refugees will arrive in Eastern Chad by the end of the year. The number of women is said to be double that of men. UNHCR, with the help of other NGOs, is trying to do a gender-disaggregated registration so as to have a good database.

According to UNHCR in N'djamena, humanitarian work in Eastern Chad was not properly done at the beginning of the operation. Intermón Oxfam supports this view. UNHCR revealed that the urgency of providing shelter and moving refugees to camps made it difficult to ensure that gender issues were being considered in the operation. UNHCR hopes that the report that has just been prepared on gender and sexual gender-based violence (SGBV) issues in Chad will help to ensure that gender issues are seriously considered.

Some Oxfam GB and Intermón Oxfam staff expressed concern that the lack of gender mainstreaming in the Chad operation was as a result of certain organisations employing new staff for the humanitarian programme who were not sensitive to gender issues and who were not given any gender-awareness training upon being recruited. In addition, some organisations tasked with camp management did not have the capacity to mainstream gender in their work because of a lack of staff with experience in humanitarian work and an understanding of gender issues. For instance, in one camp the organisation responsible for camp management only had one international staff member, and local staff who had no knowledge of gender mainstreaming.

UNHCR observed that although the operation in Chad seems in general to have improved with more organisations coming in, there is still a lot to be done in terms of gender mainstreaming (at the time of this assessment, UNHCR had 20 implementing partners and there were another 20 NGOs that were not UNHCR partners). This was further highlighted in the UNHCR report on gender and sexual gender-based violence. UNHCR is currently in the process of deciding how to go about implementing the recommendations of the report. One of the recommendations was that Oxfam GB be considered as the implementing partner (IP) for gender. UNHCR is not yet sure of whether the partner would take an advisory role or oversee the implementation of another project. UNHCR hopes to work out the details of what would be expected of the IP for gender by 24 September 2004. This information will be shared with Oxfam

GB immediately through the HD Gender and Representation Advisor. UNHCR is expecting their Gender Adviser from Geneva to be in Abeche between from 2-9 October 2004. Oxfam GB's Gender Advisers were requested to be in Abeche during this time to give information regarding the extent to which Oxfam GB can respond to what is expected of the IP for gender.

Gender and SGBV issues in the camps

Since the gender expert hired by UNHCR had just completed her assessment of gender issues, including sexual abuse, in all the camps, I relied on her report for some pieces of information. The final mission report on gender and SGBV issues in Chad gave a detailed account of the situation. Intermón Oxfam, Oxfam GB's Protection Adviser, and some of Oxfam GB's staff in the field also highlighted issues raised in the report, including:

- Lack of women's direct or indirect participation in the management of food and non-food items' distribution. I learned from women in Am Nabak of how some breast-feeding mothers had gone for days without food because they had not yet been registered. Having women on the food distribution committees would have made it possible for such issues to be raised.
- Sexual abuse of refugee women in the camps. At least one case involved a staff member of an implementing partner of UNHCR, and may be linked to food for sex. During the deployment of the UNHCR gender expert, one known rape case, one known attempted rape and one known violation of the Code of Conduct were brought to light.
- Lack of counselling facilities for women who had been victims of rape or subjected to watching their children being raped and killed.
- Cultural and religious barriers prevent women's participation in activities in the camps. Oxfam GB's Protection Adviser gave an example of a meeting that was organised for birth attendants, which only men attended. In other situations women attended meetings but were not given any opportunity to express their views.
- No action taken in response to the number of girls who are being raped and are pregnant. Girls as young as eight are being gang-raped, some of whom are being hidden by their families and not receiving any medical attention.
- Women's disproportionately heavy workloads. Women must fetch water, in some cases, for instance in Bredjing camp, walking long distances, fetch firewood from distant places due to the scarcity of tree in the areas, work in host communities' fields to earn cash, queue up for hours for food on food distribution days, go to the market to sell some of their produce on market days, and also take care of children.
- Though a red flannel material was being distributed in many camps, if not all, this so-called 'sanitary material' most often appeared in the form of dresses or headscarves on the refugee women and children. Women complained about the material and, without soap to clean it, did not think it very sanitary.
- Lack of gender balance in staffing and lack of understanding of the culture of the beneficiaries. For instance, in Farchna, where SECADEV is in charge of the camp management, all staff are men from the south of Chad and have no knowledge of the Muslim culture.
- Lack of sensitivity to gender issues among the implementing partners.

- No systems in place for reporting cases of sexual exploitation and abuse.

The report by UNHCR's gender expert revealed that not much was being done to address the above issues and this was confirmed in discussions with Intermón Oxfam, Oxfam GB, Catholic Relief Services and UNHCR. The report makes a lot of recommendations but these do not include the role that Chadian women's organisations advocating for women's rights could play. At the two meetings that I held with the Association of Chadian Female Lawyers and the co-ordinating organisation for women's associations, representatives of these organisations expressed their commitment to contributing to the protection of the refugees, especially women. The female lawyers shared that they were in the process of lobbying parliament for an enactment of a law on ending violence against women. The law will include ending sexual abuse in conflict situations. They were of the view that female refugees in Chad would be protected under this law. The coordinating organisation for women's associations thought they could lobby the Chadian government to increase the number of security women that will be deployed in the camps, and were willing to sensitise security officers on the ills of sexual abuse and exploitation.

How Oxfam GB is mainstreaming gender in the programme

Gender inductions for staff

Most of the international staff recruited for the programme who passed through Oxford had a gender induction. Although there were plans for staff who were not passing through Oxford to be given a gender induction upon arrival in Chad this did not happen. The office in Abeche had two gender induction packages on the shelves with other resource materials, although there was no system in place to check on whether or not they were being used. Staff who had their own copies of the induction package informed me that they found the information useful, especially the gender checklist cards. They had also found the gender induction very useful. One staff member said:

“The gender induction has been useful in that it has helped me to take into consideration the interests of the various people I am working with. It is very easy to forget in an emergency that the people we are working with have different interests and needs.”

There was, however, an observation by some staff that others, despite having had an induction, were not demonstrating an appreciation of gender issues. It was suggested that staff should be trained in gender-awareness and skills on how to integrate gender into their work.

Although there was evidence in the field (as will be highlighted in subsequent sections) that some staff are making an effort to ensure that gender is mainstreamed in their work, a concern was raised by Intermón Oxfam that field reports do not reflect gender issues. This concern about reports being 'gender-blind' has also been raised by the HD Gender Advisers.

Examples of gender mainstreaming shared by staff

Am Nabak Camp: malaria programme

The beneficiaries were asked to select an equal number of men and women to be trained to spray all the tents in the camp. The men opposed the idea of women participating in this programme because, according to local religious practices, women are not allowed to enter a man's house and spraying would require them to do so. Oxfam GB staff accepted the men's point but suggested that the women undergo the training too so that they could spray their own tents. The women would also assist the men in mixing the chemicals and addressing safety issues. This suggestion was accepted and both men and women were trained.

After the training the men and women commenced the spraying exercise. On the first day it was observed that only the men did the spraying while the women mixed the chemicals and took care of safety issues. On the second day however, women did the spraying while the men were mixing the chemicals and taking care of safety issues, and this was the case for most of the remaining period. According to Oxfam staff, the women seemed to do the spraying better than the men.

While staff should be commended for their efforts in encouraging the participation of both men and women in the malaria spraying programme, there is a need to be cautious and not to allow a situation where men leave the work to the women, thereby increasing their already heavy workload. For instance, the fact that on the second day of the spraying exercise, the men that had opposed women's participation on religious grounds allowed the women to spray while they mixed the chemicals raises a lot of questions.

Cash for labour in Kounoungo camp

During a coordination meeting, Oxfam's water engineer in Gureda shared Oxfam's gender mainstreaming approach with other organisations and advised that all other agencies adopt a similar approach. The other agencies, while accepting that the Oxfam approach would be the ideal, stated that the refugees would not accept it due to their religion. Despite these views, Oxfam staff went ahead with plans to have both men and women participate in the cash for work programme. Men and women worked together to build platforms for water bladders.

I had the opportunity to witness the men and women work together, loading and off-loading sand from a pick-up van. Oxfam staff intend to encourage other organisations to ensure equal participation of men and women in all their activities through displaying some of the pictures taken of men and women working together at the place where coordination meetings take place.

I held separate discussions with the men and women who were participating on the day that I visited the camp to get their views about working together on the project. Both the men and women shared that they had no problem working together, since they had been working together before the displacement. The men and women were further asked about representation on decision-making structures in the camp. It was revealed that only men were represented in these structures. When asked why this was

the case, the response was that if women had any concerns about the decisions made by the leadership they could raise this through the women's committee. An in-depth discussion on this matter was not possible because none of the Oxfam GB staff present could communicate directly with the beneficiaries, who were only able to speak Arabic and local languages. This experience indicated the need to find an appropriate and effective way of communicating with beneficiaries if gender inequality issues are to be adequately addressed.

Formation of sanitation and hygiene committees in Bredjing

The Public Health Promoter has formed committees for the facilitation of water and sanitation activities in the camps. All of the committees are balanced in terms of gender and age. Each committee has six members: three men and three women. Getting women to be represented was achieved through first recognising the leadership, which is mainly men. The Public Health Promoter said of her experience of trying to get women represented on the committees:

“One thing I have learnt is that you must respect the men first. Cultural sensitivity is very important.”

I was able to witness the formation of one of the committees and my observation was that equal representation might not be the right approach in Bredjing Camp, because there are more women than men. Staff were advised to consider adjusting the numbers so that they were representative of the gender composition of the camp. Further, I observed during a meeting with one established committee that women were not participating in discussions as much as men. This may be as a result of cultural practices that have not given women the opportunity to participate in decision-making structures in their society, and also due to the language barrier in this case. None of the Oxfam staff working in Bredjing can speak Masalit, which is the only language spoken by most of the women in Bredjing.

Prevention of sexual exploitation and abuse

All international staff had signed the Oxfam GB Code of Conduct, which prohibits any form of sexual relationship with beneficiaries, but national staff had not. Both Intermón Oxfam and Oxfam GB were concerned at the lack of awareness about the prevention of sexual exploitation and abuse among national staff and partners. Though there were no concerns raised about international staff, in my opinion they too need to be helped to understand the issue of sexual exploitation. This arose from comments made by some international staff when I gave advice on the prevention of sexual exploitation, based on what I had observed in the field. The comment was that only aid workers were viewed as the perpetrators of sexual exploitation and they wondered what I had to say for cases where refugee women offer themselves. Two international staff shared that they had been approached by refugee women and told that since most of the men had died or joined the rebels, there were no men to satisfy their sexual needs. These comments revealed a lack of understanding of how women in vulnerable situations may be forced to use their sexuality in order to meet their basic needs.

To address concerns about the prevention of sexual exploitation, plans were underway to identify a consultant who would facilitate training sessions for staff and partners on the prevention of sexual exploitation and abuse. The facilitator would use a manual that has been prepared by Oxfam GB and is being piloted in the field.

As Chad is a francophone country, the manual has already been translated into French. Oxfam GB is relying on Intermón Oxfam to identify a local facilitator for the training. Intermón Oxfam, however, has made some suggestions regarding the training: firstly, that the training be facilitated by an Oxfam staff member because they would have a better understanding of internal policies; secondly, that participation should not be limited to Oxfam staff and partners but be opened up to other agencies working in the camps; and thirdly, that UNHCR be asked if it was possible to have a joint training.

Oxfam GB appreciated the idea of opening the training to other agencies and running a joint programme with UNHCR but this was seen as a long-term measure. The suggestion of having an Oxfam staff member facilitate the training was also seen as the ideal, but with the current urgent need for training, Oxfam GB recommended that a consultant be hired to conduct the training as soon as possible. The Humanitarian Co-ordinator who is leading Oxfam GB's work on the prevention of sexual exploitation and abuse advised that I help in identifying a consultant while I was in Chad.

With the assistance of Intermón Oxfam, I met with the Organisation of Women Lawyers (AFJT) in Ndjamená to find out if they could facilitate a series of training sessions for Oxfam staff and partners. AFJT were confident that this was something that they could do but I suggested that the organisation studies the Oxfam GB manual on the prevention of sexual exploitation and abuse and the terms of reference for the training before they commit themselves.

Challenges to gender mainstreaming

There were indications that there is a need for staff to balance the urgency of providing for visible needs against the latent needs of beneficiaries, such as women's sanitary requirements. Despite the fact that the Gender Advisers raised the issue of sanitary requirements in the early days of the scaling up of the programme this is yet to be addressed.

Despite efforts by Oxfam staff to achieve gender balance in representation on water and sanitation committees, women still seem to lack the confidence to speak out. The challenge to Oxfam staff is, therefore, to ensure that the voices of women are heard in these committees. It is not just a matter of numbers, but how we can help women to break the silence so that their views and concerns are heard. Changing people's cultural and social behaviours cannot happen in one day and may take time, so another challenge to staff is to be patient and not to expect immediate impact from their efforts to confront practices that hinder women from speaking out.

The other challenge is in regard to gender balance in the recruitment process. Job adverts were displayed at the gate of the Oxfam Office in Abeche and announced on radio in Ndjamená. The few days I was in the Abeche office I did not observe any

woman come anywhere near the gate and when I talked to the staff member in charge of recruitment he too said that he had not seen any woman at the gate. The challenge is for the programme to explore ways through which job adverts can reach both men and women. Circulating job adverts through local organisations, especially women's organisations, was one of the ideas suggested to the team in charge of recruitment.

Another challenge regarding recruitment is relates to unrealistic selection criteria such as the criteria that applicants should speak English. Considering the high levels of illiteracy among women and English not being the national language, it is highly unlikely to find a woman that will meet this, especially in Abeche. Do we undertake affirmative action in the recruitment process that takes into consideration women's poor access to educational opportunities and allocates resources for training and capacity building? In considering affirmative action, there is a need to be cognisant of the impact this may have in a culture that does not allow women to participate as equals. For instance, there were rumours that one international female staff member was harassed for driving in Abeche.

What Oxfam partners and other international organisations are doing in regard to gender

I was to meet with Oxfam partners (SECADEV) to assess their gender training needs. However, Oxfam staff in Bridjing advised that this be done at a later time as Oxfam was in the process of discussing the partnership with SECADEV in Farchana camp. Similarly, in Iriba there was a feeling among Oxfam staff (who were newly recruited) that the time was not appropriate to engage SECADEV in discussions to identify their gender training needs.

Apart from UNHCR's hiring of a gender expert to produce a report on gender and sexual gender-based violence issues in Chad, nothing else had been done by the organisations I met, namely Swiss Aid and CRS.

Swiss Aid does not implement programmes directly but works through local partners. At the time of this assessment Swiss Aid was in the process of signing a contract with Intermón Oxfam through which they would provide support for food and non-food items in six camps: Kounoungu, Am Nabak, Farchana, Touloum, Bredjing and Triejing. Swiss Aid admitted that not much focus had been put on gender in the past but through collaboration with Intermón Oxfam there are plans to focus on gender. For instance, there are plans to conduct a gender assessment and address issues of sexual violence. Swiss Aid expressed interest in participating in the Oxfam training on the prevention of sexual exploitation.

CRS are providing support to SECADEV for general camp management. Usually CRS conducts a gender analysis of the interventions of their partners but in this case it was not done. CRS emphasised the need for everyone working in the camps to understand gender issues and integrate them into their work. This, however, can only be reinforced with the availability of resources, both human and financial.

Conclusion and recommendations

In concluding this report I would like to commend Oxfam GB's staff for the efforts they are making in trying to mainstream gender into their work. I would like to reiterate the advice that gender mainstreaming will become natural if, on a daily basis, staff and partners are thinking about how they can best meet the needs of the men, women and children that we are working with. Being able to understand their needs will entail knowing more about their culture, practices, beliefs and attitudes and how these can impact on our interventions. It is when we have a full understanding of how men and women relate to each other that we will be able to plan how to help them change the practices, beliefs or attitudes which hinder their access or participation.

The final mission report on gender and SGBV by the gender expert hired by UNHCR, and the report by the Oxfam Protection Adviser give a lot of information that would be useful in strengthening our efforts in gender mainstreaming. As a way forward, I make the following recommendations:

1. All international, national and local Oxfam staff undergo a gender induction. Depending on their levels of awareness and ability to analyse and mainstream gender into the programme, training sessions could be organised for staff and partners.
2. The Programme Manager and Human Resources Team should include gender issues in the inductions given to national and local staff. The gender induction pack, and in particular the green card, could be used.
3. A system to monitor the use of the gender induction package in the Abeche office to be put in place. Staff to be encouraged to give feedback on the package.
4. While recognising limitations in the availability of gender-disaggregated data, field staff should be encouraged to make an attempt to reflect disaggregated data in their reports. Reports should also state the impact the interventions are having on men, women, boys and girls. Reflecting the age distribution of the beneficiaries of the programme is also important.
5. All international and local Oxfam staff sign the Code of Conduct and undergo training on the prevention of sexual exploitation and abuse.
6. In collaboration with other organisations working in the camps where Oxfam is operational, study the recommendations made in the final mission report on SGBV issues in Chad and plan how to implement the recommendations.
7. In collaboration with other organisations, ensure that UNHCR puts in place mechanisms through which issues of sexual exploitation and abuse of refugees are reported and victims receive medical attention and counselling.
8. The Programme Manager should encourage staff in the field to include information on how they are addressing gender issues in their reports, and to include this information in the weekly sit-reps.
9. The Programme Manager and Gender Adviser should encourage staff in the field to document their experiences of mainstreaming gender and send these to the Abeche office for sharing with staff in other camps in Chad.
10. To improve the gender balance among staff, consider affirmative action, and allocate specific resources to support this.
11. Explore the possibility of involving local organisations in lobbying the Chadian government to ensure that their interventions are gender-sensitive.

12. To address language problems, some of the refugee women and men with a bit of English could be offered training to improve, and be used as translators; hire translators who can speak English and the local languages that refugee women speak in areas where women do not speak Arabic.
13. Assess the understanding and capacity of partners to mainstream gender in their work and provide the required support.
14. Establish contact with all other organisations working in the camps that we are working in and investigate the possibilities for collaboration so as to strengthen our efforts in addressing gender issues.

Action Plan

As I had discussions with the different people that I met, we agreed on actions that needed to be taken to address some of the issues identified and to strengthen our efforts in gender mainstreaming. This is an immediate and short-term plan, which will be monitored by the Gender and Representation Adviser in Chad and the HSP Gender and Representation Adviser. The Gender Adviser in Chad will, in consultation with other Oxfam staff, develop a long-term action plan for gender mainstreaming. This plan will take into consideration the recommendations of this report, the Protection Adviser's report and the final mission report by the UNHCR Gender Expert.

Immediate Action Plan

Action	By Whom	By When
Share with UNHCR the role women's organisations in Chad want to play and find out if this is possible.	Intermón Oxfam	2 nd week of October 2004
Give AFJT the French version of the manual on the prevention of sexual exploitation and the terms of reference	Intermón Oxfam	September 27, 2004
Study the materials given on the prevention of sexual exploitation and make a decision on whether or not the organisation can facilitate the proposed trainings	AFJT (Association of Female Lawyers in Chad) and Intermón Oxfam	October 1, 2004
Display some of Oxfam GB's photos of men and women for other agencies to see	Oxfam GB Water Engineer in Gureda	October 10, 2004
Follow up on the provision of sanitary requirements for women	Public Health Adviser and Logistics Team in Abeche	As soon as possible
Send job adverts to local women's organisation in Ndjamena and Abeche	HR and Logistics team in Abeche and Ndjamena	As soon as possible
Ensure that national staff sign the code of conduct and hold sessions to help them understand the issues of sexual exploitation	HR and Gender Adviser	End of October

Terms of Reference for the Assessment of the Work on Gender Mainstreaming in Chad

Brief background and current situation

In May 2004, the Humanitarian Department (HD) approved the Programme Implementation Plan (PIP) for response to the emergency situation in Chad. The HD Director recommended that the Humanitarian Support Personnel (HSP) Gender and Representation Adviser be deployed to Chad to ensure that attention to gender mainstreaming was not be lost in the efforts to scale up the programme.

The team in Chad suggested that the HSP Gender and Representation Adviser support the programme in the short-term by ensuring that time be allocated for an induction on gender mainstreaming for all staff going to Chad and passing through Oxford, and in the medium-term by undertaking a field visit to assess how staff were integrating gender into their work. In August 2004 an assessment was conducted and the findings included information on the following:

- Gender issues in the camps,
- Training needs of Oxfam staff and partners
- What other agencies were going in regard to gender mainstreaming and what needed to be done to strengthen coordination.

The recommendations of the assessment included among others the following:

1. All international, national and local staff to undergo a gender induction.
2. All international and local Oxfam staff sign the Code of Conduct and undergo training on the prevention of sexual exploitation and abuse.
3. Study recommendations made in the final mission report on SGBV issues in Chad and plan how to incorporate these into the Oxfam GB programme.
4. Put pressure on UNHCR to put in place mechanisms through which issues of sexual exploitation and abuse of refugees are reported and victims receive medical attention and counselling.
5. Encourage staff in the field to document their experiences of mainstreaming gender and send these to the Abeche office for sharing with staff in other camps in Chad.
6. Improve the gender balance among staff, consider affirmative action, and allocate special resources to support this.

Following the assessment a Gender Advisor was recruited for Chad for a period of 6 months, which was later extended for another three months. The Gender Adviser's immediate task was to follow up on the action plan that was developed during the assessment and to develop a long-term action plan for gender mainstreaming in consultation with the team. The plan was to take into consideration the recommendations of the assessment report, the Protection Adviser's report and the final mission report by the UNHCR Gender Expert.

Chad is one of the programmes we have been sighting as a good example for learning on gender mainstreaming in humanitarian situations and it's therefore for this reason that we want an assessment to be done to assess the impact of our work.

Main objective of the assessment

To draw lessons from Chad on the good practices for gender mainstreaming that could be shared with other humanitarian programmes and used for future programmes.

Reference points for the assessment

- Gender mainstreaming at organisation level
- Gender mainstreaming at programme level (at each stage of the project cycle)
- Coordination of gender work with other agencies

Date	Activity	Comment
16 th October	Interviews in Ndjamen	Meet with Resident Representative of Oxfam Intermon, and representatives of Celiaf, AFJT, Ministry of Social Action and Ministry of Legal Affairs
17 – 19 October	Interviews in Abeche	Interviewees include Oxfam CPM, PM, national and international staff, representatives of UNHCR, UNICEF, Cord, IRC, CRS
20th October	Travel to Guerida	
21 – 23 October	Interviews in Guerida	Meet with Oxfam national and international staff, SECADEV, UNHCR, Care, IMC, Refugees (men and women), CCF
24th October	Travel back to Abeche	
25 th October	Travel to Hadjer Hadjid	
26 – 27 October	Interviews in Hadjer Hadjid	Meet with Oxfam staff national and international, IRFC, UNHCR, SECADEV, Refugee men and women, Cord
28th October	Travel back to Abeche	
29 – 30	Report Writing	
1 st November	Presentation of Findings	Oxfam management team
2 nd November	Departure of assessment team	

Appendix 3

List of Respondents for Individual and Group Interviews

Name	Position	Organisation	Location
Pare Alexis	Community Services Administrator	UNHCR	Guereda
Martin Masubuko	Child Protection Officer	CCF	Guereda
Amadou Samake	Head of Field Officer	WFP	Guereda
Hubert Nguemouro	Acting Delegate	SECADEV	Guereda
Beti Konossoum	Community Officer	SECADEV	Guereda
Jean Claud	Distribution Coordinator	CARE	Guereda
Djohara Noure	SGBV Assistant	CARE	Guereda
Brahim Abudulaje	Assistant Community Officer	CARE	Guereda
Honorine Muyoyeta	Gender Advisor	Oxfam GB	Abeche
John Lubari	Public Health Promoter	Oxfam GB	Hadjer Hadid
Felix Owusu-Adu	Finance & Admin Manager	Oxfam GB	Abeche
Thomas Mamodu	Drilling Supervisor	Oxfam GB	Guereda
Kader Diallo	Logistician	Oxfam GB	Abeche
Gerard Mukarane	Admin, Finance and Log	Oxfam GB	Guereda
Bofio Jean-Marie	PHP	Oxfam GB	Guereda
Nicolas Le Guen	Programme Manager	Oxfam GB	Guereda
Simon Kago	Hydrologist	Oxfam GB	Abeche
Charlotte Mujinga	PHP	Oxfam GB	Gaga
Olivia Scannell	Host Community Programme Manger	Oxfam GB	Abeche
Amy Glass	Logistics Coordinator	Oxfam GB	Abeche
Pauline Ballaman	Technical Adviser to SECADEV	CRS	Abeche
Mariona Miret	PHE	Oxfam GB	Hadjer Hadid
Hubert Ballaman	Logistician	Oxfam GB	Hadjer Hadid
Ashley Sarangi	Programme Manager	Oxfam GB	Hadjer Hadid
Thomas Janny	Water & Sanitation	IFRC	Hadjer Hadid
Edou Muhima	Human Resource Manager	Oxfam GB	Abeche
Lynn		UNHCR	Abeche
Achta	Country Representative	Intermon Oxfam	N'djamena
Hermione Holland	Protection Advisor	Oxfam GB	Abeche
Jacqueline Dereaudje Mblyam	Protection Assistant	Oxfam GB	Abeche
Miandjim	Protection Assistant	Oxfam GB	Abeche

Djimadengar			
Julien Sauglam Nadjikoumah	Protection Assistant	Oxfam GB	Abeche
Dominique	CPM	Oxfam GB	Abeche
Chanoine Olivier	PHE	Oxfam GB	Guereda
Patient Mashaariki	Programme Officer, Child Protection	UNICEF	Abeche
Madeleine Mounouni	Gender Officer	UNHCR	Abeche
Valerie	Programme Coordinator	Oxfam GB	Abeche
Ben Hemingway	Senior Desk Officer	IMC	Washington (in Guereda on a mission)

Questions and Discussion Points For Review in Chad

UN agencies, INGO and NGOs

- Are you aware of OGB's position of Gender Adviser?
- What has been your interaction with this position?
- What kind of support have you received from the Gender Adviser?
- Is there any added value of agencies having a position of Gender Adviser on their teams? Is yes what is the value? If not why?
- Is there a gender coordination network in this country/emergency?
- What do you know about the coordination of gender work?
- What have been some of the successes of the coordination?
- What have been the challenges of coordination?
- What role if any has Oxfam played in the coordination?

Oxfam staff

- Chad is being cited as a good example of gender mainstreaming: do you agree with the assertion?
- What do you think has been the supporting factors to the success of the gender work in Chad?
- What have been the challenges in strengthening gender mainstreaming in Chad?
- How can the challenges be addressed?
- How have you been mainstreaming gender into your work?
- What support have you received from the Gender Advisor?
- Have you received gender mainstreaming training and was it useful?
- Was this your first gender training experience?
- What support did you receive from management in terms of gender mainstreaming?
- Is there any added value of having a Gender Advisor in the team?
- Which other comments/ recommendation with regard to gender mainstreaming and gender work and gender support would you like to make?

Beneficiaries

- What has life been like in the camps in general for men, women, and children?
- What issues affect men, women, girls and boys? (Bring up issue of women's lack of participation in decision making, and heavy work load if left out)
- Are there any organisations that are helping in addressing the identified issues?
- Are you happy with the way that the issues are being addressed if not how would you want the issues to be addressed?
- Do you know anything about Oxfam? If yes what do you know?
- Do you think Oxfam has been addressing the needs of women, men, girls and boys?
- If yes how have they been doing it?

- What about the other organisations how have they been addressing the needs and issues affecting men, women, girls and boys?
- Are there any changes in the manner men and women relate, the roles they play at household and community level, their access and control of resources?
- If no changes why? If yes what has facilitated this change?
- What has been the participation of men and women in activities run by Oxfam?
- What do you think about Oxfam's approach of working with men and women?
- What do you think have been the benefits of the Oxfam approach to the men and women in your community?
- Has the approach had any impact on cultural or religious beliefs? If yes what has been the impact?
- Which other comments/ recommendations with regard to gender work and gender support would you like to make?

Gender Advisor

- Has all the staff had a gender induction? Who is responsible for ensuring that staff have a gender induction?
- Have all staff signed code of conduct and attended training?
- How have the recommendations on SGBV issues been incorporated into the programme?
- What role did Oxfam play in ensuring that a mechanism through which issues of sexual exploitation and abuse of refugees were reported and victims received medical attention?
- Have staff been documenting their experiences of mainstreaming gender and sharing with others?
- Is there anything that can and has been done to improve the gender balance among staff?
- What support did you receive from management to ensure that gender was mainstreamed in all activities?
- Is there anything more that you think management would have done?
- Did you receive any support from HD?
- If yes how would you rate the support and why?
- If you were to be sent to another programme to do similar work what would you suggest is done to ensure a greater impact?
- Which other comments/ recommendations with regard to gender mainstreaming and gender work and gender support would you like to make for future emergencies?

Partners

- What are the gender issues that your organisation is trying to address?
- What systems are in place to help staff understand the importance of addressing gender issues?
- Do you collect gender -disaggregated during baseline, monitoring and assessment? If yes do you use the information in planning your programs & activities?
- Do you think you have appropriate gender expertise within the organisation if not what are you doing about this?

- What do you do to ensure that both men and women beneficiaries participate in decision-making process in planning, implementation, monitoring and evaluation of projects and programmes?
- Do you have any activities that challenge the gender inequality between men and women for example the division of labour?
- What is the representation of men and women in decision making positions in your organisation and programmes ?
- What do you think about Oxfam's approach of working with men and women?
- Which other comments/ recommendation with regard to Oxfam's and your gender mainstreaming and gender work and gender support would you like to make for future emergencies?

END OF MISSION REPORT



Gender and Representation- Abeche, Eastern Chad

October 2004-April 2005

BY: Honorine Mwelwa-Muyoyeta
Gender Advisor
Oxfam Great Britain
Chad

1. Introduction

The conflict in Sudan has led to massive displacements of its people both internally and externally. The number of refugees in the camps in Eastern Chad has been increasing and it is becoming clear each day that the camps in existence are unable to retain the numbers of refugees as they appear now. The fragility of the environment and inaccessibility of the areas make it difficult too to identify, construct or manage camps.

In such a situation, camps are crowded and which provides potential for several problems such as lack of protection, inadequate food to meet the needs of all refugees, crowded water points, long distances to fetch firewood- all these among several others which make women and children vulnerable to sexual exploitation. It is against this background that in May 2004 the Humanitarian Department recommended that a Gender and Representation Advisor be deployed to Chad to ensure that gender is mainstreamed in all the programme activities in Chad.

I arrived in Chad in October 2004 and since then Oxfam Great Britain has taken lead in ensuring that gender is mainstreamed in all its work including getting the other organisations working within the humanitarian sector in Chad to do the same. The following report highlights the activities undertaken during my first mission of six months from October 2004 to April 2005.

1.1. Overview of Gender Issues in Camps

Several reports and assessments have documented the status of gender issues in the camps since the start of humanitarian work in Chad. The final mission report on Gender and Gender Based Violence prepared by an UNHCR consultant gave a detailed report of gender issues in camps. The Oxfam GB Protection Advisor then and the Oxfam Gender and Representation Humanitarian Support personnel (HSP) highlighted similar issues which ranged from lack of participation in decision making structures to gender based violence. My observations are documented below:

Gender Based Violence

Several cases of gender based violence have been reported in the camps by refugees. These range from rape, defilement, sexual harassment and beatings. The perpetrators are usually men within the community and several women have spoken of attacks by host communities on the way for firewood collection. For a long time there was no system in place in the camps to access such information from the victims and to ensure that offenders are punished. Recently, through the work of the Gender Coordination Committee chaired by UNHCR, a Referral System for reporting cases of gender based violence has been put in place. Though the majority of beneficiaries are not using the referral system (for several reasons i.e. fear of being pursued by perpetrators, difficulty in revealing information to men and lengthy documentation), some cases have been reported and acted upon by the GBV Focal Persons in the camps. The latest monthly report on GBV from camps recorded twenty (22) cases of Female Genital Mutilation (FGM) from five (5) cases in January this year.

Women's participation in decision-making

Lack of women's participation in decision-making structures has been a major concern to several organisations working in the camps. Women are excluded from the main committees where major decisions are made in the camps and often find themselves recipients of decisions that are sometimes not in their favour. In one camp, the main decision making Committee called 'Committee de Sage' is comprised of all men and when asked why they were only men on this committee, the response was that women had their own committee which brings their concerns to this committee for action. Cultural, religious practices and beliefs prevents women's participation in most activities and groupings in the camps. In a number of meetings, I observed that women's participation was limited although they were present in large numbers they were unable to speak. Occasionally they would whisper to a man who will then bring out the issue to the audience.

Heavy workload of women

Women in the camps remain responsible for most domestic activities but this time in new and unfamiliar surroundings. In the absence of male members, women assume even further responsibilities as seen from their day to day tasks which includes preparing food for the family, collecting water, queuing for food during distribution and collecting firewood which involves several hours of walking and potentially dangerous as they are at times attacked and sexually abused. Refugee men on the other hand have difficulty in accepting the new environment especially their inability to fully support their families. This loss of control has resulted in total withdraw, usually exhibited by just sitting around and doing nothing, sleeping or socialising with male colleagues, leaving most of the work to be done by women.

Access to Food

Many women complain of the inadequacy of food and especially the pregnant women and those having smaller children in their households. Lack of food itself contributes to malnutrition. During food distribution, women who are the ones in the majority stay in the queue for several hours in the sun waiting for their turns to get their ration. By the time they get it, they are tired and yet still have to ensure food is prepared for the household.

Access to Appropriate Health Care

Refugee women and children face many health problems which are compounded by poor sanitation, congestion and the mingling of animals and refugees in the camps. Women as I mentioned earlier, bear the responsibility for all family chores including looking after the sick in the household. Almost all the camps now have medical facilities provided by NGO's in the health sector. The time for service provision differs as some clinics only operate during the day. Women have expressed concern as they claim to face a lot of difficulties when someone gets sick during the night. In the case of pregnant women, they depend in such cases on the Traditional Birth Attendants (TBAs).

2. Activities carried out within this period

Activities carried out from October 2004 to April 2005 included:

- Training on the Code of Conduct
- Gender Awareness and Analysis Training
- Training on Gender Based Violence (GBV)
- National Workshop on Gender Based Violence (GBV)
- Gender sensitisation meetings
- Monitoring visits

2.1. Training

2.1.1. Training on the Code of Conduct

Various categories of training sessions have been carried out with different target groups. The training on the Code of Conduct targeted all staff in the programme in Eastern Chad and was conducted between the period of November to December 2004. Oxford requested me to give priority to this training during my mission following the training I had undergone on the subject during my induction period in Oxford and considering the urgency in all institutions working in the humanitarian sector to train staff on the Code of Conduct.

The main objective of the training was to make staff understand the Code of Conduct, its contents, application and placed emphasis on Oxfam's Guidelines on Sexual Conduct to prevent of sexual abuse and exploitation of beneficiaries. The one day training followed the training module developed by Oxford which included review and discussions on the contents of Oxfam's Code of Conduct, the vulnerability of refugees, guidelines on sexual conduct a presentation on National Laws was also included.

The training was also expected to provide a forum for participants to make an input to the developed module and to get clarification on the grey areas of the code of conduct. Sharing of experiences and among staff was highly valued as most participants realised they had a lot to learn from each other. The sessions included short presentations by the facilitator (author of this report), group exercises, role-plays and case studies. In one of the sessions two female Chadian lawyers made a presentation on the common forms of violence against women in Chad and the laws of the country in regard to such violence.

The groups of staff trained are shown in the table below:

Area	Attendance		Total
	Male	Female	
IRIBA			
International	6	3	9
National	7	4	11
GUEREDA			
National	8	2	10
BREIDGING			
International	8	1	9
National	19	4	23
ABECHE			
National	9	0	9
TOTAL	57	14	71

The total number of staff trained is 71 of which 57 are males and only 14 are females. In addition to staff trained, thirty (35) other staff recruited on temporary basis were also given a two (2) hours session on the contents of the Code of Conduct. These included drivers, plumbers, electricians, water attendants and guards and were all men. Difficulties were encountered for the international staff training in Abeche due to the high mobility of staff such as R&R and field visits.

In all the training the process was very participatory and a lot of learning and sharing took place. Participants asked pertinent questions especially those related to guidelines on sexual conduct. Some of the key issues raised included the following:

- Traditionally in Chad girls are married off as early as 13 years
- The Code of Conduct should be drawn per country
- Difficulties to remember all the issues in the Code of Conduct
- Have good living conditions to avoid stress and being misguided
- International staff to have knowledge of local laws
- Need to be cultural sensitive i.e. acceptance of gift

All the issues raised were given time to be discussed and staff were reminded that as long as they worked for Oxfam it was important and imperative for them to follow the rules as there was 'Zero' tolerance for those who did not follow the rules.

From the evaluation of the training done, most participants found the training very useful as they did not really understand nor read the Code after signing it. They also felt that the training was an opportunity for all of them to meet and get to know each other's views and concerns. Some of the national staff revealed that it was their first time to attend a training session and that they felt greatly empowered.

Through the training, participants were also able to realise the gender imbalance in the teams as in almost all the teams, the number of females was too low and raised concern in the recruitment procedures. Even at this level, it was strongly recommended that the Human Resource Department takes note of this gap and find solutions to reduce the gender gap in the work place. An example to show the extreme was seen in IRIBA during the training of international staff, there was no female staff in the team during that period (November 2004) and the situation has remained the same to-date, an all male team in the Northern Axis.

2.1.2. Gender awareness and analysis training

Gender training was among the main interventions for staff and partners especially those operating in the field and having direct interaction with the beneficiaries. The training was therefore conducted for different categories of participants ranging from technical staff, which included engineers, public health promoters, local and international partners. The training forms part of the entry strategy to gender mainstreaming as more people become aware and understand the importance of gender, the more the process of gender mainstreaming will be become easier.

2.1.3. Training For Technical staff

This training targeted engineers and public health promoters in all the camps of Oxfam has operations. In total fourteen (14) personnel of which only three (3) were female went through the one day training. The main objective of the training was to introduce to the subject of gender to staff and to impart knowledge to them on gender mainstreaming in programmes so that they can ensure that gender issues are taken into consideration as early as possible in their work. The following topics were covered during the training:

- What is gender
- Main concepts
- Importance of gender
- Integrating gender in the project cycle
- Oxfam's policy on gender
- Development of gender indicators
- Monitoring and evaluation

The main emphasis throughout the training was the fact that staff need to ensure that services that we provide to refugees should benefit both men, women, children and those who are physically disadvantaged. Participants were also reminded on the need to consult both men and women during the planning process. Reference was made to the team which was currently starting to set up a new camp (Gaga) and were urged to included both men and women in the discussions so that all views are taken into consideration as the camp was being set up, especially issues concerning latrine construction and water points among others.

The day's training concluded with an exercise on the development of indicators with a common format shown below which was adopted for monitoring gender mainstreaming in the work being done in the camp. Data will be collected at the

month end and will be used to measure the levels of mainstreaming gender in the programme.

GENDER MAINSTREAMING INDICATORS

Objective: Gender is mainstreamed in all programme activities in Eastern Chad			
Activity line	Indicator	Targets	Comments
Sensitisation	Number of women and men participating in sensitisation exercises during the month	600- 60% women 40% men	
Participation	Number of women and men in charge of PHP latrine cleaning kits	70% women 30% men	
Decision making	Number of women and men heading PHP clusters	60% women 40% men	
Representation	Error! Not a valid link. represented in other committees within the camp	50% representation on other committees	
Recruitment	Number of male and female water attendants recruited	50% women 50% men	
	Number of male and female animators recruited in the organisation	50% male 50% female	
	Number of male and female staff in other positions recruited during the period	40% female 60% male	
Income generating activities	Number of women and men involved in brick making	70% women 30% men	
	Error! Not a valid link. on site	70% men 30% Women	
Response to women's problems	Number of women's issues that are responded to by Oxfam during the period.	2 issues (per month)	

Participants were also given a lot of reference materials and handouts on gender for further reading.

In general the training was well received and participation was very encouraging and participants requested that similar training should be done regularly in order to refresh and increase the knowledge on gender. It is hoped that this will greatly improve the participation of women in activities being carried out in the camps. Participants had also an opportunity to share how they were already involving women in their day to day tasks.

In Breidging camp, women are among those recruited to guard the water tanks. Women work on the day shift while the men work on the night shift. They are paid the same amount as men.

In Kounoungou camp, the contractor for latrine construction has been working on site with women for the last one month. Women are recruited to make bricks while the men are digging the holes and constructing the latrines. According to the contractor, the women were making very good bricks and their speed was very impressive. He has since increased the number from 150 to 400 women.

The women I talked to on both sites were very happy that they were given an opportunity to earn some income as Farida Moustapha from Kounoungou camp said to me:

‘ Now I can go to the market on market day and buy vegetables, soap, and anything to add to the ration that we receive. Before I just used to envy things in the market. We are happy with what Oxfam is doing for us, especially women.’

2.1.4. Gender training for SECADEV

Secadev has been Oxfam’s main local partner in the programme and therefore it was important for them to be given them training in gender in order for them to start taking into consideration the issues of gender in their work. The training took place in two (2) camps where Secadev was working with Oxfam, namely Farchana and Kounoungou. The topics for presentation and discussion included the following:

- Definition of gender
- Why gender is important
- Common barriers in incorporating gender in programmes
- Violence against women and causes
- Secadev’s Code of Conduct
- Action plans

The two-day training was very involving as participants were taken through a lot of exercises in groups, role plays and case studies which had been collected from other programmes in the humanitarian field. It was also obvious to notice that participants felt free to discuss very pertinent traditional issues which they referred to as the major hindrance to women’s participation in the development processes. Participants in Farchana debated for a long time the role played by religion in marginalizing women. Traditions like Female Genital Mutilation (FGM) were also discussed as a form of

violence against women and some male participants openly said they were not in favour of the practice.

Forty eight (48) members of staff of Secadev of which (18) were female and (30) males attended this training and among them we had:

- Animators
- Food distributors
- Drivers
- Camp managers
- Logisticians
- Supervisors

Both groups developed Action Plans at the end of the session on how they will integrate gender in their work after the training. The assessment revealed that participants were happy and appreciated the training. They also informed me that they had wanted to have this training for a long time but they did not know where to get it.

2.1.5. Gender training for partners of UNHCR

The training on gender sensitisation for UNHCR partners was organised by UNHCR in collaboration with OXFAM GB and UNICEF. The training which ran for three days was attended by fifty three (53) participants out of which only eleven (11) were women.

Since October 2005, Oxfam has been closely collaborating with UNHCR on gender while UNHCR, through its Gender Officer, has been coordinating gender related activities through a committee represented by NGOs and government institutions. Oxfam GB, UNHCR and UNICEF have however been the only organisations with specific activity plans on Gender Mainstreaming and Gender Based Violence.

It was therefore decided by the three organisations to conduct gender sensitisation sessions for the other partners as a way of motivating them to start giving gender the attention it deserves in programmes. The objective was to bring all partners of UNHCR together for three days and to equip them with knowledge in gender and gender based violence. The training also expected to get partners to start addressing issues of gender in their work and programmes.

The three-day training was facilitated by the Gender Advisor of Oxfam, Gender Officer at UNHCR and GBV Consultant for UNICEF. Participants to the training were drawn from UN agencies, government officials, staff from development agencies and local non-governmental organisations as shown in the table below:

<i>Day one</i>	<i>Day 2</i>	<i>Day 3</i>
Heads of programmes	Administration/Logistics	Government departments
MSF JRS UNHCR IRC WFP Oxfam WCRWC	NCA CORD UNHCR CCF IMC ACTED WFP AU	JUSTICE EDUCATION SECURITY AU

The training gave participants an understanding that gender matters as an important variable in development and provided a basic framework and hands on exercises for addressing considerations in humanitarian work.

The day's agenda provided the rationale for addressing gender issues in humanitarian work. It involved presentations on main themes which are mentioned below:

- Defining gender
- Importance of gender in humanitarian work
- The difference between gender and sex
- Integrating gender in the project cycle
- Introducing Gender Based Violence
- Protection of Refugees
- The Referral System on Gender Based Violence in camps

The workshop formats were designed to optimise interaction and sharing of ideas and experiences amongst participants. Participatory methodologies were used such as short presentations, case studies were shared in small groups and reported and commented on in plenary session. Short documentaries on gender analysis and protection of refugees were used as well.

2.1.6. Gender awareness meetings in the camps

The meetings were held once a month in the camps with the women's committee members. The main purpose of these meetings was to give an opportunity to women to speak about issues of concern to them and to assist with the process problem solving, mentoring and lobbying other NGO's on issues raised by women through the Gender Coordinating meetings. Each meeting was also given a theme for discussion and to date the following themes have been discussed with the groups:

- Participation of women in decision making structures in the camps
- Sanitary wear
- Firewood collection and its vulnerability

- Provision of soap
- Female Genital Mutilation (FGM) practice
- Women's workload
- The meaning of International Women's Day

It is important to note that women have shown great interest in these meetings and usually prepare notes on questions they need to ask and get clarification. In this case, my role has been to listen to the issues brought up and provide guidance where possible. Other issues are taken to UNHCR through the Gender Coordination meeting chaired by UNHCR.

In one meeting when we discussed the work done by women in the camp, women used flip charts to draw pictures to show how they are so engaged in different duties the whole day. In one group, they drew a picture of men sleeping while women were collecting water, firewood and taking children to the health centre. When asked what they thought of such situation they explained that for the time being the women will have to continue to do the work in this way as the men did not think it was their responsibility to do such type of work. They however acknowledged that it was unfair and they also needed to rest. They requested that such meetings be held for men as well.

2.1.7. National workshop on gender-based violence

The national workshop on gender-based violence (GBV) was held in Ndjamena from 16th-18th March 2005 in collaboration with Oxfam Intermon. The workshop's main objective was to provide a forum for policy makers in the country to start discussions on gender based violence and hopefully lead to the process of policy formulation on GBV. The workshop targeted senior government officials, traditional leaders, members of civil society and the media.

The methodology of the workshop was highly participatory as participants were worked in groups and made short presentations. The workshop was facilitated by 5 resource persons which included 2 lawyers, a medical doctor and Country Representative of Oxfam Intermon and myself. Topics covered were:

- An overview of Gender Based Violence in Chad
- Presentation of findings on 2 studies on GBV
- Presentation on common forms GBV in Zambia
- Presentation on GBV in the camps
- Showing of a documentary on sexual exploitation in refugee camps (Guinee)
- Presentation of Testimonies from victims of GBV in camps
- Status of the law on GBV in Chad
- Preparation of Action plans

Some highlights of the workshop discussions included:

- The need for review of laws so that women are protected by the law

- Traditional practices should be reviewed as some of them are outdated and harmful
- Traditional leaders should take the lead in sensitisation on GBV
- Programme on prevention of GBV should be popularised and the media should take the lead in the campaign
- Sensitisation programmes on GBV should target the rural areas as most victims of GBV are women in the country side.
- Education of the girl child should be encouraged in households

During this workshop a Task Force was set up to ensure that the Action Plans that were drawn would be presented to the Ministry of Family and Social Action which will coordinate the process of policy formulation.

Overall, a lot was learnt from both the participants and the resource persons and a lot of ideas were generated. The impact of the workshop was discussed in the assessment as most participants showed great interest to follow up the process until policy makers give priority to this issues which has continued to affect the process of development through marginalisation of women. The traditional leaders were very happy to be involved in the discussions and they pledged to give their support in solving these problems at least at the local level.

A full report of the workshop prepared by the workshop rapporteur is now available.

3. Promotional activities carried out

Posters

In conjunction with UNHCR, materials in the form of posters on gender-based violence were developed and distributed to partners, business houses, NGO's and public offices. The messages on the posters are all on the prevention of gender based violence and carry some of the following messages:

- Stop rapes. In prison all rapists
- Do not reject her because she is a victim of abuse, she is our sister, mother and child. The support of your community can help victims of gender-based violence.
- Protection is assuring that the rights are respected, practices and safeguarded
- Let us take the girl child to school. We will all benefit.

All the messages are in the French language and there are discussions on having them translated in Arabic language.

During International Women's Day, Oxfam distributed over 1,000 posters throughout all the country. The main message on the poster was the theme of the day:

La femme, la famille, developpement durable (Woman, family, sustainable development)

The posters are now seen in almost every office in Abeche and in the camps, these are found almost everywhere.

T-Shirts and caps

The T-shirts and caps were part of the publicity materials distributed during the international women's day. T-shirts and caps were given to partners working in the camps, refugees groups, and staff of Oxfam in all the locations. It was just breathtaking looking at all the different groups of people from different organisations wearing our T shirts and caps. In one case in Kounoungou camp, all the men in the Executive Committee removed their head scarves (turban) and put on the Oxfam caps.

Collection of pictures

During the period of this assignment, I have collected a lot of pictures which I am currently putting together into an album. The pictures are taken during training, meetings and some of the events that we have participated in such as the international women's day.

I also discussed with UNHCR after the international women's day that we set up a place in the camp where we can display the picture that we took during the celebrations so that the refugees can also see themselves as part of our team.

4. Monitoring visits

Monitoring the implementation of gender in the programme was part of any visit to the camps. It involved meeting with staff and partners and discussing the challenge they face in the area of gender and ensuring. The visits have been a means of getting feeding especially after the training on gender. Members of Secadev for instance informed me recently that they have now included women in the distribution committee and through this they are able to know the views of women on many issues regarding food.

5. Gender Coordinating Committee

The Gender Coordinating Committee comprises of NGOs working in the humanitarian sector and have programme that addresses issues of gender and protection. To date UNHCR and Oxfam has been the most consistent members of the committee which is chaired by the Gender Officer of UNHCR. Representation on the committee has however improved in the last three (3) months and several activities have been undertaken. Some of the key outcomes of the committee are:

- Development of the Referral System of reporting GBV cases in the camps
- Successful preparations and launching of activities for the international women's day
- Development of publicity materials on the prevention of gender based violence.
- Joint Gender training for partners

The Committee has also been a forum for sharing information and materials that are relevant to the nature of our work.

6. Issues and lessons learnt

1. There a lot of gender issues in the programme which needs a lot of attention and priority. The issue of gender balancing the teams is very critical in the field because Oxfam is taking the lead in gender mainstreaming, we should be therefore seen to be doing what we are preaching. The situation in the field is too critical and visible that it is difficult to defend. Currently in the north it is an all male team and has been this way since the last female PHP left the country, in December last year. In Breidging, there has been only one (1) female PHP until recently when one has joined the team which will be operating in Gaga, the new camp, making it still an almost all male team.
2. Training on the Code of Conduct has been appreciated a lot by staff who underwent the training but there in some cases difficulties in getting all staff, especially internationals mobilised for the training due to movements and some claiming they have done this before. It is important to make staff understand at recruitment level that the training is very important and must be taken by all staff without any exceptions.
3. Having been to all the camps we are operating in and worked with the different groups in these areas, spending more time in the camps with teams. And groups will be more valued and creates an opportunity to get to know in depth the team's challenges in their gender mainstreaming efforts. The same applies to women's groups as women take a long time to open up and feel free to discuss issues. Experience has also shown that the women's groups in Kounoungou and Amnabak are much more easier to work with as compared to the groups in Farchana and Breidging.

6.1. Recommendations

1. Future recruitments **should** consider gender balancing of teams critically especially for the technical teams who are working with beneficiaries. Recognising the fact that Chad is a difficult country to attract personnel, Oxfam as lead agency in gender mainstreaming should still make an extra effort to address this issues.
2. Having concentrated a lot on training of teams and partners in the first part of the mission, the next phase of should focus on monitoring of gender mainstreaming in the programme and provide more practical support to the teams in the field.
3. More manuals and gender materials in French should be made available from Oxford to Chad to ensure that partners have the reference materials in the language they understand and use.
4. A comprehensive Plan of Action for the next part phase should be developed in consultation with the gender team in Oxford prior to the start of the mission.
5. Collaboration with local organisations in the field of gender should be encouraged to ensure there is sustainability and continuity of the work even after Oxfam leaves Chad.

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