

# INSTITUTIONALIZING GENDER IN EMERGENCIES

## Final evaluation report

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**This report describes the final evaluation of the project 'Institutionalizing Gender in Emergencies: Bridging Policy and Practice in the Humanitarian System'. The project, supported by the ECHO Enhanced Response Capacity fund and Oxfam, was implemented by Oxfam in Pakistan, South Sudan, Ethiopia and the Dominican Republic between September 2015 and March 2017.**



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# ACRONYMS AND ABBREVIATIONS

<b>AF</b>	Accountability Framework
<b>AWD</b>	Acute watery diarrhea
<b>CCCM</b>	Camp Coordination and Camp Management
<b>CCRDA</b>	Consortium of Christian Relief and Development Associations
<b>CGFPG</b>	Cluster Gender Focal Point Group
<b>CSO</b>	Civil society organization
<b>DIPECHO</b>	Disaster Preparedness ECHO programme
<b>DRM</b>	Disaster risk management
<b>DRM-ATF</b>	Disaster Risk Management–Agriculture Task Force
<b>DRMC</b>	Disaster Risk Management Commission
<b>DRR</b>	Disaster risk reduction
<b>ECHO</b>	European Civil Protection and Humanitarian Aid Operations
<b>ECPGE</b>	Consulting Team on Gender, Protection and Age (Dominican Republic)
<b>EFSL</b>	Empowerment for Sustainable Livelihoods
<b>EHCT</b>	Ethiopia Humanitarian Country Team
<b>EHRD</b>	Ethiopia Humanitarian Requirements Document
<b>ERC</b>	Enhanced Response Capacity fund
<b>FATA</b>	Federally Administered Tribal Areas (Pakistan)
<b>FAO</b>	UN Food and Agriculture Organization
<b>GDI</b>	Gender Development Index
<b>GDP</b>	Gross domestic product
<b>GBV</b>	Gender-based violence
<b>GenCap</b>	Gender Standby Capacity Project
<b>GHT</b>	Global Humanitarian Team
<b>GiE</b>	Gender in Emergencies
<b>GiEWG</b>	Gender in Emergencies Working Group
<b>GLHA</b>	Gender Leadership in Humanitarian Action
<b>GTF</b>	Gender Task Force
<b>GWG</b>	Gender Working Group
<b>HCT</b>	Humanitarian Country Team
<b>HDI</b>	Human Development Index
<b>HIV</b>	Human immunodeficiency virus
<b>HSP</b>	Humanitarian Support Personnel
<b>IASC</b>	Inter-Agency Standing Committee
<b>ICWG</b>	Inter-Cluster Working Group
<b>IDP</b>	Internally displaced person
<b>IOM</b>	International Organization for Migration
<b>IMC</b>	International Medical Corps
<b>IRC</b>	International Rescue Committee
<b>MEAL</b>	Monitoring, evaluation, accountability and learning
<b>MOSCTHA</b>	Social and Cultural Haitian Workers Movement (Dominican Republic)
<b>MoU</b>	Memorandum of understanding
<b>MUDHA</b>	Dominican-Haitian Women’s Movement (Dominican Republic)

<b>KII</b>	Key informant interview
<b>KPK</b>	Khyber Pakhtunkhwa (Pakistan)
<b>NDMA</b>	National Disaster Management Authority (Pakistan)
<b>NDRMC</b>	National Disaster Risk Management Commission (Ethiopia)
<b>NEC</b>	National Emergency Commission (Dominican Republic)
<b>NGO</b>	Non-governmental organization
<b>NFI</b>	Non-food item
<b>NHN</b>	National Humanitarian Network (Pakistan)
<b>OCHA</b>	United Nations Office for the Coordination of Humanitarian Affairs
<b>PoC</b>	Protection of Civilians
<b>PHF</b>	Pakistan Humanitarian Forum
<b>PSEA</b>	Protection from Sexual Exploitation and Abuse
<b>PSNP</b>	Productive Safety Net Programme (Ethiopia)
<b>RCWDO</b>	Rift Valley Children and Women Development Organization (Ethiopia)
<b>SADD</b>	Sex- and age-disaggregated data
<b>SAM</b>	Severe acute malnutrition
<b>SDR</b>	Secondary data review
<b>SEDA</b>	Sustainable Environment and Development Action (Ethiopia)
<b>SOPs</b>	Standard operating procedures
<b>ToR</b>	Terms of reference
<b>ToT</b>	Training of trainers
<b>UNDP</b>	United Nations Development Programme
<b>UNFPA</b>	United Nations Population Fund
<b>UNHCR</b>	Office of the United Nations High Commissioner for Refugees
<b>UNICEF</b>	United Nations Children’s Fund
<b>UNMISS</b>	UN Mission in South Sudan
<b>UN Women</b>	United Nations Entity for Gender Equality and the Empowerment of Women
<b>VAWG</b>	Violence against women and girls
<b>WASH</b>	Water, sanitation and hygiene

# EXECUTIVE SUMMARY

This final evaluation report reviews the project ‘Institutionalizing Gender in Emergencies: Bridging Policy and Practice in the Humanitarian System’, which was funded by the European Civil Protection and Humanitarian Aid Operations – Enhanced Response Capacity fund (ECHO-ERC) and implemented by Oxfam in Pakistan, South Sudan, Ethiopia and the Dominican Republic between September 2015 and March 2017.

The objective of the evaluation is to assess the overall outcome of the project, which aimed to enhance the capacity of humanitarian organizations to provide adapted assistance to meet the differing gender needs of women, girls, men and boys in emergency scenarios. The report explores the extent to which planned activities and approaches are being implemented in accomplishing changes in the institutionalization of Gender in Emergencies (GiE), along with the project’s achievements and the challenges involved in a gender-responsive approach focused on targeted humanitarian stakeholders.

The evaluation was undertaken during the period April–June 2017. The methodology combined a secondary data review (SDR) with primary data collection by means of key informant interviews (KIIs) and surveys undertaken with 29 relevant project stakeholders drawn from within the UN system, national and international NGOs, governments and Oxfam personnel in the four project countries (in total, 20 project stakeholders and nine Oxfam personnel).

This evaluation report describes the experiences of implementing the project in relation to each of its four proposed outcomes (see section 1.1). This includes a description of the activities carried out, the results achieved and important contextual factors affecting the success of the project in the four countries. It also reflects on key challenges and limitations, lessons learned and recommendations at the global level of the humanitarian system.

## SUMMARY FINDINGS

### **Coalition building: Gender in Emergencies Working Groups (GiEWGs)**

- As a result of the project four GiEWGs were established, one each in Pakistan, South Sudan, Ethiopia and the Dominican Republic, in November–December 2015. These groups involved a total of 33 members, which included International NGOs, UN agencies, local NGOs and organizations/coalitions working on women’s rights.
- The GiEWGs served as a platform for sharing knowledge with a wide range of stakeholders on gender in emergencies and for providing technical support on gender to humanitarian and governmental stakeholders.
- The GiEWGs developed and revised terms of reference (ToR) – one for each country – to set out the groups’ objectives, strategies and working plans.
- In Pakistan, the GiEWG was formally composed in February 2016 with the participation of seven UN agencies and INGOs.<sup>1</sup> Each collaborating agency designated a focal person, and the group developed a clear ToR.
- In South Sudan, instead of creating a parallel group, the project built on and supported the existing Cluster Gender Focal Point Group (CGFPG). The CGFPG supported the revision of the IASC Gender Handbook in March 2016 and developed six communiqués for the Education, Health, Non-Food Items, Food Security and Livelihoods, Protection and WASH clusters. These were signed off by several UN agencies, international NGOs and national NGOs.

- In Ethiopia, the GiEWG has provided technical support on the strategic documents of the Protection and WASH clusters and the Disaster Risk Management–Agriculture Task Force (DRM–ATF). The group, together with UN Women, presented on the importance of GiE to the Ethiopia Humanitarian Country Team (EHCT).<sup>2</sup> As a result, the Humanitarian Requirements Document developed jointly by the Ethiopian government and humanitarian actors in 2017 better reflected a gender perspective.
- In the Dominican Republic, the project contributed to the creation of a Gender Working Group (GWG) within the operation and agenda of the Consulting Team on Gender, Protection and Age (Equipo Consultivo de Protección, Género y Edad – ECPGE) via its joint chairs (UN Women and Oxfam). The GWG developed detailed proposals for the creation of an internal Gender Unit for the Civil Defense organization and the incorporation of a gender perspective into the Integrated National Plan on Risk Management and Disaster Response.
- Participants in the interviews and surveys conducted for this evaluation rated the overall success of the working groups in institutionalizing GiE at a national level as ‘highly satisfactory’ (Dominican Republic and Ethiopia), ‘satisfactory’ (Pakistan) and ‘moderately satisfactory’ (South Sudan).
- The project faced various challenges that delayed the delivery of outcomes in the set timeframe. In Pakistan, project activities were delayed by the process of obtaining a memorandum of understanding (MoU) with the government, which was necessary for continuing operations. In South Sudan, the protracted nature of the crisis affecting the country (with spikes in April 2016, July 2016 and February 2017) delayed the work of the CGFPG. In the Dominican Republic, the project was implemented during an election year, which led to changes of membership in the GWG.

## Improving the evidence base: gender analysis

- Oxfam and partners conducted a Consolidated Country Gender Analysis in each of the project countries between September 2016 and April 2017. The analyses compiled data from the field from over 2,230 respondents, with a gender and age balance among surveyed participants.
- A Consolidated Country Gender Analysis can help to influence policy and institutionalize different forms of decision making, while a Rapid Gender Analysis is useful for a specific response. In the case of Ethiopia, an effective country-level gender analysis influenced changes in the cluster system, such as the inclusion of specific issues in cluster strategies and the designation of gender focal persons. Moreover, it entailed a gender mainstreaming workshop for national and regional DRM–ATF coordination leads, which was organized by the UN Food and Agriculture Organization (FAO). These findings are reflected in recommendations made for the Ethiopia Humanitarian Requirements Document (HRD) 2017.<sup>3</sup>
- In each country, the Consolidated Gender Analysis was disseminated to a wide range of stakeholders in the humanitarian sector, including clusters and GiEWG members. Moreover, the analyses were published on ReliefWeb in order to give them greater visibility on the humanitarian system worldwide.<sup>4</sup>
- The Consolidated Country Gender Analysis in each country was conducted with the participation of relevant partners in order to strengthen collaboration with humanitarian actors and to create synergies and understanding of the importance of a gender-sensitive approach in emergency response.
- The implementation of the gender analysis field study presented a huge challenge in each project country. Desk reviews were extremely challenging due to the limited amount of information available at national level. Overall, there was a need for additional support from internal experts or external consultants to develop the analysis due to the lack of expertise at national level.

## Improving technical capacity for Gender in Emergencies

- At the global level, the project designed an organizational self-assessment study as a tool for the GiEWGs, based on Oxfam's Minimum Standards for Gender in Emergencies.<sup>5</sup> The self-assessment for participating agencies was conducted prior to the training to create a baseline of capacity on GiE in each country.
- Seven Gender Leadership in Humanitarian Action (GLHA) courses were delivered by Oxfam and partners between October 2015 and December 2016. These involved 154 humanitarian practitioners and representatives of governments, local and international NGOs and the UN system.
- The training was based on the manual *Gender Leadership in Humanitarian Action*.<sup>6</sup> Modules addressed technical capacity as well as soft skills in crisis management and how to lead change.
- The trainings led to the creation of national-level action plans, with the aim of achieving concrete changes in internal guidance and policies, as well as follow-on training by participating organizations.
- In Pakistan, following two trainings with 39 participants held in May and December 2016, action plans were developed and compiled into a single country 'road map' – a process led by the UN Office for the Coordination of Humanitarian Affairs (OCHA) and including actions for the clusters.
- In South Sudan, two GLHA trainings took place, one in October 2016 in Juba and another in November 2016 in Wau, with the participation of 48 partners and staff from various organizations and co-led by UN Women and International Medical Corps (IMC). The CGFPG developed six communiqués which were shared in October 2016 at a workshop on 'Humanitarian Aid, Peace and Security' in New York, hosted by UN Women.
- In Ethiopia, the training was carried out in Addis Ababa with the participation of 15 members of the GiEWG and other organizations, under the co-lead of the UN Population Fund (UNFPA). Participants developed action plans on components such as promoting gender equality through internal practices, participation, dignity and empowerment.
- In the Dominican Republic, the training took place in April 2016 and included 15 participants of the GWG, the Civil Defense, the Ministries of Women, Education and Health, the International Organization for Migration (IOM), OCHA and the national Disaster Risk Management (DRM) Forum. Results since the training have included a follow-on training at the Ministry of Women for 32 provincial delegates and a simplified version of the training manual for the Civil Defense organization.
- Feedback from participants indicated that the overall success of the GLHA training was either 'highly satisfactory' (Ethiopia and Dominican Republic) or 'satisfactory' (Pakistan and South Sudan). Respondents said that the training significantly strengthened their personal leadership capacities and their ability to advocate for stronger gender integration in programming and monitoring, evaluation, accountability and learning (MEAL).
- Some challenges were faced in the design and implementation of training. In Pakistan, despite overall satisfaction with the course, feedback from participants highlighted three main limitations: the short duration of the training; the fact that trainers did not use a participatory approach; and the moderate level of facilitation skills of the trainers. In the Dominican Republic, it was necessary to adapt the training material to the requirements of the group.



## Trialling the Accountability Framework

- Recognizing the lack of accountability that exists for the implementation of gender-related standards within organizations and across the humanitarian sector, the global project team examined existing accountability systems for gender at all levels and developed an Accountability Framework (AF).
- Across the project countries, the framework was presented and tested with a wide range of humanitarian actors and clusters: the WASH cluster, the National Humanitarian Network (NHN) and the Start Network in Pakistan; UN Women, OCHA and the WASH, NFI, Education and GBV clusters/sub-clusters in South Sudan; the DRM–ATF, the Protection and Emergency Shelter/NFI clusters and national and regional WASH clusters in Ethiopia; and the Civil Defense in the Dominican Republic.
- In Ethiopia, the Gender-Based Violence (GBV) sub-cluster included some of the AF gender indicators in its work plans. In the Dominican Republic, the AF was used to draft a proposal to incorporate a gender perspective into the Integrated National Plan on Risk Management and Disaster Response.
- Overall, feedback from participants to the evaluation surveys involved in the AF exercise rated the effectiveness of the framework as ‘satisfactory’. However, some major limitations were noted: in particular, understanding the difference between this and other accountability frameworks, as well as the need to use accessible language and to adapt the tool to national contexts and capacities.
- A number of challenges were pointed out in effective delivery of the AF: an initial resistance among clusters to the introduction of new standards; difficulty in being granted sufficient time to present the framework to clusters; and difficulty around ownership of the process of measuring accountability at the cluster level. For instance, in Pakistan the AF needed formal endorsement by the Humanitarian Country Team (HCT) before it could be implemented.
- As a result of the project learning activities, lessons learned on accountability, monitoring and good practice were documented, shared and promoted through OCHA and the Inter-Agency Standing Committee (IASC) Gender Reference Group.
- One case study from each country was developed, capturing outcomes, good practices and challenges in implementing project activities. The four case studies were published in March 2017, along with a global case study released in May 2017.<sup>7</sup>
- The project has generated lessons for the humanitarian system that were shared in a final learning review on 17 March 2017 to internal and external stakeholders in Oxfam House and on-line. This was also presented at the IASC Gender Reference Group Expert Meeting in February 2017.
- Consultations between Oxfam and IASC were taking place at the time of this evaluation to discuss the way forward. The proposal is to institutionalize a Global Gender Accountability Framework that can be used to assess the level of gender response in aid interventions across international humanitarian agencies.

# SUMMARY CONCLUSIONS

## Lessons learned

### Coalition building through the GiEWGs

- Where gender coordination structures were already functioning, the project supported existing clusters/groups, in collaboration with their lead organizations, to avoid unnecessary competition. If gender networks were not in place, new GiEWGs were created and supported.
- Working with a GiEWG can support OCHA or the HCT to ensure accountability for gender-responsive programming.
- GiEWGs require greater collaboration with civil society and consistent engagement with a wide range of government institutions through a long-term strategy, formal recognition and additional resources.

### Evidence base: gender analysis

- Gender analyses are crucial for effective and efficient emergency response because they demonstrate the differential gender impacts of crises and they fill the gender gaps on evidence-based information.
- A Rapid Gender Analysis is useful for a specific response, while a Consolidated Country Gender Analysis can help to influence policy and institutionalize gender in decision making. The latter is vital to engage clusters and partners and to set country-level objectives, standards and protocols.
- Evidence shows that a Consolidated Country Gender Analysis requires more time, funding and gender expertise than a Rapid Gender Analysis, though these requirements are often not available at country level.

### Improving technical capacity for Gender in Emergencies

- A series of participatory trainings on GiE and leadership represents an effective strategy to raise awareness and increase capacity in the long term.
- Because of the integration of the transformative leadership approach, the *Gender Leadership in Humanitarian Action* manual is a valuable tool to apply to training for both Oxfam and the entire humanitarian system.

### Trialling the Accountability Framework

- Gender-specific, measurable indicators can become part of the working methodology of cluster organizations, and accountability can be driven at the country level within the existing aid architecture. Nevertheless, the research shows that implementation of the AF can face a degree of resistance from the UN system due to the existence of other accountability frameworks, such as UN-SWAP.<sup>8</sup>
- The AF developed by the project can contribute to sustainable gender integration in cluster plans if it has formal sign-on by the HCT, is adapted to the context and human and financial resources are made available for its implementation.

# Key recommendations

## Recommendations for ECHO

- ECHO should continue to support programmes to institutionalize gender in the humanitarian system for long-term impact.
- ECHO should promote quality programming by supporting transformative leadership, dedicated GiE working groups, gender analysis and robust gender-responsive accountability systems, which this evaluation shows to be essential to improving the integration of gender into humanitarian programmes.
- As a leader in the integration of gender into humanitarian action, ECHO could support the dissemination of this evaluation and other publications from the project to influence the humanitarian system and donors on the importance of adopting a gender-responsive approach and budgets in aid programmes.
- ECHO should support the adoption of the accountability framework being developed by IASC across the humanitarian system, to strengthen the accountability of humanitarian actors, in coherence with the ECHO Gender-Age Marker.

## Recommendations for Oxfam and other key humanitarian agencies

- Oxfam and other key humanitarian agencies should build leadership on gender at all levels by providing sustained investments for Gender Leadership in Humanitarian Action through training and other capacity development approaches, and for the implementation of ensuing action plans. The GLHA manual is an important tool that can be used to boost capacity for Oxfam personnel and other actors in the humanitarian system.
- Oxfam and other key humanitarian agencies should develop a clear plan for the future implementation of the Accountability Framework within their humanitarian architecture. They should also use the lessons learned from this pilot AF in project proposals on GiE. Finally, it is recommended that Oxfam use the results of this evaluation to influence the humanitarian system, including IASC, on matters relating to accountability systems for the institutionalization of gender in humanitarian action.
- It is crucial for Oxfam to create a clear transition plan for the GiEWGs to ensure their sustainability, including the necessary financial and human resources. Oxfam should avoid the creation of new structures and should support existing gender clusters/groups with technical assistance and resources, strengthening collaboration with (co-)leads, such as UN Women and ministries responsible for women and girls. This will allow the GiEWGs to provide technical advice on gender to the humanitarian system and government institutions, and to influence OCHA and HCTs on gender-responsive programming for long-term impact.
- Oxfam and other key humanitarian agencies should contribute to Consolidated Country Gender Analyses in every emergency response, providing the necessary time, tools, gender expertise and funds. The exercise should be repeated regularly with the active engagement of Oxfam country offices and in collaboration with clusters and national bodies. It is imperative that Oxfam integrates the results of these gender analyses into its own emergency response programmes, as recommended by the Oxfam Minimum Standards for Gender in Emergencies.<sup>9</sup>

# 1 INTRODUCTION

## 1.1 DESCRIPTION OF THE PROJECT

Natural disasters and other crises are not gender-neutral: they have different impacts on women, girls, boys and men. The differentiated needs and specific vulnerabilities and capacities of each group during and in the aftermath of a crisis need to be addressed accordingly. To effectively meet the specific needs of women, girls, boys and men in humanitarian aid, and to promote gender equality, a gender-sensitive approach is required, leading to effective quality programming.<sup>10</sup>

Although global policy commitments, benchmarks and guides exist on Gender in Emergencies (GiE), gaps remain in practice. Systemic change is needed to operationalize these practices, supported by an effective gender accountability framework. Additionally, gaps exist in the implementation and accountability of UN Security Council resolutions on Gender, Peace and Security.<sup>11</sup>

Specific gender gaps identified in humanitarian response at global level include:<sup>12</sup>

- limited understanding of root causes and differential impacts and needs of women, girls, boys and men
- inadequate knowledge of gender standards and approaches in humanitarian organizations
- lack of leadership in mainstreaming age and gender markers in cluster systems and coordinating groups
- weak accountability for implementing a gender equality response across the global humanitarian system.

To catalyze change on gender in the humanitarian sector and to improve response capacity, Oxfam implemented the 'Institutionalizing Gender in Emergencies: Bridging Policy and Practice in the Humanitarian System' project, which was funded by ECHO-ERC and implemented in four countries – Pakistan, South Sudan, Ethiopia and the Dominican Republic – between September 2015 and March 2017 (with a no cost extension until April 2017). The overall objective of this project was to enhance the capacity of humanitarian organizations to provide adapted assistance to meet gender equality needs and the needs of women, girls, boys and men in emergency scenarios. The project focused on structural change to promote accountability and to ensure that capacity and support are available for implementation. It recognizes that capacity building alone will not lead to sustainable change without critical shifts in institutional thinking.

Two strategies were adopted by the project team to achieve this objective: a) the institutionalization of gender mainstreaming in emergencies, and b) the creation of more robust accountability mechanisms within humanitarian organizations.

The project aimed to deliver four results:

1. to establish functioning Gender in Emergencies Working Groups (GiEWGs)
2. to provide a gender evidence base via a Consolidated Country Gender Analysis for use by all actors
3. to enhance technical capacity for GiE within humanitarian organizations
4. to test a workable Accountability Framework (AF) in coordination mechanisms.

The project was delivered via direct implementation, advocacy, and research and learning activities, in partnership with approximately 132 organizations and individuals across the different humanitarian sectors, including governments and United Nations agencies in the four project countries. The total project funding was €625,000; of this, €500,000 was provided by ECHO-ERC, while co-financing was provided by Oxfam Canada, Oxfam GB and Oxfam Intermón.

## Project identification

During the project inception phase, criteria to select the four project countries were focused on an analysis of:

- existing gender gaps at national humanitarian level (based on previous studies and assessments)<sup>13</sup>
- previous Oxfam country-based programmes and actions on GiE
- coordination and gender capacities of Oxfam affiliates at country level
- previous collaboration between Oxfam and UN Women, Humanitarian Country Teams (HCTs), clusters and the UN Office for the Coordination of Humanitarian Affairs (OCHA) at national level.

In the selection of countries, the project design team ensured a geographic balance across continents and coverage of both environmental disasters and conflict-related crises. Table 1 shows the analysis of the main gender gaps in the humanitarian system in Pakistan, South Sudan, Ethiopia and the Dominican Republic and opportunities/strengths for implementing the ECHO-funded project.

**Table 1: Problem analysis – summary of GiE gaps and opportunities in the four project countries**

	GAPS	OPPORTUNITIES
<b>Pakistan</b>	<ul style="list-style-type: none"> <li>• Absence of women’s participation in government and contingency planning.</li> <li>• Existing assessments do not include the most vulnerable women, such as widows and female-headed households.</li> </ul>	<ul style="list-style-type: none"> <li>• Oxfam was already a member of the HCT and Gender Humanitarian Task Force.</li> <li>• In 2010–11, Oxfam led the NGO Forum flood response. It works closely with the National Disaster Management Authority (NDMA).</li> </ul>
<b>South Sudan</b>	<ul style="list-style-type: none"> <li>• A long-term Gender Working Group (led by UN Women), a GBV sub-cluster and Gender Standby Capacity Project (GenCap)<sup>14</sup> exist, but need strengthening to support clusters on gender analysis and action.</li> <li>• Sector leads require support, which is not always available.</li> <li>• There is no monitoring or accountability for GiE across sectors.</li> <li>• Proper monitoring and evaluation of qualitative factors in gender and SGBV programming, both development and humanitarian, is a challenge.</li> </ul>	<ul style="list-style-type: none"> <li>• Oxfam has been working in South Sudan since 1983, on humanitarian response, livelihoods, WASH, Empowerment for Sustainable Livelihoods (EFSL) and women’s rights.</li> <li>• Oxfam is WASH cluster co-lead in most operational areas, is a core member of WASH and EFSL Strategic Advisory Groups, co-manages the WASH non-food item (NFI) pipeline for South Sudan, participates in the GBV sub-cluster and has been nominated to represent INGOs on the HCT.</li> <li>• Oxfam is seconded as focal point for Gender and GBV by the WASH cluster to the Cluster Gender Working Group and the GBV sub-cluster respectively.</li> </ul>
<b>Ethiopia</b>	<ul style="list-style-type: none"> <li>• Lack of proper gender analysis and inadequate consideration of gender in intervention design; absence of gender-sensitive MEAL system; inadequate organizational and staff capacity; and limitations in resource allocation to promote gender equality.</li> </ul>	<ul style="list-style-type: none"> <li>• Before the ECHO-funded project, Oxfam implemented a project in Ethiopia – ‘Integrating Gender Standards in Humanitarian Action (2012–13)’ – which addressed identified gaps in gender-sensitive humanitarian response.</li> </ul>

	<ul style="list-style-type: none"> <li>• Although NGOs possess a certain level of experience and expertise, no strong experience sharing platforms exist.</li> <li>• Gender coordination, networking and learning are weak, especially at field level, and local NGOs and government actors are mostly excluded from coordination mechanisms.</li> </ul>	<ul style="list-style-type: none"> <li>• Under this project, Oxfam created the first Gender in Emergencies Working Group in 2012 (Oxfam, CARE, ChildFund, GOAL Ethiopia, Concern Worldwide and CCRDA), which was revitalized through the ECHO Project 'Institutionalizing Gender in Emergencies' in 2015.</li> </ul>
<b>Dominican Republic</b>	<ul style="list-style-type: none"> <li>• Lack of regional/national gender analyses highlighting vulnerabilities, capacities and needs by gender and age.</li> <li>• Lack of expertise in gender and risk analysis and lack of capacity to implement gender activities in prevention, mitigation, preparedness, response and rehabilitation.</li> <li>• Limited systematized information on best practice on women's leadership in preparedness and response, and a lack of systematic gender work in emergencies.</li> <li>• No national platform on gender or coordination on gender among humanitarian actors.</li> <li>• Accountability on GiE is minimal.</li> </ul>	<ul style="list-style-type: none"> <li>• Oxfam has experience in capacity development on GiE with good examples of gender and protection assessments and of working with women's organizations, but capacity and tools in the country are limited.</li> <li>• Since 1992, Oxfam has responded to natural disasters and has developed capacity in disaster risk reduction (DRR) (with DIPECHO) in close partnership with civil society and authorities.</li> </ul>

Source: Oxfam (2015). Project Proposal 'Institutionalizing Gender in Emergencies: Bridging Policy and Practice in the Humanitarian System'. ECHO e-single form for Humanitarian Aid Actions 2015/00534/RQ/01/03.

## 1.2 EMERGENCY COUNTRY CONTEXTS

**Pakistan** faces frequent natural disasters, including earthquakes, floods, cyclones, drought and tsunamis, and there are ongoing conflict and military operations in the northwest of the country, in Khyber Pakhtunkhwa province (KPK) and the Federally Administered Tribal Areas (FATA).<sup>15</sup> Pakistan is characterized by very low levels of human development and has a very large number of people in need of humanitarian assistance.<sup>16</sup> This is combined with one of the highest levels of gender inequality in the world.<sup>17</sup> In most cases emergency-related sociological data in reports and presentations concerning Pakistan fail to include sex- and age-disaggregated data (SADD), and data are characterized by limited or missing gender and social analysis. What limited evidence is available suggests that the differential needs and capacities of affected populations in disasters are not sufficiently addressed.<sup>18</sup>

There are urgent humanitarian needs across **South Sudan** because of multiple and intersecting threats, including armed conflict and inter-communal violence, economic decline, disease and climatic shocks. As of November 2016, the UN Mission in South Sudan (UNMISS) estimated that the six Protection of Civilians (PoC) sites in the country were sheltering more than 200,000 internally displaced persons (IDPs). Currently, there are at least 1.6 million refugees in South Sudan, the impact of which is being felt across the region.<sup>19</sup> As often occurs in a crisis, women and children are the worst affected. Nearly one in every three pregnant and lactating women is malnourished.<sup>20</sup> In 2017, more than 70 percent of refugees are children, while nationwide over 276,343 children are likely to be affected by severe acute malnutrition (SAM).

Despite recent growth in gross domestic product (GDP), nearly a quarter of **Ethiopia's** 94 million people suffer chronic poverty (including eight million people already covered by the Productive Safety Net Programme, or PSNP). A devastating drought, worsened by the effect of El Niño, has led to shortages of food and a lack of clean water for millions of people across the country. Ethiopia is one of the largest refugee-hosting countries in Africa, sheltering more than 700,000 refugees fleeing from neighbouring countries. Other humanitarian crises include flooding in some parts of the country and outbreaks of disease such as acute watery diarrhoea (AWD) and scabies. Ethiopia has low human

development outcomes and very high levels of gender inequality. The Ethiopian government's national strategy on disaster risk management (DRM) recognizes that women, children, elderly people and people with disabilities are the groups most vulnerable to the impacts of hazards and related disasters. Moreover, the most recent update of humanitarian requirements states that pre-existing gender inequalities exacerbate risks, that women and girls have especially limited access to basic services, and that women and girls are at a higher risk of gender-based violence (GBV) in emergencies.<sup>21</sup>

The **Dominican Republic** is a country that has high economic growth rates and was ranked as having 'high human development' in 2015.<sup>22</sup> However, nearly half of the total population of 10.4 million suffer conditions of vulnerability to disaster.<sup>23</sup> A longstanding risk of earthquakes and tsunamis is exacerbated by extreme weather-related emergencies, hurricanes and droughts, which are increasing in frequency due to climate change. The impacts of such disasters include epidemics of viral diseases such as dengue, Zika and chikungunya. Cholera outbreaks occur when water systems are broken or flooded, or when there is a movement of people from Haiti across the long border between the two countries. Women and girls are particularly vulnerable during disasters due to the fact that the Dominican Republic has a very high proportion of female-headed households, high levels of teenage pregnancy and very high levels of violence against women and girls (VAWG).<sup>24</sup> Haitians and people of Haitian descent are also especially vulnerable as a result of the imposition of stringent anti-immigration laws in 2013 that have left more than 200,000 such people stateless and with limited access to services. Since 2002, the country has developed a system of DRM and response. However, while preventing major loss of life, this system struggles to meet the differential needs and capacities of different segments of the population – including women, girls, boys and men, and people of different ages and abilities.<sup>25</sup>

## 2 PURPOSE AND METHODOLOGY

The project evaluation was conducted in April–June 2017. The evaluation team was composed of a Gender in Emergencies Consultant supported by a Senior Consultant. The overall supervision of the evaluation was under the ECHO Project Manager and the Global Gender in Emergencies Adviser at Oxfam.

The evaluation aimed to:

- assess the outcome of the project: the extent to which it achieved its results and objectives, including barriers and opportunities, unintended/unforeseen outcomes and contextualization of the project in the four countries
- assess the sustainability and likely impact of the project in institutionalizing gender in the four countries
- consider whether the project design was effective in achieving results
- assess the quality of implementation and management of the project
- identify the project's key challenges during implementation
- assess the quality of the findings or global 'lessons learned' from the project to support institutionalization of gender within the humanitarian system.

Both qualitative and quantitative approaches were used to collect, verify and analyse data. The evaluation applied a combined methodology, including a secondary data review and primary data collection in the four project countries. The methodology aimed to triangulate these qualitative and quantitative datasets.

As agreed by Oxfam, the methodologies used for this evaluation comprised:

- a desk review of Oxfam documentation from the project, including reports, log frames, MEAL reports, gender analyses, terms of reference (ToRs) of Gender in Emergencies Working Groups (GiEWGs) and related minutes of meetings and action plans, case studies and accountability exercise documents
- a survey that was emailed to 16 partners involved in the project (members of GiEWGs and participants in Gender Leadership in Humanitarian Action (GLHA) courses)
- interviews with nine key Oxfam personnel at country level and in the Oxfam Global Humanitarian Team (GHT) involved in the project design, implementation and MEAL activities
- interviews with relevant project stakeholders within the UN system, national and international NGOs and governments.

In total, the collection of primary data included interviews and surveys with 29 respondents, 90 percent of whom were female. All staff and partners selected for the surveys and interviews were drawn from a list provided by Oxfam.<sup>26</sup>

This document evaluates the project's achievements, the challenges it faced and the lessons learned. It is structured in four main sections to assess the related project outcomes:

1. Coalition building: Gender in Emergencies Working Groups (GiEWGs)
2. Improving the evidence base: gender analysis
3. Improving technical capacity for Gender in Emergencies
4. Trialling the Accountability Framework.



The report contains a set of main findings and recommendations for gender-responsive humanitarian programming. It is intended to be used as a reference document to fill gaps in institutionalizing gender in the humanitarian system.

## 3 FINDINGS

### 3.1 INTENDED RESULT 1: COALITION BUILDING: DEVELOPMENT OF THE GENDER IN EMERGENCIES WORKING GROUPS (GIEWGS)

The problem analysis at project country level revealed that gender issues are addressed only in a limited way in humanitarian coordination mechanisms. Therefore, the project design involved the creation of working groups on Gender in Emergencies (GiE) to fill those gender gaps in the humanitarian response system. As a result of the project, four GiEWGs were established respectively in Pakistan, South Sudan, Ethiopia and the Dominican Republic in November–December 2015. The GiEWGs involved a total of 33 influential actors, including International NGOs and UN agencies as well as local NGOs and organizations/coalitions working on women's rights.

Across the four project countries, the GiEWGs were effectively established and are now functioning, serving as a platform to: share knowledge with a wider range of stakeholders on GiE; implement work plans on GiE; provide technical support on gender to humanitarian and governmental stakeholders; advocate among different elements of the humanitarian architecture and contextualize international approaches on institutionalizing GiE; and build trust and knowledge among aid and government actors on gender mainstreaming in the humanitarian system.

The GiEWGs developed and revised their own ToRs – one for each country – to set out the groups' objectives, strategies and working plans. This collaborative venture brought together different actors in the humanitarian system to lead on project activities and to create sustainable change in the humanitarian system towards increased consideration of gender. The following section summarizes the implementation timetable and milestones, along with the challenges faced by the GIEWGs in the four project countries, and describes the key actors and targets involved.

#### PAKISTAN

##### Activities and achievements

During the inception phase of the project, Oxfam reached out to relevant agencies and secured agreement on participation from CARE International, the UN Food and Agriculture Organization (FAO), International Rescue Committee (IRC), UNICEF, UN Women and the national women's rights NGO Aurat Foundation. At the time of the project launch in February 2016, the GiEWG had buy-in and support from these major organizations. Each collaborating agency designated a focal person and the group developed clear ToRs: to meet monthly, to engage in project activities and to share knowledge resources.<sup>27</sup>

The survey results indicated high appreciation of the GiEWG and ranked as 'satisfactory' its performance in providing technical assistance to gender-responsive actions, plans and programmes within the cluster system. Moreover, respondents pointed out their improved capacity to mainstream gender equality in the humanitarian programmes of their agencies/organizations as a result of the project activities.

Respondents identified a list of main achievements of the GiEWG in Pakistan, as follows:

- all planned meetings held on time
- frequent sharing of key internal documents in the GiEWG
- participatory development of study tools and data gathering
- learning discussions
- increased interaction with cluster leads for Protection, WASH and Food Security
- training acquired on GiE
- best practices learned from the Consolidated Country Gender Analysis
- increased understanding on GiE response
- enhanced networking with local and international NGOs.

'As a women's rights organization, we want to extend our networking with humanitarian organizations to bring productive change in humanitarian planning and response. As a result of participating in the GiEWG, we have participated in the development of study tools, data gathering and learning discussions. Our interaction with cluster leads has increased.' – GiEWG member, Pakistan, woman

'Due to the project, I am now more proactive in ensuring that gender-specific needs are taken into consideration in needs assessments, in designing programmes, services and assistance and during project implementation. The GiEWG introduced me to influential humanitarian organizations.' – GiEWG member, Pakistan, woman

'The working group should include additional actors, both humanitarian and development, and its scope should not be limited to humanitarian crisis but [should include] long-term protection of gender issues, such as DRR and climate change.' – GiEWG member, Pakistan, woman

## Challenges

- The national federal government organization, the National Disaster Management Authority (NDMA), leads humanitarian policy, coordination, technical assistance and planning in Pakistan.<sup>28</sup> The NDMA has undertaken a number of positive steps to work on a gender equality approach. However, the GiEWG was not formally endorsed by the NDMA during the project, despite positive communication and the sharing of results throughout. The lack of formal recognition at national level partially limited the influence of the working group on institutionalizing gender in the humanitarian system.
- At the time of the project inception, many INGOs (including Oxfam) were awaiting extensions to their memoranda of understanding (MoU) with the government, which are necessary for continuing operations in the country. It therefore took months to secure the services of a clear delegation of personnel to the project. This led to an overall delay of five months in beginning the project activities. Formal MoUs with the GiEWG's partner organizations were not possible, limiting the formalization of the group.

## Lessons learned

- The GiEWG is the first forum in Pakistan with a focus on GiE, and this is an important and positive development. It has been able to: share knowledge with a wider range of stakeholders on GiE than previously; implement project activities; advocate among different elements of the humanitarian architecture and contextualize international approaches; and build trust and a shared platform. The fact that it has become a reference point on gender for aid organizations at the national level means that it is playing an active role in the humanitarian system in Pakistan.

- In Pakistan, government support is the key to sustainable change. The challenges and delays faced by this project demonstrate that it is imperative to work closely with government authorities from the start of any project. Based on this experience, having the support of government can be necessary in countries where formal recognition is needed for the project to be operative.

### **Sustainability**

- Developing relationships with local actors requires substantial resources in terms of people and time. Sustainability of the GiEWG would be possible only with greater collaboration with civil society and consistent engagement with a wide range of government institutions. To achieve this, working groups need a long-term strategy, formal recognition and additional resources.

## **SOUTH SUDAN**

### **Activities and achievements**

- The Cluster Gender Focal Point Group (CGFPG) was created in 2014, before the project commenced.<sup>29</sup> OCHA and UN Women, through the Gender Standby Capacity Project (GenCap) Adviser, worked with cluster leads to convene all the gender focal points and establish the CGFPG. During the inception phase of the project, Oxfam South Sudan reached out to UN Women and OCHA. Instead of creating a parallel group, the project built on and supported the existing CGFPG. Oxfam became the co-chair of the working group.
- One of the requirements for membership of the CGFPG is secondment through the cluster. Oxfam is now not only the co-chair of the CGFPG but is seconded by the WASH cluster to the CGFPG.
- Oxfam presented the project to the Inter-Cluster Working Group (ICWG) at two different forums in February 2015, with the support of UN Women, the United Nations Population Fund (UNFPA) and the Camp Coordination and Camp Management (CCCM) cluster lead, the Office of the UN High Commissioner for Refugees (UNHCR).
- Between November 2016 and February 2017, UN Women and Oxfam, acting on behalf of the CGFPG, met bilaterally with the cluster coordinators/co-coordinators and OCHA to discuss and build support for sign-off of the reviewed group ToR. In these meetings, UN Women, Oxfam and the CGFPG successfully lobbied for the inclusion of gender mainstreaming in the mandate of cluster leads in-country. The coordination role remained with UN Women, while Oxfam became the co-coordinator.
- The CGFPG had a wider mandate than training, but this is what it tended to focus on.<sup>30</sup> A key change brought about by the project was an expansion of the CGFPG's role to include advisory and advocacy roles for clusters, through the provision of a forum to enable gender experts from the organizations represented in the CGFPG to engage with the clusters.
- The CGFPG supported the review of the IASC *Gender Handbook in Humanitarian Action* in March 2016.<sup>31</sup> This was co-facilitated by the consultant from GenCap, alongside representatives of UN Women and Oxfam.<sup>32</sup>
- Gender experts and some focal persons from organizations represented in the CGFPG developed six communiqués, one general and five others that offered guidelines for gender mainstreaming in the Education, Health, Non-Food Items (NFI), Food Security and Livelihoods, Protection, and Water, Sanitation and Hygiene (WASH) clusters. These were signed off by several UN agencies, international NGOs and national NGOs,<sup>33</sup> and are currently being used by various humanitarian actors to include gender considerations in their respective clusters in South Sudan.

Respondents to the survey rated the overall success of the group at 6.5 (on a scale from 1 to 10, where 1 is a complete failure and 10 is a total success). This was mainly because the group took a long time to agree on its ToR before implementation of the project began. The July 2016 crisis also affected the group's work, as many members had to leave the country, which was a setback in terms of timeliness.<sup>34</sup> Respondents identified the main achievements of the CGFPG in South Sudan as follows. The working group:

- helped clusters to translate gender policy into reality or practice
- enhanced capacity in gender mainstreaming in an emergency context and strengthened understanding of gender issues in other programme areas (WASH, NFI , Education and Food Security)
- provided an accountability framework to monitor gender gaps facing members of the CGFPG at organizational level
- successfully developed gender communiqués to advocate for the inclusion of a gender perspective at cluster level and in Rapid Needs Assessments
- delivered technical support on gender to CGFPG group members
- enhanced the leadership of CGFPG members on GiE within clusters
- maintained a standing invitation to weekly ICWG meetings at OCHA.

'In my opinion this group has been a good resource due to the varied experiences of members and the different sectors they come from, which has given me a broader understanding of gender issues in other sectors/clusters.' – CGFPG member, South Sudan, woman

'Good documents were generated by the group but the engagement with clusters started late in the programme, so it is not easy to measure the effect at this level.' – CGFPG member, South Sudan, woman

## Challenges

- Oxfam South Sudan faced many challenges at country level in bringing together different actors and building consensus on project activities and outputs. This was due to the fact that the design of the project did not include a plan for operationalizing the GiEWG.
- Three major crises occurred within the project period (in April 2016, July 2016 and February 2017). This meant that, occasionally, humanitarian actors (including most of the organizations comprising the CGFPG) were involved in or affected by priority humanitarian response or were out of the country altogether due to evacuation.
- Some agencies successfully integrated gender into their programming, while others struggled to do so or continued to view gender as a subject for women's groups. A similarly mixed picture existed among the clusters. A few clusters, such as the Protection Cluster and GBV sub-cluster, made active attempts to incorporate gender analysis in a meaningful way.<sup>35</sup>

## Lessons learned

- UN Women has provided active leadership, manifested in its dedicated staff coordinating the CGFPG, making available expertise and hosting monthly meetings. A coalition for gender work at this level is particularly important, given the mandate within the UN system is to be responsible for the clusters. Thus, it is important to have relevant leaders (UN system and/or government) within the group to achieve broader advocacy and influence in the humanitarian system.
- Constant lobbying and engagement with various humanitarian actors are important factors.
- While the CGFPG is a national network, there are also coordination networks at local level, which also need support on gender mainstreaming. Similar initiatives, organized at local-level cluster meetings across the country, as applicable, would be an effective additional programming option.
- The CGFPG is important in humanitarian crises because members collectively provide a platform for considering and providing technical and human resource support for gender mainstreaming in

rapid needs and baseline/joint/internal multi-sectoral and sectoral humanitarian assessments, as well as programming.

- The Humanitarian Needs Overview and Humanitarian Response Plan showed evidence of attempts to incorporate gender considerations, albeit mostly limited to SADD and issues affecting women. Some work needs to be done to deepen the integration of gender into global humanitarian tools and documents.

### **Sustainability**

- The fact that the members of the CGFPG are drawn from the clusters gives the group additional influence and sustainability. Despite this, the CGFPG will still have to claim its formal space and better establish itself within the clusters. At the time of this evaluation, Oxfam and UN Women were exploring the possibility of fundraising for support to coordination, as they continue the monthly meetings and engagement with clusters.

## **ETHIOPIA**

### **Activities and achievements**

- The GiEWG in Ethiopia was a revival of a previous successful working group on gender. The membership now consists of a range of organizations including local, national and international organizations: CARE, Concern Worldwide, GOAL, ChildFund, Consortium of Christian Relief and Development Associations (CCRDA), Sustainable Environment and Development Action (SEDA), Rift Valley Children and Women Development Organization (RCWDO), International Rescue Committee (IRC), Pastoralist Concern, UN Women and UNFPA.
- The GiEWG has conducted monthly meetings since the project launch. It has used these meetings as a platform to learn and share experience, focusing on gender in humanitarian issues, and it has given technical support on the strategic documents of the Protection and WASH clusters and the Disaster Risk Management–Agriculture Task Force (DRM–ATF).
- Over the lifetime of the project the GiEWG has expanded significantly, from the previously established group of INGOs and their partners to include UN agencies (UNFPA and more recently UN Women) and other INGO and local partners.
- The group, led by Oxfam together with UN Women, made an effort to present the issue of GiE to the Ethiopia Humanitarian Country Team (EHCT).<sup>36</sup> The results of this meeting drove the inclusion of a gender perspective in the Ethiopian Humanitarian Response Document developed by the government and humanitarian partners in 2017.<sup>37</sup>
- In May 2017, Oxfam and UN Women worked closely on revitalizing a Gender Working Group together with the NDRMC. Chaired by the NDRMC, the working group will be under UN Women and OCHA as a vice chair. Oxfam and members of the GiEWG will be part of its membership.

Respondents to the survey rated the overall success and functioning of the working group as 'highly satisfactory', and it was perceived as being successful because it achieved its plan. Respondents identified its main achievements as follows. The GiEWG in Ethiopia:

- strengthened information sharing, developing advocacy materials and advocating on GiE issues
- enhanced capacity building and leadership skills on GiE
- reinforced collaboration between local and international NGOs on gender in the humanitarian sector
- created a platform to share evidence and knowledge on gender and emergency issues
- enabled partners in the group to better mainstream gender in their policies/plans and strategies
- provided support to mobilize resources from donors and different organizations on GiE projects and initiatives.

'My organization is actively involved in emergency response and preparedness initiatives. We are committed to mainstreaming gender in all the initiatives. Joining the working group helped us to strengthen our knowledge on gender in emergencies through information sharing, capacity building and advocating together.' – GiEWG member, Ethiopia, woman

'The information acquired through participating in the working group helped me to enhance my knowledge on gender mainstreaming challenges and how to face them. Now I am confident enough to work on gender mainstreaming.' – GiEWG member, Ethiopia, woman

### **Challenges**

- The GiEWG got off to a slow start, even though the group was already formed and willing to participate in the project. This was partly due to the drought scale-up in the first part of 2016, which meant that staff time to meet and work on the project was limited. It was also a result of the strategy to renew the original collaboration in the first instance while reaching out to other agencies, especially UN agencies, and to include them in the group in a later phase. After the gender analysis, UN agencies became interested in joining the GiEWG. The collaboration has worked according to a ToR rather than a formal MoU, because of the challenges faced by the group in being institutionally recognized.

### **Lessons learned**

- Working with a core group of civil society partners and using the gender analysis to build understanding of the need for the GiEWG has proved to be a successful strategy. This has allowed other agencies that have the mandate to work with government (e.g. UN cluster leads) to support the group with a clear vision of the overall scope of the project. This is an appropriate approach for a politically sensitive context.
- The project needed to be implemented gradually in the Ethiopian context, with a small platform garnering wider support over time. However, to institutionalize gender, there is a need for discussions with the senior management teams (SMTs) and HR units of member organizations.
- The involvement of UN Women as the agency mandated to work on gender issues in coordination with the National Disaster Risk Management Commission (NDRMC) was a significant step for the project.
- There is a need to give continuity to the GiEWG, and to have a clear transition to its institutionalization, as well as stronger support and collaboration from the Ethiopian government clear results at policy and HCT level.

## **Sustainability**

- In December 2016, UN Women expressed an interest in the GiEWG continuing beyond the lifespan of the project. This offers the potential for the group to acquire a legal status, and a larger platform and stronger voice with which to recommend changes to other agencies and the government. Members of the GiEWG are eager to continue with the platform in order to discuss and share gender mainstreaming issues and to influence clusters and government. However, in order to support coordination and extend work to the regional and national levels, additional funding and human resources would be required.

## **DOMINICAN REPUBLIC**

### **Activities and achievements**

- During the inception phase, the project team adapted the project approach to fit a context in which emergency response remains (largely) the remit of government ministries and volunteers from the national Civil Defense organization.
- To drive project activities, the Oxfam project team assembled a GiEWG, known as the Gender Working Group (GWG), that would support the existing Consulting Team on Gender, Protection and Age (ECPGE in Spanish).
- The GWG was composed of the following members: Ministry of Women, National Attorney-General, National Council of Elderly People, National Council of People Living with HIV, Dominican-Haitian Women's Movement (MUDHA), Social and Cultural Haitian Workers Movement (MOSCCTHA) and the Civil Defense. Representatives from OCHA advised the project throughout, though they were not a formal part of the GWG. The GWG met monthly throughout the project.
- The project contributed to the operations and agenda of the ECPGE via its joint chairs, the Ministry of Women and Oxfam. It was formally mandated as a steering committee of the ECPGE.
- The GWG developed a detailed proposal for the creation of an internal Gender Unit. This has been presented to the Civil Defense leadership.<sup>38</sup>
- The GWG created an atmosphere of trust between the public sector and civil society by simple means of regular meetings and by creating a space for participants to develop personal rapport.<sup>39</sup>
- The GWG created a detailed proposal to incorporate a gender perspective into the Integrated National Plan on Risk Management and Disaster Response. In February 2017 the GWG chairperson (Ministry of Women) presented the proposal<sup>40</sup> to the National Emergency Committee (NEC), with all stakeholders and the media present. This was a major step towards stronger recognition by government of differential gender needs and capacities in emergency contexts. In May 2017 a detailed work plan was designed to follow up on the proposals.



Interviews and surveys conducted with members of the GWG showed the influence of the group in GiE at the national level. All respondents to the survey rated the overall success of the group as 'highly satisfactory'. Respondents identified its main achievements as follows. The GWG in the Dominican Republic:

- ensured participation of local associations/national councils representing the most vulnerable groups (e.g. stateless people of Haitian descent and Haitian migrants, people living with HIV/AIDS and elderly people)
- empowered women within the government system and local NGOs on leadership in humanitarian action
- through its participatory mechanisms, enabled members to advocate for a gender approach in national emergency plans and strategies
- ensured a high impact in institutionalizing GiE in national institutions.

'Through the project we were able to create synergies with other equally vulnerable and invisible sectors – such as women with disabilities, elderly people and migrants. We developed together a gender proposal for the Integrated National Plan on Risk Management and Disaster Response. . We have succeeded in drawing up this proposal in collaboration with governmental institutions and local and international NGOs.' – GWG member, Dominican Republic, woman

'The project has succeeded in advancing the institutionalization of gender in emergency contexts, sensitizing key actors, generating concrete proposals and initiating processes.' – GWG member, Dominican Republic, woman

'The GWG will provide a service to all institutions working with risk management for the inclusion of a gender perspective. The documents produced by the project have been very useful as tools for the mainstreaming of the gender perspective, and they were and will be beneficial in sensitizing governing institutions on the subject.' – GWG member, Dominican Republic, woman

## Challenges

- The project was implemented during an election year, which risked changes to membership of the GWG if government personnel were changed or transferred.<sup>41</sup> This is a continual concern and an important limitation to institutionalization in the Dominican Republic, where the loss of important champions as a result of political changes can impede the long-term goals of the GWG.
- There is an active feminist movement in the Dominican Republic, but it has never previously been involved in emergency relief. Although it had been a part of project planning, the Feminist Forum (a coalition of more than 40 women's rights organizations) did not play an active role in the GWG.

## Lessons learned

- To achieve its objectives, the project needed to involve public institutions more than agencies in the UN system. In planning initiatives to institutionalize GiE within government structures, it is necessary to undertake a particularly detailed analysis of who holds decision-making power.
- The involvement of the Ministry of Women has represented a major opportunity for government ownership of the GWG and for the involvement of other governmental institutions. This indicates that, by including governmental institutions, it is possible for the GWG to achieve a broader impact and greater influence on gender equality in emergencies.
- The work to ensure a wider understanding of the gender dimension and to persuade the Ministry of Women to accept a change in focus (from 'women' to 'gender') in its representation to the NEC has been a major achievement of this project. The project has helped to significantly raise the profile of gender in the politics of prevention and response, including the implementation of training programmes, which are currently taking place in the country.

- By encouraging civil society organizations (CSOs) that work with people of Haitian descent, the project has fostered important lines of communication and collaboration, including higher awareness on the part of the Civil Defense of this group's needs.

### **Sustainability**

- The GWG team continues to meet, and at the most recent meeting in March 2017, a plan was designed to follow up on the proposals presented in the Integrated National Plan on Risk Management and Disaster Response.
- A rapid mapping of allied actors was made so that a meeting could be held with the Minister for Women present. The group is also expected to make a public statement on the need to include gender in national DRR plans and frameworks.

## **3.2 INTENDED RESULT 2: IMPROVING THE EVIDENCE BASE – GENDER ANALYSIS**

The intended result was to create a Consolidated Country Gender Analysis for each project country. In order to undertake a gap analysis of areas, the process first entailed consolidating available data on gender issues in emergencies at a country level (as a desk review). The findings were then used to design and conduct a field study to address the information gaps. The desk review and field study formed the Consolidated Country Gender Analysis.

The four consolidated analyses were published by Oxfam between September 2016 and April 2017. The analyses demonstrated the differential impacts of crises on women, girls, boys and men in order to enhance sector performance by adapting assistance and targeting action in response and advocacy. These analyses filled gender gaps on evidence-based information at the national level. The data gathered from them represent the first such data to be gathered in each of the four countries. The field exercises included over 2,230 respondents (1,500 in Pakistan, 450 in South Sudan, 179 in Ethiopia and 101 in the Dominican Republic), with a gender and age balance among surveyed participants.

In each country the analysis was disseminated to a wide range of stakeholders in the humanitarian sector, including clusters, GiEWG members, OCHA, HCTs, UN Women and other UN agencies, and it was published on ReliefWeb in order to have greater visibility in the humanitarian system worldwide.<sup>42</sup> The analyses are available on Oxfam's 'Policy and Practice' website.<sup>43</sup>

The following section explores the main activities and achievements, challenges and lessons learned from the gender analysis in each country in which the project was implemented.

## **PAKISTAN**

### **Activities and achievements**

- The project team first collated all the available evidence on GiE, reaching out to the GiEWG and beyond. The desk review (completed in April 2016) incorporated findings from more than 90 documents covering different aspects of gender mainstreaming in different disaster responses in Pakistan.<sup>44</sup>
- After completing the desk review, comprehensive ToR were developed by Oxfam, with consultation with regional staff as well as the GiEWG members.
- In October 2016, six districts in disaster-affected areas across Pakistan were selected in which to conduct the field study.<sup>45</sup> The field study included the participation of Oxfam partners to implement the survey.
- In October–December 2016 field data were collected from more than 1,500 households, with a gender split between respondents of 59 percent male and 41 percent female.<sup>46</sup>

- In March 2017 Oxfam published the *Consolidated Gender Analysis for Disaster Response in Pakistan*.<sup>47</sup> This analysis identified the main areas where gender gaps were apparent, and put forward recommendations for addressing these issues.
- The gender analysis has been shared with the wider stakeholder network (UN agencies, GiEWG members, international and national NGOs, as well as government).
- ‘The analyses conducted by the project will not only help humanitarian actors in Pakistan to shape their current programming, but it also provides a baseline that can be updated in the years to come.’ – GiEWG member, Pakistan, woman

### **Challenges**

- Implementing the desk review was an extremely challenging process, as the research team encountered very poor information management and a high turnover of staff in humanitarian programmes (staff were often hired for a specific project on a short-term basis).
- Conducting a field study of this size proved to be impossible in the original timescale. Consequently, the intended step of using the gender analysis to influence organizational strategies and proposals was not achieved within the project timeframe.
- Government restrictions on surveys and research also meant that prior approval had to be obtained from the Ministry of Interior as well as from district authorities, which took 2–4 months in some cases.
- Major logistical problems included monsoon rains blocking access to the field and primary data being temporarily seized by intelligence agencies at provincial level (later released).
- A further delay was incurred because the external consultant needed additional support to develop the analysis required within the agreed timeframe.

### **Lessons learned**

- One key role of a GiEWG is to support better information management with regards to existing contextual knowledge on GiE and to advocate for the inclusion of gender equality in emergency response programmes and plans based on gender evidence.
- The desk review and consolidated study represent a step forward in understanding GiE at national level. Data aggregated at national level should support policy change.
- Developing the ToR took time but was necessary, as robust consultation supports positive dissemination and uptake of results.
- The logistical challenges of undertaking research with a large primary dataset need to be better accounted for in the project timeframe. In this case, the need for a wider study was revealed only at the gap analysis stage.
- A realistic timeframe is required for the analysis of data. Additional resources may be required for the services of external consultants to conduct analysis of research results and to draw recommendations from the study.

### **Sustainability**

- Although the analysis provided good evidence on GiE in Pakistan, it still lacked concrete recommendations for individual emergency sectors. A second study should be conducted to provide continuity and to update data and evidence on gender issues in humanitarian aid in Pakistan. Resources are required for expertise to be updated and transferred in the future.

# SOUTH SUDAN

## Activities and achievements

- The project team first collated all the available evidence on GiE and worked with a consultant to produce a desk review (completed in July 2016).
- Research for a countrywide gender analysis was undertaken during the period May–June 2016. The study targeted 490 individuals from both internally displaced person (IDP) and host populations in selected *payams* and *bomas* (local-level administrative divisions) in Wau, Walgak and Panyagor counties and the Protection of Civilians (PoC) sites in Bor and Juba. There were also focus group discussions (FGDs) with 40 different groups of men, women, boys and girls, and key informant interviews (KIIs) with 21 individuals representing affected communities, government and national and international humanitarian agencies.
- Findings and recommendations were shared with the Ministry of Gender, Child and Social Welfare and with the CGFPG in September 2016. Oxfam conducted a series of reviews and improvements and finally signed off the report at both country and global levels in March 2017. The report was published in March 2017.<sup>48</sup>

## Challenges

- The initial plan was to use a regionally based consultant to make use of local knowledge of the South Sudan context. Due to the lack of expertise at regional level, however, the draft gender analysis was revised by a gender adviser from Oxfam's Humanitarian Support Personnel (HSP), working from Nairobi. The entire process of producing this gender analysis entailed many delays and considerable handover from one researcher/writer to another.
- While the original timeframe did include some flexibility, the impact of the crises of April 2016 and July 2016, coupled with the challenges involved in timely identification of a suitable consultant for the gender analysis, led to the overall delay of project outputs.

## Lessons learned

- Contingency planning is important for project work in protracted conflict situations in relation to activities, human resources and budgets. Various scenarios should be considered at planning and risk analysis level (e.g. expat evacuation, high turnover of staff, inadequate gender expertise) in order to mitigate their impact on project implementation.
- UN Women has provided active leadership, manifested in its dedicated staff coordinating the CGFPG, making available expertise and hosting monthly meetings. A coalition for gender work at this level is particularly important, given the mandate within the UN system, which is responsible for the clusters coordination and leadership.

## Sustainability

- Oxfam in South Sudan is planning to share the gender analysis, beyond the project end, with humanitarian stakeholders in South Sudan, including donors, civil society, UN agencies and cluster leads and members, namely Food Security, Livelihoods and Nutrition, Shelter/NFI, WASH, Education, Health, Protection and the GBV sub-cluster.
- Oxfam in South Sudan retains its position as co-chair of the CGFPG and continues to participate in monthly meetings. It also acts as the focal point for the WASH cluster in the CGFPG and the GBV sub-cluster.

# ETHIOPIA

## Activities and achievements

- A desk review was carried out to support the design of qualitative and quantitative research tools. The analysis was conducted in March 2016, with consolidation of results and a launch workshop to share results in April 2016.
- The Consolidated Gender Analysis for the Ethiopian Drought Response was conducted jointly by Oxfam and CARE and published in September 2016.<sup>49</sup> It included 179 respondents covering 21 *kebeles* (sub-districts) in Somali, Oromia, Amhara and Afar regions.<sup>50</sup>
- The project then compiled a GiE advocacy plan based on the report for awareness raising, addressed to cluster meetings for national and regional WASH, Emergency Shelter/NFI and Protection clusters, the DRM–ATF and humanitarian NGOs.
- A gender mainstreaming workshop for national and regional DRM–ATF coordination leads was organized by FAO. The FAO document on coordination in the DRM–ATF included guidance on how to mainstream GiE plans and programmes. This has filtered down to regional- and district-level changes.<sup>51</sup>
- The findings of the gender analysis were immediately addressed by Oxfam and CARE in their internal drought strategies in April 2016. Other members of the GiEWG and clusters have since referred to the study.
- UNFPA incorporated findings and recommendations from the gender analysis into the Belg (short rainy season in March/April) assessment, which is an input for the Humanitarian Requirements Document (HRD).
- The team’s presentation to the WASH cluster was given a dedicated page outlining the key points of the work in the cluster bulletin in September 2016. In the new WASH Cluster strategy, gender needs are clearly stated, and the gender analysis of the project is mentioned as a reference document.
- Some of the findings of the gender analysis are reflected in recommendations to the Ethiopian HRD 2017.<sup>52</sup>

## Challenges

- The project had planned to produce a Country Consolidated Gender Analysis, but in the end focused on a Consolidated Gender Analysis for the drought response. This was because the humanitarian situation in Ethiopia is so complex, diverse and large-scale that to attempt to produce a broader report at the level required to influence policy decisions with sufficient evidence and analysis would not be feasible under the remit of the project or the resources available.
- It was decided that a focus on drought – given that it is a cyclical and long-term humanitarian challenge for the country, and one that Oxfam responds to – would allow the opportunity for a more detailed, thorough and useful analysis.
- Working with CARE Ethiopia involved harmonizing areas of study and methodologies and sharing primary field findings, to produce a consolidated report.

## Lessons learned

- Gender analysis and other gender assessments are crucial for effective and efficient emergency response and could be used as a primary reference tool for humanitarian actors at different levels.
- Sharing methodologies and field data supported an authoritative report that enabled stakeholders to make changes to their programme strategies.
- The advocacy plan has been instrumental for the working group in providing it with a collective voice, an evidence-based viewpoint and the confidence to take these issues and recommendations to the clusters and to other agencies.

## Sustainability

- The gender analysis has undoubtedly been important in empowering the GiEWG with evidence to advocate for change. It is currently a primary document used by clusters and donors for gender work in the country and as the basis for further studies by different agencies. Oxfam plans to conduct a second gender analysis in 2017–18 to ensure continuity in providing gender evidence.

# DOMINICAN REPUBLIC

## Activities and achievements

- The project elected to assess an epidemiological crisis – the Zika virus – as this is currently having an unknown impact on vulnerable populations.
- The project partnered with the NGO Medicos del Mundo (Doctors of the World) to look at the impact of Zika on women. The gender analysis was built on existing research and a field study was conducted in May–October 2016, with further research done in January 2017, over a sample of 101 respondents. The study covered the urban *barrio* (neighbourhood) settlements of Barrio Galindo, Aduana and Pinzón (Municipality of Comendador, Elias Piña Province), Barrio de Puerto Rico (San Cristóbal Province), Barrio de Buenos Aires (Municipality of Santo Domingo Oeste, Santo Domingo Province) and Barrio 'Play' (Municipality of Monte Cristi, Monte Cristi Province).
- The gender analysis was published in April 2017. Findings from the Zika study have been shared with the Gender Working Group (GWG), the Consulting Team on Gender, Protection and Age (ECPGE) and other humanitarian actors.

## Challenges

- The implementation of the field study presented a huge challenge. This was because the impact of Zika, about which very little is currently known, involved researching multiple health factors. To undertake this kind of research it was necessary to work with experienced medical personnel on the design of the study.
- In the end, what was analysed was the feminized impact of Zika in the Dominican Republic. While this was useful in the context, it did not constitute a gender analysis as it did not explore the differential impacts on men, women, girls and boys, nor changing gender roles and opportunities for programming.
- The project addressed this challenge by working with an international consultant to revisit the field to undertake further field research for a full gender analysis. However, this has meant a major delay to the delivery of the final project output.

## Lessons learned

- In designing ToR for a gender analysis there needs to be a focus on the changing needs and capacities of all population groups, including men, women, girls and boys and people of different ages. Most previous studies in the Dominican Republic had focused on the additional vulnerability of women and girls in disasters. Knowledge and understanding of 'gender issues' as opposed to 'women's issues' among humanitarian actors and the general population is still limited..
- The design of ToRs for a consultant for the initial field research needs to consider capacities, resources and the intended audience and needs to go through a more rigorous review process, as the understanding necessary to undertake a gender analysis requires skills that are not always easy to find in certain contexts. Recruitment personnel do not always understand what skills and experience are needed to conduct a gender analysis and related field research.

## Sustainability

- The gender analysis will be shared and officially presented to the Ministry of Women and other government actors, the Civil Defense and UN Women in the Dominican Republic. Despite the efforts of the Oxfam Intermón country team, there is a lack of dedicated GiE staff at country level to give continuity to the advocacy work and to ensure that the analysis has an impact on the national DRR system.

## 3.3 INTENDED RESULT 3: IMPROVING TECHNICAL CAPACITY FOR GENDER IN EMERGENCIES

This intended result was to improve technical capacity on GiE across sectors and organizations. The Gender Leadership in Humanitarian Action (GLHA) courses were designed at global level and adapted at national level, and were based on the GLHA manual.<sup>53</sup> Modules addressed technical capacity as well as soft skills in conflict management and how to lead change.

At a global level, the project designed an organizational self-assessment study as a tool for the GiEWG, based on Oxfam's Minimum Standards for Gender in Emergencies.<sup>54</sup> The self-assessment for participating agencies was conducted prior to the training in order to create a baseline of capacity on GiE in each country. This exercise was designed also to raise awareness of capacity gaps that could then be addressed through the training.

Overall, seven country trainings were delivered between October 2015 and December 2016, involving 154 humanitarian practitioners and representatives of governments, local and international NGOs and the UN system. The trainings led to the creation of national-level action plans, with the aim of achieving concrete changes in internal guidance and policies, as well as follow-on training by participating organizations. The GLHA course aimed to develop gender leadership to drive change in the humanitarian system.

The following section describes the main achievements and results, as well as the major challenges in delivering GLHA courses in each of the four project countries.

### PAKISTAN

#### Activities and achievements

- In February 2016 the organizational self-assessment was completed by the members of the GiEWG: UN Women, FAO, IRC, UNICEF, the Aurat Foundation and Oxfam GB. While international organizations had strong organizational policies on GiE, these were not always implemented well in specific countries.
- The first training took place in Pakistan in May 2016. There were 23 participants (16 women and seven men) representing a range of organizations, including six collaborating agencies from the GiEWG and members of the Food Security and Community Restoration clusters.
- The second training event was held in December 2016 for 16 participants (six women and 10 men). This course engaged a wider range of participants, including government staff and NDMA officials. The training also engaged clusters and national partners of Oxfam and other agencies.
- As a result of the training, action plans were developed at three levels – that of the individual, the organization and the group. The action plans were compiled into a single country 'road map' – a process led by OCHA and including actions for the clusters.

Feedback from participants ranked the overall success of the GHLA training as 'satisfactory'<sup>55</sup> and indicated that it significantly strengthened their personal leadership capacities and the ability for stronger gender integration in programming and MEAL.

The information given in the training was perceived as being in-depth and relevant to the context, covering gender-related standards and approaches and the New IASC Gender & Age Marker (GAM).<sup>56</sup> Participants reported that being asked to reconsider gender leadership skills was a new and worthwhile experience, and it was felt that the training provided an opportunity for cross-learning through sharing experience and good practices.

'The training benefited me to reorganize gender leadership, gender sensitivity and different needs at all levels and in the context of humanitarian response with a focus on devising gender-specific indicators.' – Training participant, Pakistan, woman

'The main purpose of joining the GHLA training was to enhance my knowledge and vision regarding gender in emergency leadership to improve my skills in programme planning, design and development. It was a marvellous opportunity to interact with a diversified group of individuals, increasing my experience. Moreover, participants shared case studies and scenarios which enhanced skills and knowledge.' – Training participant, Pakistan, man

### **Challenges**

- It was challenging initially to consider how to conduct a survey that explored organizational gaps, without subjecting it to lengthy sign-off procedures for the publication of results.
- Despite overall satisfaction around the course, feedback from participants revealed three main limitations: the short duration of the training, which was perceived as a limitation on acquiring a deep understanding of every topic; the fact that trainers did not use a participatory approach; and the moderate level of facilitation skills of the trainers.

### **Lessons learned**

- Self-assessment is a very useful way of understanding organizational strengths and weaknesses and building awareness of capacity gaps. Organizational gender reviews performed through self-assessment may support organizations to grow and learn, and could be repeated on a regular basis.
- By maintaining the confidentiality of results among GiEWG members, gender focal personnel can acquire good evidence on gaps to report back to their management teams, without going through sign-off procedures that may cause delays or open the organization up to external criticism.
- Gender leadership in humanitarian action is a new and attractive area for participants in Pakistan.
- For a better understanding of gender topics in the training, participants recommended the following improvements: deliver the training over four days; involve better trained gender experts; and include some practical demonstrations of real scenarios, using a participatory methodology.

### **Sustainability**

- Since the initial training, three of the seven agencies involved have replicated the training with their staff, and five have undertaken other initiatives outlined in their action plans that reflect the ownership and commitment of the partner organizations. There is a substantial need for further development of technical capacity in GiE across humanitarian actors, including INGOs, local NGOs, UN agencies and government.



# SOUTH SUDAN

## Activities and achievements

- In South Sudan, the Oxfam rapid organizational self-assessment was carried out as part of the gender analysis study. In total, seven organizations that are members of the CGFPG volunteered and completed the assessment: CARE International, FAO, Plan International, Oxfam IBIS, UNFPA, UNHCR and World Vision International.
- Overall, the organizations interviewed were slightly above the threshold of 75 out of 100, with scores ranging from 43 to 71 out of 100 (averaging about 60 percent) in terms of their gender institutionalization and mainstreaming practices.<sup>57</sup>
- The first GLHA course took place in Juba in October 2016. Key partners and staff from various organizations attended. There were 29 participants (10 female, 19 male) from CGFPG member organizations, and UN Women and Oxfam co-facilitated. For many, this was the first time they had attended any training on gender in the humanitarian sector, while for a few it was a welcome refresher.
- The second training event was held in Wau in November 2016 with 19 participants (five female and 14 male). UNFPA and International Medical Corps (IMC) co-facilitated the training with Oxfam. Representatives from the Ministry of Gender, Child and Social Welfare were present at the workshop.

Participants responding to the surveys rated the overall outcome of the GHHA training as 'successful', and were satisfied with the new skills and knowledge they acquired around GiE and leadership topics. Respondents said that the GLHA training significantly strengthened their personal leadership capacities, and reported that the content of the course was appropriate to improving their capacity and skills to mainstream GiE. The information received in the training was perceived to be in-depth and relevant. However, participants requested follow-up action plans to apply in practice the things they had learned on the course.

'As a result of the course, I have gained more knowledge on gender issues and have clarified gender terminology; expanded my network and contacts for personal and organizational development; and have been inspired to continue with my work of striving for gender equality.' – Training participant, South Sudan, man

'The training provided me with new knowledge and personal motivation. I learned that in order to address gender issues we need to work as a team, and to advance gender equality we need to involve everyone equally: men and women, boys and girls.' – Training participant, South Sudan, woman

## Challenges

- There is an extreme shortage of gender experts in South Sudan, and most UN agencies, particularly those working in humanitarian situations, were not hiring gender experts.
- The high turnover of staff in humanitarian settings, particularly in areas of protracted conflict, remains a challenge and a severe limitation to the institutionalization of best practice in GiE. It is also difficult to track the outcomes of training programmes that have been carried out, especially when those trained leave the country after a short contract.

## Lessons learned

- The results of the organizational assessment can be used to influence humanitarian actors to continue to invest in their staff, especially national or local staff. It is recommended that the CGFPG should continue to ensure capacity building on gender mainstreaming, with a clear strategy on how to transfer knowledge and skills to local actors for sustainability.

- The partnership of UN Women (which has the mandate as well as gender expertise) and Oxfam is an important facilitating factor in organizing trainings at this level. The support of gender staff from other organizations is good practice which should continue, as well as co-facilitation with other UN agencies such as UNFPA.
- There should be sustained investment to ensure that a greater number of gender experts can be hired, and that continuous and repeated gender training can be provided for non-gender personnel. Donors, UN agencies and INGOs should regard this as a priority, especially in South Sudan.

### Sustainability

- Although partners representing different clusters developed action plans for their cluster actions and promised to share them with other cluster members, as well as to use the action plans within their own organizations, respondents to the surveys indicated the need to follow up the GHLA training with an action plan to implement lessons learned and best practices.

## ETHIOPIA

### Activities and achievements

- The Oxfam project team in Ethiopia facilitated a self-assessment for the working group in April 2016,<sup>58</sup> including for Oxfam GB, SEDA, CCRDA, GOAL, ChildFund, RCWDO, Concern Worldwide and CARE Ethiopia's partner Organization for Rehabilitation and Development of Amhara (ORDA).
- The training was developed and was carried out in Addis Ababa with the participation of 20 members (11 women and nine men) of the GiEWG and other organizations, including gender experts from UNFPA, IRC, Pastoralist Concern and IMC. Those invited all worked on humanitarian and gender issues, and the training included gender experts as well as programme managers.
- During the training the expertise of the GiEWG was a great asset for peer learning, which proved particularly insightful. Oxfam led the training jointly with UNFPA, which delivered the modules on sector coordination and on GBV. Participants developed action plans on components such as promoting gender equality through internal practices, issues of gender analysis, participation, dignity and empowerment and so on. The action plan was also included in the consolidated gender analysis report.

Feedback from the participants indicated that the overall impression of the GHLA training was 'excellent', with a score of 10 out of 10.<sup>59</sup> In addition, both the gender mainstreaming and leadership modules and the quality of training delivery were rated with the highest scores, indicating the overall success of the training in all its components. Feedback on the action planning process indicated that this was a practical step that enabled each organization to use the learning and theories imparted to recommend specific actions on gender. Follow-up work suggests that gender mainstreaming activities are being planned on the basis of these action plans.

'Thanks to the course, I can now clearly understand the benefit of institutionalizing gender in the humanitarian response; how to mainstream gender equality in the project cycle; the main international gender standards and approaches; the different gender leadership models; and the international practices and approaches towards gender mainstreaming. We also received different relevant resources and guideline that will contribute for our future work.' – Training participant, Ethiopia, woman

### Challenges

- There were no major challenges in carrying out the training and adapting it to the Ethiopian context. However, comments were received during the training that modules should incorporate case studies and role-plays from the national context.

## Lessons learned

- GiE capacity gaps and limitations of awareness of humanitarian actors need to be addressed through the provision of gender leadership training to enhance the confidence, awareness and attitudes of both male and female humanitarian experts, as change starts from these actors.
- The involvement of co-trainers from UNFPA helped to develop connections between the project and other initiatives in the sector.
- Training needs to be rolled out to partners and staff from national to regional and district levels. This is crucial to enhance the ground-level response and to ensure that vulnerable women, men, boys and girls are effectively targeted throughout the period of the emergency response.
- As suggested by a participant, it is necessary to design and facilitate a comprehensive training of trainers (ToT) and to design a cascading system to reach more INGOs, as well as government organizations, to implement both development and emergency programmes.

## Sustainability

- Several of the organizations that took part in the training, including Oxfam, CARE, GOAL and RCWDO, have rolled out the gender leadership training to their own staff and partner organizations at the field level. This demonstrates that those who took part felt empowered to take their learning and leadership as gender champions to train others and support their colleagues to build their own understanding and leadership.

# DOMINICAN REPUBLIC

## Activities and achievements

- This part of the project took place in two stages. The first involved an organizational self-assessment, and the second leadership training. The organizational self-assessment was carried out by 10 agencies in an open peer-reviewed session.<sup>60</sup>
- The GLHA training took place in April 2016 and was led by an international gender consultant. The training included all members of the GWG, including the Civil Defense and the Ministry of Women, as well as other key actors including the Ministries of Education and Health, the International Organization for Migration (IOM), OCHA and the Disaster Risk Management (DRM) Forum.
- A total of 15 people participated in the training, and case studies and experiential aspects were adapted to the context in a participatory manner. Participants stated that this was the first gender in humanitarian assistance training that they had participated in and were able to benefit from international practice. As a result of the training, the GWG created a Country Action Plan.
- As a follow-up to the training:
- Additional training was conducted at the Ministry of Women for 32 provincial delegates.
- The GWG developed and presented a short training and adapted to the context a version of the training manual for the Civil Defense, for use in training and to support the development of a training unit.
- The GWG supported the work of national NGOs, including those working with people of Haitian descent, to put in place specific protocols and minimum standards in emergencies.

Participants responding to the survey indicated that the GHLA training was ‘excellent’, the training delivery ‘highly satisfactory’ and the information received on GiE during the course ‘relevant’. The rating given for enhancing capacity in mainstreaming gender in emergency programmes and plans was ‘moderately satisfactory’.

‘The training helped me to gain knowledge on GiE issues and other skills related to the topic. It gave me the possibility to broaden my sensitivity around gender issues and GBV emergency situations.’ – Training participant, Dominican Republic, man

‘We have to implement more campaigns on GiE leadership, starting within the education system. Every governmental institution has to implement specific protocols and awareness-raising campaigns around this important topic if we want to have a long-lasting impact.’ – Training participant, Dominican Republic, man

### Challenges

- It was necessary to adapt the training material to the requirements of the group. This included adapting the case studies to the national context, and adding into role-play scenarios Haitians and people of Haitian descent, as well as LGBTI people, as groups subject to additional vulnerabilities.

### Lessons learned

- Training is more successful if it is adapted to the context and course participants.
- Follow-up campaigns and government protocols on GiE issues are necessary if activities are to have a long-lasting impact.

### Sustainability

- There is strong demand for and strong interest in training on GiE frameworks. There is an interest in follow-up training and the adaptation of training materials to the context.

## 3.4 INTENDED RESULT 4: TRIALLING THE ACCOUNTABILITY FRAMEWORK

Recognizing that there is a lack of accountability on the implementation of gender-related standards within organizations and across the humanitarian sector, the intended result 4 was to trial a global accountability framework with cluster organizations. This framework was intended to support the clusters to develop action plans that would improve accountability on gender in their sector coordination mechanisms. The global project team examined accountability for gender at all levels and developed an Accountability Framework (AF).<sup>61</sup> This identified specific actions to be taken by coordination mechanisms that would promote gender equality.

Across the project countries, the framework was presented and tested with a wide range of humanitarian actors and clusters: the WASH cluster and the Start Network in Pakistan; UN Women, OCHA and the WASH, NFI, Education and GBV clusters/sub-clusters in South Sudan; the Protection and Emergency Shelter/NFI clusters and the DRM–ATF in Oromia region and the national WASH cluster in Ethiopia; and the Civil Defense in the Dominican Republic.

One case study from each country was developed to capture the outcomes, good practices and challenges involved in implementing project activities. The four case studies were published in March 2017, along with a global case study in May 2017.<sup>62</sup>

As a result of the project learning activities, lessons learned on accountability, monitoring and good practice were documented, shared and promoted globally through OCHA and the IASC Gender Reference Group. The project generated learning for the humanitarian system that was shared in a final learning review on 17 March 2017. It was also presented by the Global Project Manager at the

IASC Gender Reference Group Expert Meeting in February 2017. Consultations between Oxfam and IASC were taking place at the time of this evaluation to discuss the way forward.

The following section gives evidence on the main results, challenges and lessons learned in the implementation of the Accountability Framework in the four project countries.

## PAKISTAN

### Activities and achievements

- In Pakistan, the AF was first shared with the GiEWG, and a joint meeting and review of the tool was subsequently convened with the OCHA head, OCHA gender adviser and ECHO technical assistant. The initial feedback was that, while the measures appeared to be valid and important, there was some concern that the tool was being ‘imposed’ and that it might duplicate existing monitoring arrangements. Therefore, there was a formal endorsement of it by the Humanitarian Country Team (HCT).
- The AF has since been shared and consulted upon with the Gender Task Force, the Pakistan Start Network, the National Humanitarian Network (NHN)<sup>63</sup> and the KPK WASH cluster.
- The feedback from the Start Network was very positive; it felt that the framework could support it in developing standard operating procedures (SOPs).
- The initial feedback from the clusters was that the areas covered by the AF were valid areas to monitor and that they complemented the use of the Gender Marker.

Feedback from participants to the evaluation survey for the AF exercise ranked the effectiveness of the framework as ‘satisfactory’. However, it was remarked that a major limitation was being able to understand the difference between this and other accountability frameworks.

‘This is a very comprehensive framework and even 50 percent compliance should demonstrate impact and gains for women and girls in disaster-affected areas. However, the framework is only as good as the political commitment behind it and regular monitoring against it. That is yet to be achieved.’ – GiEWG participant, Pakistan, woman

‘It is still unclear how this tool will be different and distinct, or add value in comparison with existing monitoring and reviewing tools, and this consultation is ongoing.’ – GiEWG participant, Pakistan, woman

### Challenges

- There were challenges and delays because the clusters are grouped in a specific geographical location, and since the tool was designed at a global level it encountered initial resistance, on the basis that it was being externally imposed on actors in-country.
- Application of any framework within Pakistan’s ‘one UN’ system requires formal endorsement by the HCT. Entry points for change are via the Pakistan Humanitarian Forum (PHF), the NHN and the HCT.
- ‘Accountability’ is an over-used and loaded term in Pakistan and is viewed negatively by a number of organizations.

### Lessons learned

- The way that the cluster system operates in Pakistan offers a significant opportunity to advocate for gender accountability via a formal process of endorsement. If achieved, this would represent a step change in gender accountability within the country.
- The measures may improve practice and monitoring by the clusters. The tool offers an entry point for the GiEWG to support the clusters and other initiatives.

## Sustainability

- In the case of Pakistan, there is no sustainable plan for the GiEWG and currently members are not meeting regularly to follow up on project activities.

# SOUTH SUDAN

## Activities and achievements

- The CGFPG discussed the AF at its monthly meetings in September and October 2016. It has also been shared with OCHA, as well as other actors at the National Gender Coordination Forum in September.
- In February 2017 Oxfam arranged meetings with cluster coordinators, co-coordinators and some members, with the aim of securing approval to present the AF to the cluster. This resulted in the scheduling of presentations during cluster meeting in March 2017 for the WASH, NFI, Food Security and Livelihoods, Education and GBV clusters/sub-clusters.

Feedback from participants in the evaluation survey for the AF exercise ranked the framework's effectiveness as 'moderately satisfactory'. This was partially due to the difficult terminology used in the AF, which needs to be simplified and better explained.

'In order to fully and actively participate and use the framework, there must be some level of understanding of the concepts which underlie each measure. It is difficult to ask the cluster to measure and rate their accountability when they don't fully comprehend all the AF measures.' – South Sudan, Oxfam staff, woman

## Challenges

- Feedback on the AF indicated that, while it appears to be simple, for those not specializing in gender it requires additional knowledge to fully comprehend and higher motivation to appreciate and adopt.
- Briefing on use of the AF was carried out in October 2016. However, some of those trained have since left the project/area.
- Ownership of the process of measuring accountability at the cluster level is a challenge. One cluster member commented that it should be the cluster that decides which tool to use. One cluster head also indicated that the responsibility to report on accountability lies with the gender focal point.

## Lessons learned

- The AF can be an intimidating document, as it holds to account UN agencies as well as local NGOs and some large INGOs. The process of meeting organizations individually is an important step, in order to first secure buy-in from these NGOs before presenting it to the wider group.
- The AF document, which articulates the HCT's commitment to gender-equitable programming, is an important reminder to involve clusters as well as the entire humanitarian response system.
- On the issue of inadequate expertise, the same recommendation to hire more experts and to continue training personnel on gender is put forward.
- Coordinating gender in humanitarian action working groups is a full-time job that requires a dedicated coordinator.

## Sustainability

- It was planned that the CGFPG members would present the AF to their respective clusters after the project ended. However, they expressed reluctance to do this, citing a lack of confidence, so a course is now planned to train at least two people per cluster to be able to present to their own cluster. UN Women and Oxfam (coordinator and co-coordinator) will initiate the first presentation to demonstrate best practice.

# ETHIOPIA

## Activities and achievements

- The AF was tested in the Protection and Emergency Shelter/NFI clusters and the DRM–ATF in Oromia region and the national WASH cluster, and was also introduced to a GiEWG meeting to open up discussion about its format and to introduce the concept for initial feedback.
- The trial was presented in different cluster meetings and an exercise was carried out with the working group to guide members through the process and to solicit feedback from them.
- Oxfam staff supported those clusters not familiar with gender terminology by explaining each measure, as well as the criteria for self-assessment.
- A completed AF has been received from all five clusters.
- The GBV sub-cluster has included some of the AF gender indicators in its work plans.

Although members of the GiEWG were 'satisfied' with the framework as a accountability tool on gender at the humanitarian level, one respondent pointed out the need to make it easier to use for aid actors with low levels of gender awareness, and the need to ensure that the GiEWG has the leadership to present the AF at cluster meetings and follow-ups.

'The tool was quite laborious and could not be used in a consultative way with all cluster members (lengthy, dense terminology, etc). It could have been introduced (in a simplified way) at the beginning of the project and then progress measured during the project, but instead it was just filled out at the end. It did, however, help us to think about what we are doing on gender and how to ensure that it is considered in our planning.' – Cluster lead, Ethiopia, woman

## Challenges

- There was initial resistance to the introduction of new standards, with some people reporting that many other standards were being imposed concurrently by other groups on different issues.
- The GiEWG encountered difficulty in being granted sufficient time to present the AF to the clusters in detail and to fully explain its operation. Thus , Oxfam's gender officer presented the tool to clusters.
- Even when access was granted, the process was time-intensive, and it has been a challenge for Oxfam to collect feedback.

## Lessons learned

- Developing and delivering the AF with clusters was an informative trial exercise and has helped the clusters to gauge their performance against gender indicators.
- Introducing the AF to clusters (particularly at the regional level) required support and guidance from the project team to explain the terms and concepts it contains.
- Effective introduction of the AF requires sufficient time to be allocated by all organizations involved.
- It may be necessary to develop a stronger process of implementation: for example, by first conducting a process of orientation in a cluster meeting, then supporting initial self-assessment by the cluster lead, and finally participation in monitoring and follow-up.

## Sustainability

- Organizational change is expected to be realized within at least three months after the end of the project, at which time there is a follow-up activity to identify remaining gaps. The clusters then take responsibility for using the AF on a regular basis (approximately every 3–6 months).



# DOMINICAN REPUBLIC

## Activities and achievements

- The GWG shared and discussed the AF and decided that it would be most relevant for the Civil Defense. A meeting was held with the Civil Defense to discuss the 10 measures that a coordination body should engage in to support the gender accountability of different actors.
- Employing the performance rating proved difficult, as it was necessary to explain certain terminology, and the Civil Defense did not have any of the 10 measures in place at the outset.

Overall, members of the GiEWG reported themselves satisfied with the AF. One respondent to the survey pointed out the need for it to use accessible language and the need for it to be adapted to national context and capacity to make it more effective.

‘The fact that the accountability framework was used as a basis for the proposal to incorporate a gender perspective into the Integrated National Plan on Risk Management and Disaster Response is evidence of the impact that the tool can have.’ – GWG member, Dominican Republic, woman

‘We faced difficulties in getting feedback on the tool. It was difficult for emergency actors to understand it, considering the low literacy levels in the Dominican Republic. However, it represented the first attempt in the country to make emergency actors accountable on gender.’ – Oxfam staff member, Dominican Republic, man

## Challenges

- The AF included a set of best practice examples that referred to cluster plans and cluster meetings, but these required reinterpretation in the context of the Dominican Republic.

## Lessons learned

- The adapted AF constitutes an excellent tool for follow-through actions by the gender unit of the Civil Defense.

## Sustainability

- Some of the guidelines presented in the proposal for the Integrated National Plan were taken from the AF, and Oxfam jointly with the GWG is planning to follow up on the use of these measures after the project ends.



# 4 CONCLUSIONS

## 4.1 LESSONS LEARNED

The global lessons below are a summary of the analysis contained in the preceding sections, and have also emerged from the global case study *Institutionalizing Gender in Emergencies: Bridging Policy and Practice*.<sup>64</sup> These lessons can be valuable entry points for the whole humanitarian system on how to include gender considerations in emergency plans and programmes. The lessons are intended for all humanitarian actors, including ECHO and other donors, to continue supporting gender-responsive aid programmes, interventions and actions.

### 1. Coalition building through the GiEWGs

- Where gender coordination structures were already functioning, the project supported existing clusters/groups, in collaboration with their lead organizations (such as UN Women and ministries of women's affairs), to avoid unnecessary competition and duplication of efforts.
- Working with a GiEWG can provide organizations with an informal space for networking, sharing learning and working together on GiE. GiEWGs can support OCHA or the HCT to ensure accountability and to provide technical assistance for gender-responsive programming.
- GiEWGs require greater collaboration with civil society and consistent engagement with a wide range of government institutions. To achieve this, they need a long-term strategy, formal recognition and additional resources.

### 2. Evidence base – gender analysis

- Gender analyses are essential and non-negotiable for effective and efficient emergency responses, because they demonstrate the differential impacts that crises have on women, girls, boys and men and they fill gender gaps in evidence-based information at a national level. They are not a 'one-off emergency' activity, but rather an exercise that should be repeated every 2–3 years.
- A Rapid Gender Analysis is useful for specific responses, while a Consolidated Country Gender Analysis can influence policy and institutionalize gender in decision-making. The latter is vital to engage clusters and partners and set country-level objectives, standards and protocols. Evidence shows that Consolidated Country Gender Analyses require additional time, funding and gender expertise – which are often not available at country level – compared with a Rapid Gender Analysis. These factors should be taken into consideration in the planning phase, which should include a power analysis to ensure broad engagement and impact.

### 3. Improving technical capacity for Gender in Emergencies

- The Gender Leadership in Humanitarian Action manual, which has been piloted, reviewed and redesigned, forms a legacy of the project. A series of participatory trainings on GiE and leadership represents an effective strategy to raise awareness and increase capacity in the long term. Because of the integration of the transformative leadership approach, it is a valuable tool to apply to training for both Oxfam and the wider humanitarian system.

### 4. Trialling the Accountability Framework

- Gender-specific, measurable indicators can become part of the working methodology of cluster organizations, and accountability can be driven at a country level within the existing aid architecture. Despite this, research shows that implementation of the AF might face some degree of resistance within the UN system due to the existence of other accountability frameworks, such as UN-SWAP.<sup>65</sup>

- The AF developed by the project can contribute to sustainable gender integration in cluster plans if it has formal sign-on from the HCT, it is adapted to the context and human and financial resources are made available for its implementation. This research may offer the UN system, IASC and humanitarian actors lessons on the importance of having a specific accountability framework on gender-responsive humanitarian action.

## 4.2 KEY RECOMMENDATIONS

Based on the analysis and lessons outlined above, this final evaluation report puts forward a number of key recommendations for future gender-responsive programming interventions along the humanitarian/development continuum for Oxfam and ECHO. While focused on Pakistan, South Sudan, Ethiopia and the Dominican Republic, these recommendations may also be important reference points for other countries and contexts. In addition, they can support understanding of the opportunities and challenges involved in institutionalizing Gender in Emergencies in the humanitarian system.

### Recommendations for ECHO

- ECHO should continue to support programmes to institutionalize gender in the humanitarian system for long-term impact. This research suggests that effective interventions in GiE contexts require the financing gaps in key sectors to be closed through funding of both targeted gender work and gender mainstreaming.
- ECHO should promote the quality of programming by supporting transformative leadership, dedicated GiE working groups, gender analysis and robust gender-responsive accountability systems, which this evaluation has shown to be essential to improving the integration of gender into humanitarian programmes.
- As a leader in the integration of gender in humanitarian action, should support the dissemination of this evaluation and other publications from this project in order to influence the humanitarian system and donors on the importance of adopting a gender-responsive approach and budgets in aid programmes.
- ECHO should support the adoption of the accountability framework being developed by IASC across the humanitarian system, to strengthen the accountability of humanitarian actors, in coherence with the ECHO and IASC Gender-Age Marker. The Gender-Age Marker is a quality tool that enables partners to assess the extent to which each humanitarian action integrates gender and age considerations.<sup>66</sup>

### Recommendations for Oxfam and other key humanitarian agencies

- Oxfam and other key humanitarian agencies should build leadership on gender at all levels by providing sustained investments for Gender Leadership in Humanitarian Action through training and other capacity development approaches, and for the implementation of ensuing action plans. The GLHA manual is an important tool that can be used to boost capacity for Oxfam personnel and other actors in the humanitarian system. Its focus on transformative leadership represents an innovative approach to creating change towards gender responsiveness. The training manual is a powerful piece of material to be disseminated within and beyond Oxfam.
- Oxfam and other key humanitarian agencies should develop a clear plan for the future implementation of the IASC Accountability Framework within their humanitarian architecture. They should also use the lessons learned from this pilot AF in project proposals on GiE. Finally, it is recommended that Oxfam use the results of this evaluation to influence the humanitarian system, including IASC, on matters relating to accountability systems for the institutionalization of gender in humanitarian action.

- It is crucial for Oxfam to create a clear transition plan for the GiEWGs to ensure their sustainability, including the necessary financial and human resources. Oxfam should avoid the creation of new structures and should support existing gender clusters/groups with technical assistance and resources, strengthening its collaboration with (co-)leads, such as UN Women and ministries responsible for women's affairs. This will allow the GiEWGs to provide technical advice on gender to the humanitarian system and government institutions, and to influence OCHA and HCTs on gender-responsive programming for long-term impact.
- Oxfam and other key humanitarian agencies should contribute to Consolidated Country Gender Analyses in every emergency response, providing the necessary time, tools, gender expertise and funds. The exercise should be repeated regularly, to ensure relevant and updated information, with the active engagement of Oxfam country offices and in collaboration with clusters and national bodies. It is imperative that Oxfam integrates the results of gender analyses into its own emergency response programmes, as recommended by the Oxfam Minimum Standards for Gender in Emergencies.<sup>67</sup>

# APPENDIX 1: TERMS OF REFERENCE

## Project summary

'Institutionalizing Gender in Emergencies: Bridging Policy and Practice' is funded by the ECHO Enhanced Response Capacity fund (ECHO-ERC) and was implemented by Oxfam in four pilot countries – Pakistan, South Sudan, Ethiopia and the Dominican Republic – between September 2015 and March 2017. The overall objective of the project is to institutionalize gender in humanitarian programmes by bridging policy and practice.

## Evaluation aims

The objective is to evaluate the extent to which planned activities and approaches are being implemented in achieving changes in the institutionalization of gender in emergencies in the humanitarian system, and to evaluate project achievements towards establishing a gender-responsive approach focused on targeted humanitarian stakeholders in the four countries.

## Activities

- Desk review of project outputs (GLHA course and 4 x Gender Analyses + Accountability Framework consultancy, 4 x TOR, baseline data).
- Discussion with the Global Project Manager/Global Gender in Emergencies Adviser.
- Skype consultation 4 x country directors and/or humanitarian managers / GHT members / consultants and stakeholders as appropriate.
- Skype consultation with the 4 x Gender Advisers implementing the project in-country.
- Skype consultation with key stakeholders in 4 x Gender Working Groups.
- Skype consultation with selected training participants.
- Online questionnaire for training participants and/or working group members.

## Timing

The methodology of the evaluation will be decided after the desk review and will be detailed in an inception report and agreed with the programme management.

## Consultant profile

- Knowledge of gender in emergencies, gender equality and women's empowerment issues
- A good understanding of humanitarian programmes
- A good understanding of NGO ways of working and decision making
- Demonstrated experience of evaluation of gender humanitarian and/or development programmes
- Knowledge of humanitarian, gender in emergencies and GBV international standards
- Good writing skills in English
- Good knowledge of Spanish
- Experience in undertaking analysis and evaluation in emergency contexts
- Experience in interpreting data, both quantitative and qualitative
- Excellent presentational skills and ability to engage with senior management
- Knowledge of Oxfam (including humanitarian work).

# APPENDIX 2: EVALUATION QUESTIONS

## I. Interview general questions

1. From your perspective, what is the main purpose of the project 'Institutionalizing Gender in Emergencies: Bridging Policy and Practice'? Why did you join the project?
2. What did you want to achieve when you joined the project?
3. Did the project meet your expectations? In what way(s) has the project met your expectations and/or needs? In what way(s) has the project failed to meet your expectations and/or needs?
4. How would you rate the overall success of the project using a scale from 1 to 10, where 1 is a complete failure and 10 is a total success? Why?
5. In your opinion, how effective do you think the project has been in institutionalizing gender in emergencies, using a scale from 1 to 10? Why?
6. What are the main results of the project that will be used in the future by your agency/organization?

## I.I Project design/implementation

1. Were the project's objectives and components clear, practicable and feasible within its timeframe?
2. Were the project logic and theory of change effective in achieving the desired results?
3. Were the capacities of the Country Officers considered when the project was designed?
4. Were lessons from other relevant projects properly incorporated into the project design?
5. What have been the strengths and weaknesses of different strategies in the management and implementation of the project?
6. What are the key challenges identified in the project implementation?

## II. Interview questions related to Objective #1:

1. Have you been able to use the gender analysis at country level and any related advocacy materials developed by the project in your work to meet a specific need?
2. Do you think the new gender analysis/advocacy paper or resources will have (or already have had) an impact on the humanitarian system to mainstream gender in internal practices, humanitarian strategy or work plans? If not, why?
3. Has participation in the project helped you to make connections and enhance collaboration within the humanitarian system to advance gender equality? If so, what types of connections and with whom?

## III. Interview questions related to Objective #2:

1. Do you feel that you are better able to mainstream gender equality in the humanitarian programme/strategy/work plans as a result of the project? How?

2. Do you feel that project activities have enhanced your capacity to apply gender standards/implement gender-sensitive programmes (using a scale from 1 to 10)? How?
3. To what extent have the gender leadership courses/learning forums enhanced the capacity of your agency/organization to mainstream gender in emergencies?
4. What lessons have been learned through the gender leadership course on gender in emergencies?

#### **IV. Interview questions related to Objective #3:**

1. Is a GiEWG in existence? Is it active and providing ongoing technical assistance for gender-responsive development of proposals and humanitarian action plans by agencies and clusters? How?
2. Has the GiEWG provided technical assistance for gender-responsive development of proposals and humanitarian action plans by agencies and clusters? How?

#### **V. Interview questions related to Objective #4:**

1. In your opinion, how effective has the Accountability Framework been, using a scale from 1 to 10? What lessons have been learned from the exercise?
2. What impact will the AF have on mainstreaming gender in internal practices of agencies/clusters after the exercise?
3. What are the main lessons learned from the case studies? How will they be used and with whom will they be shared?

Are there any other recommendations/comments you would like to make?

# NOTES

1 Oxfam, CARE International, FAO, International Rescue Committee (IRC), UNICEF, UN Women and the Aurat Foundation, which focuses on women's rights.

2 The UN team works closely with the Ethiopian government to manage and coordinate all humanitarian responses.

3 The Protection cluster recommended that the HRD should include disabled people and elderly people in the definition of vulnerable groups, as they were missing from the document, meaning that humanitarian work will not be directed specifically to their needs. See:  
[https://www.humanitarianresponse.info/system/files/documents/files/ethiopia\\_hrd\\_31jan2017.pdf](https://www.humanitarianresponse.info/system/files/documents/files/ethiopia_hrd_31jan2017.pdf)

4 ReliefWeb is the leading humanitarian information source on global crises and disasters. It is a specialized digital service of the UN Office for the Coordination of Humanitarian Affairs (OCHA). See: <http://reliefweb.int/>

5 This simple questionnaire, consisting of 20 questions, allowed participants in the GiEWG to score their own organizations, investigating and comparing their work in four areas: exploring internal practices; gender analysis through the project cycle; ensuring dignity and empowerment; and preventing gender-based violence (GBV)/Protection from Sexual Exploitation and Abuse (PSEA). For the full Oxfam Minimum Standards for Gender in Emergencies (2013), see: <http://policy-practice.oxfam.org.uk/publications/oxfam-minimum-standards-for-gender-in-emergencies-305867>

6 The *Gender Leadership in Humanitarian Action* training manual is available at: <http://policy-practice.oxfam.org.uk/publications/training-manual-gender-leadership-in-humanitarian-action-620215>

7 Case studies are available at: <http://policy-practice.oxfam.org.uk/our-work/humanitarian/gender-in-emergencies> and <http://reliefweb.org>

8 In 2012 the United Nations agreed on the landmark UN System-wide Action Plan on Gender Equality and the Empowerment of Women, or UN-SWAP. See: <http://www.unwomen.org/en/how-we-work/un-system-coordination/promoting-un-accountability> - sthash.gJOkF6pK.dpuf

9 Oxfam (2013). *Minimum Standards for Gender in Emergencies*, op. cit.

10 ECHO (2016). *Gender: Different Needs, Adapted Assistance*. ECHO Factsheet.  
[http://ec.europa.eu/echo/files/aid/countries/factsheets/thematic/gender\\_en.pdf](http://ec.europa.eu/echo/files/aid/countries/factsheets/thematic/gender_en.pdf)

11 These include Resolution 1325, and six supporting UN Security Council resolutions –1820, 1888, 1889, 1960, 2106, 2122 and 2242. Other key reference points are the Beijing Platform for Action and the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), specifically CEDAW General Recommendation no. 30 on women in conflict prevention, conflict and post-conflict situations.

12 For global analysis, see DARA (2011). *The Humanitarian Response Index 2011: Addressing the Gender Challenge*. [http://daraint.org/wp-content/uploads/2012/03/HRI\\_2011\\_Complete\\_Report.pdf](http://daraint.org/wp-content/uploads/2012/03/HRI_2011_Complete_Report.pdf); and DFID (2011). *Humanitarian Emergency Response Review*.  
[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/67579/HERR.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/67579/HERR.pdf)

13 Oxfam built the analysis on success and learning from various assessments, including the following:

- 2012–13: the Oxfam-led/initiated Ethiopia GHAWG: 'Integrating Gender Standards in Humanitarian Action'; Concern Worldwide, GOAL, CARE, ChildFund and CCRDA: 'Gender Mainstreaming Humanitarian Response by Enhanced Humanitarian Actor Capacity'; 'The Impact of Emergencies on Boys and Girls in Camp and Pastoralist Settings'; Baseline HNGOs.
- Oxfam and Plan – Dominican Republic: 'Women and Girls in Natural Disaster: Three Case Studies on Vulnerabilities and Capacities'.
- 2014: GenCap gender analysis South Sudan, Oxfam Global Reviews of Real Time Assessments (RTAs) and Oxfam's Gender in Emergencies Training of Trainers (ToT); South Sudan Country Gender Analyses (2015 and 2012), Emergency gender analyses and support visits (2011–15).

14 The Gender Standby Capacity Project (GenCap) is an IASC initiative created in 2007 in collaboration with the Norwegian Refugee Council (NRC).

15 FATA is a semi-autonomous tribal region in northwestern Pakistan.

16 Pakistan is ranked 147th out of 188 countries in the Human Development Index (HDI) (UNDP HDI ranking 2014, 2015). Its global acute malnutrition (GAM) rate of 15.1 percent is classified as critical, according to the World Health Organization (WHO) emergency threshold and is one of the highest worldwide. According to SIDA's

Crisis Analysis Report (2015), Pakistan has the third largest caseload (3.3 million) of acutely undernourished children in the world.

17 According to the Global Gender Gap Report 2015, Pakistan ranks 144th out of 145 countries in terms of the overall gender gap, measured in terms of educational attainment, health and survival, and political empowerment. World Economic Forum (2015). *The Global Gender Gap Report 2015*. Geneva: WEF.

18 For instance, in the Punjab flood response in 2014, almost 20 percent of respondents from female-headed households (7 percent), child-headed households (4 percent) and older persons and people living with disabilities (5 percent) were excluded from distributions. Female-headed households, such as widows without national ID cards and domicile, were not registered for assistance. PDMA, NDMA, HCT (2014). *Multi-Sector Initial Rapid Assessment (MIRA) Punjab Floods*. [http://www.ndma.gov.pk/publications/Smira\\_2014.pdf](http://www.ndma.gov.pk/publications/Smira_2014.pdf)

19 UNMISS (2016). *PoC Update No. 145*, November. <http://reliefweb.int/report/south-sudan/unmiss-PoC-update-no-145>

20 OCHA (2016). *South Sudan 2017 Humanitarian Needs Overview*. [http://reliefweb.int/sites/reliefweb.int/files/resources/South\\_Sudan\\_2017\\_Humanitarian\\_Needs\\_Overview.pdf](http://reliefweb.int/sites/reliefweb.int/files/resources/South_Sudan_2017_Humanitarian_Needs_Overview.pdf)

21 Ethiopia Humanitarian Requirements Document (2015). [https://www.humanitarianresponse.info/system/files/documents/files/Final\\_2015\\_HRD.pdf](https://www.humanitarianresponse.info/system/files/documents/files/Final_2015_HRD.pdf)

22 The Dominican Republic is ranked 101st out of 188 countries in the HDI, and 104th in the Gender Inequality Index. UNDP (2015). *Human Development Report 2015: Work for Human Development*. [http://hdr.undp.org/sites/default/files/2015\\_human\\_development\\_report.pdf](http://hdr.undp.org/sites/default/files/2015_human_development_report.pdf)

23 An estimated 49 percent of the population are vulnerable to disasters. United Nations University (2015). *World Risk Report 2015*, p.64. <http://bit.ly/1Wt09th>

24 More than one-quarter of Dominican women (aged 15–49) have experienced physical violence, and 10 percent have experienced sexual violence. The country has the third highest rate of femicide in the Latin America and Caribbean region. ENDESA (2013). *Dominican Republic Demographic and Health Survey*.

<http://ghdx.healthdata.org/record/dominican-republic-demographic-and-health-survey-2013>. An estimated 27 percent of households are female-headed. UNICEF, ECLAC (2014). *La evolución de las estructuras familiares en América Latina, 1990–2010: Los retos de la pobreza, la vulnerabilidad y el cuidado. Serie Políticas Sociales*.

25 Oxfam and Plan (2013). *Mujeres y niñas en contexto de desastres. Tres Estudios de Caso sobre Vulnerabilidades y Capacidades en la República Dominicana*. <http://dipecholac.net/docs/files/caribe/mujeres-y-ninas-contexto-desastres-16.pdf>

26 For a complete list of participants in the survey, contact: [policyandpractice@oxfam.org.uk](mailto:policyandpractice@oxfam.org.uk).

27 GiEWG members are part of the Gender Task Force (GTF), a broad coalition of more than 80 delegates including researchers and policy makers in Pakistan, convened by UN Women.

28 In each province of Pakistan the Provincial Disaster Management Authority (PDMA), a part of the provincial government, coordinates the response and in turn supports District Disaster Management Authorities (DDMAs).

29 In 2015 the HCT made commitments on gender equality programming, outlining seven steps. One of these is accountability, which prompted nine clusters and three sub-clusters to second 2–3 members each to become gender focal points.

30 It was, however, focusing on training in the early stages as a result of demand from the cluster leads, co-leads and members. In response to comments received, the CGFPG reworded its ToR to broaden impact-based activities for cluster gender focal points and to broaden responsibility and accountability for cluster-level gender mainstreaming beyond the CGFPG.

31 The IASC Gender Handbook (*Women, Girls, Boys and Men: Different Needs – Equal Opportunities*) is a tool that helps clusters/sectors to plan, implement, monitor and evaluate their programmes with a gender lens. It is available at: [https://www.humanitarianresponse.info/system/files/documents/files/Gender\\_Handbook.pdf](https://www.humanitarianresponse.info/system/files/documents/files/Gender_Handbook.pdf)

32 At the same workshop, OCHA and the Inter-Cluster Working Group (ICWG) highlighted the need for a brief gender mainstreaming guide for non-gender specialists, which they felt should eventually be included in the reviewed IASC guidelines on gender mainstreaming.

33 The communiqués incorporate guidelines and tools, including the IASC Guidelines on Gender and GBV mainstreaming and various organizational assessment tools and policies. They offer a 1–2-page guideline on key issues to take into consideration when mainstreaming gender in humanitarian initiatives, key aspects that make programming interventions gender-sensitive, and a definition of gender analysis and why it is important.



34 In July 2016 more than 273 people were killed, including many civilians and UN peacekeepers, in renewed fighting in South Sudan's capital Juba. BBC News (2016). *South Sudan crisis: The wounds of war*. <http://www.bbc.com/news/world-africa-36844048>

35 Report of the Inter-Agency Humanitarian Evaluation (IAHE) of the Response to the Crisis in South Sudan (2015). *Final Evaluation Report, November*, p.42. [https://docs.unocha.org/sites/dms/Documents/26042016\\_final\\_south\\_sudan\\_iahe.pdf](https://docs.unocha.org/sites/dms/Documents/26042016_final_south_sudan_iahe.pdf).

36 The UN team works closely with the Ethiopian government to manage and coordinate all humanitarian responses.

37 Government of Ethiopia, UN OCHA (2017). *Ethiopia Humanitarian Requirements Document*. <http://reliefweb.int/report/ethiopia/ethiopia-humanitarian-requirements-document-17-january-2017>

38 The proposal included a draft ToR and a first-year work plan. Such a unit would provide a continuous budget and position within government for GiE. It would also ensure induction for all staff on protection, gender and age guidelines and the development of specific proposals for training volunteers.

39 This led to a declaration from the Civil Defense that data collected by community Civil Defense volunteers would not be passed to the Department of Immigration in any circumstances. Because Haitian people and people of Haitian origin are frequently deported by the Department of Immigration, this is a particularly important declaration in the context of emergency response.

40 The major elements of the proposal included: a) Incorporation of gender analysis into the process of design, implementation, learning and evaluation of risk management plans (prevention, mitigation and response); b) Information gathering to include media and academic studies on diverse populations; c) Inclusion of measures for the prevention of GBV and violence against women and girls (VAWG); d) Incorporation of a gender perspective into the curricula of the NEC training school; e) the creation of a gender unit at the Civil Defense to lead gender mainstreaming in the government system.

41 The implementation of the project coincided with presidential, congressional and provincial elections held in May 2016. The results of the election were disputed by international observers and there was uncertainty around the permanence of the government. The Ministry of Women was redesigned and the posts of a number of employees who supported non-government political parties were cancelled. However, staff in the emergency unit of the ministry remained in post, so the project was not negatively impacted in this respect.

42 ReliefWeb is the leading humanitarian information source on global crises and disasters. It is a specialized digital service of OCHA. See: <http://reliefweb.int/>

43 See: <http://policy-practice.oxfam.org.uk/our-work/humanitarian/gender-in-emergencies>

44 Oxfam (April 2016). *Consolidated Country Gender Analysis: Desk Review Report*.

45 The gender analysis used for this study is based on primary data from selected disaster-prone districts across Pakistan – Gilgit (Gilgit-Baltistan (GB) region), Naseerabad (Balochistan province), Tharpakar (Sindh province), Muzaffargarh (Punjab province), Peshawar (Khyber Pakhtunkhwa (KPK) province) and Muzaffarabad (State of Azad Jammu and Kashmir (AJK)) – in addition to secondary data. It covers a range of emergencies in Pakistan between 2005 and 2016.

46 Qualitative observations and tools were also utilized in 27 focus group discussions (FGDs) and 25 in-depth interviews.

47 Oxfam (2017). *Consolidated Gender Analysis for Disaster Response in Pakistan*. <http://policy-practice.oxfam.org.uk/publications/consolidated-gender-analysis-for-disaster-response-in-pakistan-620211>

48 Oxfam (2017). *South Sudan Gender Analysis: A snapshot situation analysis of the differential impact of the humanitarian crisis on women, girls, men and boys in South Sudan*. <http://policy-practice.oxfam.org.uk/publications/south-sudan-gender-analysis-a-snapshot-situation-analysis-of-the-differential-i-620207>

49 Oxfam (2016). *Consolidated Gender Analysis for the Ethiopian Drought Response*. <http://policy-practice.oxfam.org.uk/publications/consolidated-gender-analysis-for-the-ethiopian-drought-response-620088>

50 Oxfam conducted the field research in the two regions of Somali (Siti Zone) and Afar (Zone 2), while the CARE research took place in the drought-affected areas of Oromia (East and West Harerge Zones), Amhara (South Gonder Zone) and Afar regions (Zones 1 and 3).

51 The ATF Strategic Document – the key document for the Food Security/DRM Cluster, includes recommendations to recognize that the most affected parts of the community are women and polygamous households.

52 The Protection cluster recommended that the HRD should include disabled and elderly people in its definition of vulnerable groups, as they were missing from the document, meaning that, currently, humanitarian work will not be specifically directed to their needs.

53 The *Gender Leadership in Humanitarian Action* training manual is available at: <http://policy-practice.oxfam.org.uk/publications/training-manual-gender-leadership-in-humanitarian-action-620215>

54 This simple questionnaire, consisting of 20 questions, allowed participants in the GiEWG to score their own organizations, investigating and comparing their work in four areas: exploring internal practices, gender analysis through the project cycle, ensuring dignity and empowerment and preventing GBV/Protection from Sexual Exploitation and Abuse (PSEA). For the full Oxfam Minimum Standards for Gender in Emergencies (2013), see: <http://policy-practice.oxfam.org.uk/publications/oxfam-minimum-standards-for-gender-in-emergencies-305867>

55 The rating was 8 using a scale from 1 to 10, where 1 is a complete failure and 10 is a total success.

56 The IASC Gender & Age Marker is a tool that codes, on a scale of 0–2, whether or not a humanitarian project is designed well enough to ensure that women/girls and men/boys will benefit equally from it or See: [https://ec.europa.eu/echo/files/policies/sectoral/gender\\_age\\_marker\\_toolkit.pdf](https://ec.europa.eu/echo/files/policies/sectoral/gender_age_marker_toolkit.pdf)

57 The results highlighted the need for further training and capacity building in institutionalizing gender mainstreaming in humanitarian programme activities.

58 Key findings of the organizational self-assessment in Ethiopia included the following:

- Despite having gender policies, few organizations allocated financial or human resources to gender.
- For most organizations, the proportion of female staff in humanitarian programmes was just 10–30 percent.
- Most organizations used international standard mainstreaming tools and guidelines. However, SADD are only sometimes collected.
- Most organizations do not develop the capacity or confidence of staff and partners to identify potential GBV or SEA risks in emergency settings or use IASC GBV guidelines. Three organizations have a safe and defined mechanism to allow people to report GBV or risky situations, while the other organizations have no clearly defined mechanism. The IASC guidelines on GBV are available at: <https://www.humanitarianresponse.info/en/topics/gender>

59 The rating was 10 using a scale from 1 to 10, where 1 is a complete failure and 10 is a total success.

60 The self-assessment revealed that international agencies (Plan International, UNFPA, UNICEF and Oxfam) had strong organizational policies related to GiE. However, all local and government agencies in the Dominican Republic were lacking in confidence when called upon to address different needs and impacts of disasters.

61 The framework included key elements and best practice examples to support self-assessment: quality gender analysis; gender-responsive strategic planning documents; contextualized minimum gender commitments; adequate gendered competency of agency expertise and staff; inclusive and participatory cluster/sector meetings; learning spaces on gender-responsive implementation; gender-responsive cross-cluster/sector coordination mechanisms; continuous review and adaptation of ways of working with affected populations; recurrent monitoring of the IASC Gender and Age Marker; and enhancement of linkages between humanitarian and development interventions.

62 Case studies are available at: <http://policy-practice.oxfam.org.uk/our-work/humanitarian/gender-in-emergencies>

63 The National Humanitarian Network is an alliance of more than 100 organizations in Pakistan.

64 The global case study is available at: <http://policy-practice.oxfam.org.uk/our-work/humanitarian/gender-in-emergencies>.

65 In 2012, the United Nations agreed on the landmark UN System-wide Action Plan on Gender Equality and the Empowerment of Women, or UN-SWAP. See more at: <http://www.unwomen.org/en/how-we-work/un-system-coordination/promoting-un-accountability#sthash.gJOKF6pK.dpuf>

66 More information at: [https://ec.europa.eu/echo/files/policies/sectoral/gender\\_age\\_marker\\_toolkit.pdf](https://ec.europa.eu/echo/files/policies/sectoral/gender_age_marker_toolkit.pdf)

67 Oxfam's Minimum Standards for Gender in Emergencies are available at: <https://www.oxfam.org/en/research/minimum-standards-gender-emergencies>