



Evaluation of Gender Mainstreaming Initiatives in Chad

Executive Summary

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

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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.

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