She is a humanitarian

Women's participation in humanitarian action drawing on global trends and evidence from Jordan and the Philippines

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#Sheisahumanitarian

Assumptions and attitudes about the roles that women can play, including in times of crisis, result in their efforts getting sidelined and their potential being marginalised. To coincide with this report, CARE has created an online photo gallery in which women on the frontline of humanitarian crisis response tell their stories: please see careinternational.org.uk/sheisahumanitarian. We invite readers to share these stories on social media with the hashtag #Sheisahumanitarian

About the research

Research in Jordan took place in urban areas of Amman and in Azraq camp in 2016, including 32 key informant interviews, and also drew on a series of roundtable events co-hosted with the Jordanian National Commission on Women. Research for the Philippines took place in 2015 in Manila and in Typhoon Haiyan-affected areas: Tacloban, La Paz, and Basay. The review of global trends draws on consultations and interviews with staff from United Nations agencies, international non-governmental organisations (INGOs), donors, local organisations and government officials at the national and local level. A global online survey of women activists undertaken in partnership with UN Women received comments from over 60 respondents from every region of the world. In total, we engaged with over 300 frontline aid workers and activists, as well as policy-makers from governments and multilateral organisations, to inform our analysis. The research also included a desk review of relevant documents from the Inter-Agency Standing Committee (IASC), CARE International, UN agencies, NGOs and data drawn from relevant books, articles, formal studies and reports.

Acknowledgements

UKaid
from the British people

Front cover photo: A colleague from CARE's partner organisation inside Syria helping evacuees from Aleppo with health services, food, water, hygiene kits, blankets, and other services © CARE 2016

Captions and credits for the other photos in this report are given on the back page.

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EXECUTIVE SUMMARY

This report, based on extensive research and consultations by CARE International, argues that efforts to protect and assist people caught up in natural disasters and conflict will be more effective if women can contribute.

Over the past two years, CARE interviewed over 300 women involved in humanitarian action either at a global level or in emergency responses in Jordan (to the Syria crisis) and the Philippines (to Typhoon Haiyan). Three interlinked, and widely shared, issues emerged:

- **Women are not just victims:** the humanitarian system still primarily sees women and girls as victims, and treats women and girls as passive beneficiaries of humanitarian assistance.
- **Gender is not just a tick-box:** efforts to ensure that the specific needs of people of all genders are addressed in humanitarian action are seen as a tokenistic, tick-box exercise at the planning stage, with a lack of follow-through in the implementation of humanitarian assistance.
- **She is a humanitarian:** women's organisations, and individual women, are already playing a key role as frontline responders in disasters and conflicts. They are playing a leading role in affected communities, helping everyone in those communities – women, men, girls and boys – survive, cope with and adapt to the crisis. The contribution of women as humanitarian actors needs to be recognised and supported.

Based on our extensive consultations with women activists at national and global levels, as well as a literature review and discussions with policy-makers, the report identifies four emerging trends in humanitarian response:

- **A shift from women as victims to women as first responders:** this shift in policy and practice was recognised at a global level by the 2016 World Humanitarian Summit, and now needs to be carried through in implementing and delivering on the Summit's core commitments on gender.
- **A shift from tick-box gender accountability to a comprehensive approach:** this means ensuring gender is addressed at all levels, from funding through project planning and delivery to M&E and accountability.
- **Increasing the support and space for women to participate in humanitarian action:** as agencies more seriously address their accountability to affected populations, the specific challenges of accountability to women and girls are getting recognised.
- **Recognising the participation of local women's groups in humanitarian action:** contributions by women-led civil society groups are increasingly recognised at the level of policy rhetoric, but this is not yet translating into funding or joint work on the ground.

The challenges and opportunities are explored in evidence from Jordan and the Philippines, including a case study of Syrian women's activism in Jordan, and accountability for gender in the shelter sector in the Philippines. The report concludes with recommendations for different stakeholders involved in humanitarian action: donors, governments in crisis-affected contexts, the United Nations, INGOs, and local women's groups. Key recommendations are:

- **Bring the World Humanitarian Summit Gender Core Commitments to the field level.**
  Emphasis should be placed on integrating the Summit's gender outcomes into follow-up on the Grand Bargain and the Call to Action on Protection from Gender-based Violence in Emergencies at global and field level, for example by identifying pilot countries. Donors and host governments in crisis-affected countries should likewise identify action plans to translate the global commitments on women's participation into practice in the context of national disaster management strategies, national action plans on women, peace and security, emergency response funding and related frameworks.

- **Identify individual and collective commitments on gender and Leave No One Behind at the leadership level in global clusters, Humanitarian Country Teams, field clusters or sector working groups, and national line ministries.**
  Humanitarian Coordinators should convene consultations with relevant stakeholders, including local women's groups, to identify priorities in implementing UN Humanitarian Response Plans for 2017. Senior leadership at global and country levels is critical to enable technical gender expertise and the experience of women from affected communities to inform decision-making. Progress should be reviewed at mid-year and end-of-year points.

- **Strengthen and align approaches to 'whole of programme cycle' accountability for gender and Leave No One Behind, measuring outcomes, not just processes, in humanitarian funding.**
  Donors, UN agencies and NGOs should work together to integrate good practices, building on the IASC Gender and Age Marker, the Minimum Standards on Gender and Age piloted in the water, sanitation and hygiene sector, and the IASC Gender-based Violence Guidelines. Accountability in crisis response funding should be framed in a comprehensive manner to address gender equality, women's leadership and participation, gender-based violence prevention and response, and sexual and reproductive health and rights – avoiding siloed approaches and maximising links between efforts in different sectors. Crucially, it needs to shift away from the tick-box approach focusing only on processes towards accountability to ensure actual improvements in how people access assistance and protection.

- **Give humanitarian action a women's face – appoint female staff at all levels.**
  All institutions involved in humanitarian action should undertake gender audits of their organisational culture and human resource management and set milestones to increase female staffing and gender sensitivity at all levels. Donors should make this mandatory in multi-year funding for preparedness, resilience and disaster risk reduction.

- **Strengthen partnerships with and increase multi-year and flexible funding to local women's organisations (in line with the wider Grand Bargain commitment to channel 25% of funding to local organisations).**
  Partnerships between local women's groups and humanitarian agencies should be fostered to promote learning in both directions and leverage these partnerships to become drivers of change for women's participation, gender equality and gender-based violence prevention and response in each sector.

The needs of people affected by a crisis, as well as their coping strategies, are shaped by gender. As humanitarians, if we don't try to understand these, then we are not doing our job. While the specific roles played by women and girls are often off the radar for mainstream humanitarian action, they are in fact amongst the first and frontline responders. It's already happening, and the challenge and opportunity for the humanitarian system is to now better support those efforts.

GLOBAL TRENDS

As part of the research for this report, CARE International undertook extensive consultations with women activists at national and global levels, as well as a literature review and discussions with policy-makers, to identify the key drivers and trends affecting the scope for women to participate in humanitarian action. Although complex issues are involved, we have identified four key dimensions playing out in policy and practice:

- Shift from women as victims to women as first responders
- Shift from tick-box gender accountability to a comprehensive approach
- Women and accountability to affected populations
- Local women's groups and the 'Grand Bargain'

Shift from women as victims to women as first responders

Until the 2016 World Humanitarian Summit (WHS), women and girls had been seen by many institutions primarily as victims of disasters or passive beneficiaries of assistance. The Summit resulted in the highest-level recognition to date – at a roundtable involving over 20 heads of state and ministers – that yes, women are often survivors of crisis, but they are also often amongst the first responders. Commitments on gender launched at the Summit were as follows:[1]

- Commitment 1: Empower Women and Girls as change agents and leaders, including by increasing support for local women's groups to participate meaningfully in humanitarian action.
- Commitment 2: Ensure universal access to sexual and reproductive health and reproductive rights as agreed in accordance with the Programme of Action of the International Conference on Population and Development and the Beijing Platform for Action and the Outcome documents of their review conferences for all women and adolescent girls in crisis settings.
- Commitment 3: Implement a coordinated global approach to prevent and respond to gender-based violence in crisis contexts, including through the Call to Action on Protection from Gender-based Violence in Emergencies.
- Commitment 4: Ensure that humanitarian programming is gender responsive.

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[1]   See World Humanitarian Summit core commitments on gender,
https://consultations.worldhumanitariansummit.org/bitcache/a013ad0b3de01c192588653dd4138280fbdcbc69?vid=575816&dispositi
on=inline&op=view

- Commitment 5: Fully comply with humanitarian policies, frameworks and legally binding documents related to gender equality, women's empowerment, and women's rights.

Looking forward, it remains to be seen how these commitments will get implemented. The UN Secretary General has proposed the creation of a global database compiling commitments by different stakeholders, and an annual reporting process at global level. While this may help, CARE emphasises the importance of bringing the process to the country level. If efforts on the WHS commitments remain stuck in bureaucratic processes in New York and Geneva, they will not have the desired impact on the ground.

Efforts on women, peace and security under UN Security Council Resolution 1325 serve as an important inspiration for this. While the women, peace and security agenda has primarily focused on protection and the political track of participation in peace and security, consultations towards the 15th anniversary of UNSCR 1325 in 2015 brought a recognition that women's participation in humanitarian relief, recovery and economic development remains a neglected and priority demand for many women in countries affected by crisis. In the words of the Global Study on UNSCR 1325: "the humanitarian system's collective failure to recognise the ability of local civil society organisations and women and girls to act as partners with valuable knowledge and experience severely limits our effectiveness."[2] Where the participation of women in humanitarian action is weak, they are more at risk of violence and exploitation, and life-saving aid is less effective. Where women can participate, humanitarian action is both more effective, and women gain in the confidence, networks and assets to also participate in peace and security agendas.

Global efforts on both gender-based violence (GBV) prevention and response and sexual and reproductive health and rights in emergencies also now increasingly recognise that women's participation is essential for effective strategies on both. Both the new IASC GBV guidelines and the multi-stakeholder Call to Action on Protection from GBV in Emergencies explicitly acknowledge that efforts to prevent or respond to GBV can only be strengthened if women can play a role in the assistance and protection provided to them. For this reason, the Call to Action Roadmap to 2020 explicitly calls for "institutional policies and standards to strengthen gender equality" and that "those managing and leading humanitarian operations have and apply the knowledge and skills needed to foster gender equality."[3] Likewise, the Every Woman Every Child Everywhere roadmap to 2017 calls for a Unified Accountability Framework that promotes women's participation. Yet between 2011 and 2014, less than 2% of all humanitarian programmes tracked by the UN Office for the Coordination of Humanitarian Affairs (UNOCHA) had the explicit goal of advancing gender equality or taking targeted action for women and girls.[4]

Shift from tick-box gender accountability to a comprehensive approach

Over the coming year (2017), the IASC Gender Marker – renamed the IASC Gender and Age Marker – shifts from being limited to the proposal stage to an attempt to monitor and evaluate implementation across the project cycle. This is hugely important. In the words of one civil society partner in Turkey, "gender marking was a kind of 'tick box' in the proposal form disconnected from our actual work on the ground."

Yet while gender sensitivity at the project level is important, the WHS contributed to wider discussions on the need to go beyond the project level. One issue repeatedly raised by women activists in the WHS consultations was the need to appoint women into humanitarian work at all levels. As one participant at CARE's 2015 workshop with UN Women and the WHS Secretariat[5] put it: "All male local field teams will often reinforce conservative local attitudes on the

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2   UN Women (2015) Preventing conflict, transforming justice, securing the peace: A global study on the implementation of United Nations Security Council Resolution 1325, p88, see http://wps.unwomen.org/en
3   See Call to Action Roadmap 2016-2020, http://reliefweb.int/sites/reliefweb.int/files/resources/Call-to-Action-Roadmap.pdf
4   UN Women (2015) Preventing conflict, transforming justice, securing the peace: A global study on the implementation of United Nations Security Council resolution 1325, p110, see http://wps.unwomen.org/en
5   Report and recommendations from March 11, 2015 UN Women, the World Humanitarian Summit Secretariat and CARE International workshop in the margins of CSW59 on Gender Equality, Women's Empowerment and the World Humanitarian Summit, see https://interagencystandingcommittee.org/iasc-and-world-humanitarian-summit/documents/gender-equality-women-s-empowerment-and-world

role and needs of women, rather than question these." Hivin Kako, one of the few female directors of a national NGO working cross-border into Syria, said:

> Project level mainstreaming of gender can only get so far. We need agencies to be held accountable at the organisational level in terms of their staff's attitudes and behaviours. Take nutrition and maternal health as an example. We had senior staff in coordination processes say the manager of such a programme had to be male as it was unsafe for a woman. Yet it is women that are doing the door-to-door outreach on the ground. If it is safe for them to do this, why can they not also be the manager of the programme?

Beyond the levels of the project or individual organisations, inter-agency coordination and leadership can vary in the seriousness of approaches to accountability for gender. During 2015, in-depth research was undertaken to assess how UN agencies and others translated the 2008 IASC Policy Statement on Gender Equality in Humanitarian Action into policy and practice. The study's conclusion was "ad-hoc" and "inconsistently".[6] One of the key missed, or at least only partially realised, opportunities was the UN Transformative Agenda that aimed at reform of the humanitarian system. Where there was progress, this was largely due to the efforts of the Gender Standby Capacity Project (GenCap) advisors bringing their expertise into the framing of UN humanitarian strategies, leadership and coordination approaches at global and country level. For example, GenCap advisors played a lead role in bringing gender into global guidance on coordinated needs assessments (the Multi-Cluster/Sector Initial Rapid Assessment, or MIRA) including: guidance on sex and age disaggregated data; more deliberate steps to engage women in assessments; and encouraging gender balance in assessment teams.

In Yemen, the GenCap advisor worked with a supportive Humanitarian Coordinator to get the Humanitarian Country Team to make five explicit commitments on gender in 2014/15. Gender was also factored, as Strategic Objective Five with indicators, into the Yemen Humanitarian Response Plan in that year.[7] Benefits included: 83% of 2014 projects rating 2a or 2b in the IASC Gender Marker; 86% of assessments by cluster partners having female assessors, which in turn enabled greater participation of females from the affected communities; and 92 % of clusters collecting sex and age disaggregated data.[8] These were remarkable achievements in a country that routinely features at the bottom of the global gender gap analysis.

Women and accountability to affected populations

In 2011, UNHCR organised dialogues with thousands of refugees, with an emphasis on the needs and priorities of women and girls. The women consulted described overcrowded and unhealthy shelters, inadequate health services and education opportunities, little or no livelihood possibilities, and daily fears for their safety. And yet, in each dialogue, women brought up their desire for active participation in decision-making – something few humanitarians would cite as a primary need of women.[9] In relation to sexual and reproductive health and rights, there are on-going efforts to bring together different kinds of accountability in humanitarian settings, including: participatory monitoring and citizen-driven accountability; legal and human rights accountability; as well as monitoring and accountability factored into financing of programmes. During the WHS consultations, representatives from the Afghan Women's Network proposed that an annual reporting mechanism at the national and global levels be established for women activists in chronic crises to raise concerns and hold agencies accountable for gaps in aid and protection.

The space for women to participate in humanitarian action is shaped by wider efforts to enable participation by, and accountability to, crisis-affected populations. The 'Grand Bargain' adopted at the WHS by donors and major

6   IASC (2015) Review of IASC 2008 policy statement on gender equality in humanitarian action, https://interagencystandingcommittee. org/system/files/2._review_iasc_gender_policy_final_report_narrative_report2_1.pdf
7   See GenCap update 2014, Bridging the gender gap in Yemen – Anabel Carreras Rouma, https://www.humanitarianresponse.info/system/files/documents/files/GenCap%20newsletter%20July.pdf
8   Anabel Carreras Rouma (2015) Gender equality in humanitarian action – GenCap deployment – Yemen 2014, briefing presented at UN Commission on the Status of Women 2015
9   UN Women (2015) Preventing conflict, transforming justice, securing the peace: A global study on the implementation of United Nations Security Council resolution 1325, p85, see http://wps.unwomen.org/en

humanitarian agencies includes one section dedicated to promoting a "participation revolution" to "include people receiving aid in making the decisions which affect their lives" in line with the IASC Five Principles on Accountability to Affected Populations and the Core Humanitarian Standard on Quality and Accountability.[10] Key commitments include:

- Develop common standards and a coordinated approach for community engagement and participation, with the emphasis on inclusion of the most vulnerable, supported by a common platform for sharing and analysing data to strengthen decision-making, transparency, accountability and limit duplication.
- Build systematic links between feedback and corrective action to adjust programming.
- Donors promising flexibility in funding to facilitate programme adaptation in response to community feedback, and resources to fund these activities.
- Operational agencies ensuring that, by the end of 2017, all humanitarian response plans – and strategic monitoring of them – demonstrate analysis and consideration of inputs from affected communities.

During consultations on the indicators for the Core Humanitarian Standard, gender was raised as one potential weakness in the initial draft. Indicators did not include disaggregation by sex or age. As one specialist observed, "Without sex and age disaggregated data, you can think that you are on track, when in fact, you are not able to see that it was a majority of women, a majority of men or only adults who were asked for this feedback." One example was given from Yemen where men were cited as satisfied at having received food ration cards, whereas second and third wives in polygamous households were found to be dissatisfied at having been excluded. Without sex and age disaggregated data, depending on who is asked, the indicator will provide very different results.

Local women's groups and the 'Grand Bargain'

The WHS resulted in a number of commitments to empower national and local institutions in humanitarian action, including local civil society. The Grand Bargain calls for 25% of funding to reach local organisations, and a reduction in burdensome donor bureaucracy which women-led civil society organisations say distracts them from their actual work on the ground, and makes it difficult to access funding. Grand Bargain commitments include:

- Increase and support multi-year investment in the institutional capacities of local and national responders, including preparedness, response and coordination capacities.
- Understand better and work to remove or reduce barriers that prevent organisations and donors from partnering with local and national responders in order to lessen their administrative burden.
- Develop a localisation marker to measure direct and indirect funding to local and national responders.

The Grand Bargain has the potential to address challenges raised by local women activists with whom CARE has partnered. But to do so, deliberate steps must be taken to bring them into the process. The Grand Bargain document refers in general terms to inclusion, but does not explicitly refer to gender or the role of local women's groups. For this reason, states and agencies that endorse the WHS Gender Core Commitments should take deliberate steps to bring these into implementation of the Grand Bargain – for example through the proposal to pilot implementation of the Grand Bargain commitments in specific contexts at field level.

Several challenges present themselves in translating the Grand Bargain into practice for local women's groups. Mainstream humanitarian agencies need to rethink their ways of working if they want to be seen as legitimate and effective by women's groups. This includes everything from addressing practicalities, like translating documents into local languages, through to investing in more sustained and comprehensive partnerships with local organisations on policy and practice, not just seeing them as implementing organisations to be sub-contracted on a project basis. As one Syrian partner of CARE put it:

> We want partnerships which support us as an organisation. We cannot empower women in a six-month project timeframe – it's ridiculous to think this could be the case. Some INGOs and donors prioritise the project over

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10 The Grand Bargain – A shared commitment to better serve people in need, p10, https://consultations2.worldhumanitariansummit.org/bitcache/075d4c18b82e0853e3d393e90af18acf734baf29?vid=581058&disposition=inline&op=view

the partner. They want to deliver on project commitments to report back, and never mind if one of our staff dies in the process.

Another stated:

> Yes we want partnerships with INGOs. But we are tired of the endless, duplicative and ad-hoc training workshops offered in Gaziantep. To truly grow as organisations, we need multi-year flexible funding, and partnerships that involve on-going mentoring – not one-off trainings – and the possibility for staff exchanges. Our staff sitting with yours, yours sitting with ours.

Local women's groups may also face challenges in engaging with humanitarian assistance and protection. Ways of working that are effective before disaster or conflict strikes need to be rethought in times of crisis. Even international NGOs often find UN-led humanitarian coordination processes untransparent, ineffective and difficult to navigate, and local civil society – including local women's groups – often lack any previous experience with these processes. Neither the IASC Gender Reference Group, nor the GBV AoR (Gender-Based Violence Area of Responsibility) in the cluster system, nor the Call to Action on GBV in Emergencies process have been implemented in ways that engage local women's organisations.

Local women-led civil society groups also complain that donors increasingly push them into framing their work as countering violent extremism in order to reflect donor national security priorities. In the words of one Syrian activist: "What we do is already countering violent extremism, we just don't call it that. We are keeping our children in education, organising social activities that keep communities together, and so on. It does not help when some donor governments involved in the conflict frame their funding this way."

Some national women's organisations hold political affiliations or work on governance issues, which can make it risky or impossible for humanitarian NGOs working on a neutral and independent basis to negotiate access to them. Other women's groups work on sensitive protection issues, which require discretion and also pose challenges for partnering with others. Yet none of these challenges are insurmountable, and none excuse the continued obstacles faced by local women's groups seeking to engage in humanitarian action.

JORDAN

Context

The situation of refugees in Jordan is in important ways shaped by gender. Rates of child marriage amongst Syrian refugees increased from 12% in 2011 to 25% in 2013.[11] Research indicates this happened as families have depleted their savings and gone into debt. Early marriage has become a coping strategy for some. Further complications then arise when women subjected to early marriage become pregnant and give birth in Jordanian hospitals, where they are unable to produce formal marriage documents. The gaps in legal documentation for these children in turn impacts on their ability to access health, education and other services.

Many refugee women have become separated from or lost men in their family. Female-headed displaced families face a host of challenges in accessing assistance or a livelihood in Jordan. Latest figures from a 2016 assessment of urban refugees by CARE suggest the percentage of female-headed households has risen significantly.[12] Some women seek employment, mostly in the informal sector, where they are at risk of exploitation and harassment which can happen with impunity due to their precarious legal status in the country. Others are forced to send their children to work, again in the informal sector, or to beg. Agencies working on GBV report that levels of domestic violence appear to have worsened due to the helplessness and frustration among male family members caused by the traumatic experience of war, violence, displacement, unemployment and so on. In consultations for this report, a Jordanian Government Vocational Training Corporation representative described how their outreach to Syrian women refugees revealed an overwhelming anxiety about the future, fearing for their children and weighed down by feelings of frustration and hopelessness.

The Government of Jordan's response to the Syrian crisis is framed by the Jordan Response Plan (JRP), which focuses on health, education, protection, justice, and water and sanitation systems at local and national levels, and addresses both host community and refugee support. The lead ministry is the Ministry of Planning and International

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[11] Unicef, A study on early marriage in Jordan 2014, https://www.unicef.org/jordan/UNICEFJordan_EarlyMarriageStudy2014-E_COPY_.pdf
[12] See CARE (2016), On her own: How women forced to flee from Syria are shouldering increased responsibility as they struggle to survive, p3, http://insights.careinternational.org.uk/media/k2/attachments/CARE_On-Her-Own_refugee-media-report_Sept-2016.pdf

Cooperation, which provides the secretariat for the Jordan Response Platform to the Syria Crisis which facilitates consultations on its priorities through sector task forces.[13] A range of other line ministries, including the Ministry for Social Development, Ministry for Interior (including responsibility for the police), along with international humanitarian agencies, were involved in developing the JRP.

Trends in gender-related policy and practice

DEDICATED GENDER EXPERT CAPACITY IS A GAME-CHANGER, BUT THIS MUST BE BACKED BY GENDER CHAMPIONS AT ALL LEVELS AND BUDGETING FOR GENDER

Deployment of experienced GenCap advisors and recruitment of gender advisors within specific agencies (including CARE) who champion gender equality and women's empowerment (not all do this) has proven decisive in the progress made.[14] Yet for all these initiatives, a key challenge cited was translating the strategy or commitment at HQ level into action on the ground.

At what could be termed the 'mid-level', coordination and piloting of new approaches to gender mainstreaming in the response in Jordan is encouraging. The UN-NGO Sector Gender Focal Point (SGFP) network plays a key role in this through organising trainings and advisory support, for example through the focal points providing support to the Gender Marking efforts of projects across different sector working groups. Focal points come from very different levels of seniority and across different agencies, UN and NGO, which is both a strength – in terms of diversity of perspective – but also a weakness. The SGFP network has also provided a platform to share and apply learning. For example, lessons in addressing women's safety in Zaatari refugee camp informed the subsequent design of Azraq camp. Other examples of initiatives supported by the SGFPs include:

- Joint mission of GenCap and the GBV working group to input to Azraq camp design
- 'Safety audit' of Zaatari camp in 2014 by SGFPs and Protection working-group
- 3-day gender training for 50 staff (including a half-day on Gender Marker) by SGFPs
- Basic 'Gender Wise Session' training for 150 field staff
- In-depth 1-day workshops with Protection and Education sectors

Yet in contrast to the experience in Yemen previously described, support from senior humanitarian coordination and leadership structures has been more ad-hoc in Jordan than formalised into specific commitments, objectives or indicators. There is a plan to develop a Humanitarian Country Team gender workplan. A UN Country Team gender theme team is chaired by Unicef, which is an agency channelling significant levels of funding into Jordan. This has meant that it has been able to leverage influence with other agencies, supported by UN Women's technical expertise. A commitment by the UN Country Team/Humanitarian Country Team to count its gender spending in 2015/16 was cited as especially important. The INGO Forum also has a gender working group. Strengthening the links between these different levels of attention to gender will be important to strengthen the response overall. Several informants also raised concerns about the gap between institutional processes and reporting on paper (eg dashboards that include indicators on gender mainstreaming processes) and actual changes in practices on the ground that improve the access of refugees to assistance and protection.

PILOTING OF GENDER EQUALITY MEASURES ACROSS THE PROGRAMME CYCLE IS HELPING TO PUSH BEYOND THE OLD 'TICK BOX' APPROACH TO GENDER MARKING

Projects by international agencies funded through the UN appeals and projects submitted through the government's Jordan Response Plan are both obliged to articulate to what extent they address gender using the IASC Gender Marker. Efforts were made by the JRP to ensure that all data used and collected in needs assessments, sector responses and performance indicators is disaggregated by sex. Gender focal points have been nominated for each Sector Task Force working on the JRP. The Jordanian National Commission for Women also has a role at various stages on the JRP's

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[13] See http://www.jrpsc.org/
[14] Shelter and WASH sectors have reportedly been slow to make progress (although a GTZ WASH specialist was cited by informants in this research as a useful resource for gender advice)

development and is set to assume an increased role in overseeing the Gender Marking of JRP projects. Data from the Ministry of Planning and International Cooperation suggests that 40% of projects reviewed had intentions to contribute significantly to gender equality and the different needs of women, men, girls and boys.

However, in interviews for this study, government officials and others acknowledged that there is scope to strengthen gender efforts. Although gender is in theory a cross-cutting issue in the JRP design, there is a lack of follow-up on monitoring and evaluation of projects and programmes in terms of gender. Accountability is left to the implementing agencies and donors that fund the programme. So there is an accountability gap, which makes it impossible to say whether the gender dimensions addressed in the design are implemented or not.

One interesting initiative has been piloting of Gender Equality Measures by a sub-group of humanitarian agencies. The Gender Equality Measures push gender marking beyond the proposal stage across the project cycle. Lessons so far are that implementing the Gender Equality Measures requires oversight from senior staff to ensure continuity and follow-up. In addition, previous experience of gender mainstreaming is seen as necessary for staff to understand and implement the tool.

The Gender Equality Measures were a voluntary initiative. NGO informants mentioned that they were rarely, if ever, asked to comply with gender criteria as a condition for donor funding. In the words of one NGO worker: "Gender is not perceived as important for donors and this translates into a lack of prioritisation amongst humanitarian agencies themselves."

INCONSISTENT FOLLOW-UP ON BENEFICIARY FEEDBACK

While agencies have made some progress on basic gender mainstreaming much less has been done on women's voice. An inter-agency evaluation of GBV prevention and response in the Syrian regional crisis, including Jordan, from October 2015 found:

> Consultations are mostly ad-hoc and rarely followed up with a report back to the women and girls' beneficiaries on why their input was or was not incorporated into practice... Female FGD [focus group discussion] participants related that in urban areas, in ITSs [informal tented settlements] and some camps, the channels of communication are sometimes monopolised by a certain group/category among the refugee community, typically community leaders and power-holders who are always men with connections. As women are often excluded from opportunities to serve in community leadership structures, they are marginalised and silenced in discussions and decision-making.[15]

In Azraq camp, for example, CARE is responsible for facilitating consultation mechanisms with camp residents. A regular issue raised by women living in the camp is that the doors on their huts are broken, which raises concerns about their safety, especially at night. While CARE can quickly pass on such complaints to the agencies responsible for maintenance, at the time of our research it frequently took between 12 weeks to six months for door locks to get fixed.

NEED TO GO DEEPER ON SEX DISAGGREGATED DATA AND GENDER ANALYSIS

Data collection related to gender is generally limited to basic quantitative statistics. For example, the data currently fails to tell us about why women or men might be accessing services, such as sexual and reproductive healthcare, or not. A related point is that gender has generally become limited to issues relating to women and girls. Gendered impacts of the crisis also impact men and boys, for example in terms of alarming rates of young boys out of school and seeking employment in the informal sector. Policy, analysis and programming could do more to address these dynamics.

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15   UNFPA, UNHCR, International Rescue Committee, Unicef, International Medical Corps (2015) Evaluation of implementation of 2005 IASC Guidelines for Gender-based Violence Interventions in Humanitarian Settings in the Syria Crisis Response, see http://reliefweb.int/report/syrian-arab-republic/evaluation-implementation-2005-iasc-guidelines-gender-based-violence

NATIONAL POLICY CONSTRAINTS ON REFUGEE WOMEN'S VOICE AND PARTICIPATION

Another key national policy constraint on refugee women's participation is the restrictions on refugees registering civil society associations. Several informants referred to how refugees fear that if they were to raise their voices or any critical perspectives on their predicament, or the protection and assistance provided to them, then they risk being jailed or deported. In the words of one aid worker we spoke to:

> It is hard to make participation meaningful when the government tells us to just do service delivery as refugees will not be here long-term, even though we all know this is not true. Syrian refugees have had thousands of stress management workshops. At some point, we need to let the refugees earn a livelihood or undertake other activities that bring a sense of dignity. Otherwise tensions and instability can only get worse.

Wider tensions within the host community regarding refugees further constrains the space for them to raise their voices.

GENDER CAPACITY ACROSS GOVERNMENT INSTITUTIONS

As mentioned, within the government, the Jordanian National Commission for Women has a role in reviewing projects proposed for the JRP and working across line ministries to promote gender equality objectives. The Commission and other women's rights organisations in Jordan advocate for gender budgeting to be applied across line ministries in the context of wider Jordanian government policies and strategies, but this is yet to happen.

Progress on the women, peace and security agenda and a draft National Action Plan on UNSCR 1325 may also support efforts on women's participation and gender in the refugee response.[16] Government agencies responsible for security welcomed training on gender-sensitive security sector reform alongside wider support from NATO. One representative from the Jordanian Customs Department (and the department's recently formed women's committee) highlighted the importance of women's integration within the security sector, stating that, aside from any rights perspective, women's participation can assist with more effective approaches to anti-smuggling, drug combating and protecting national security.

WIDER GENDER NORMS AND CONSERVATIVE POLITICS CREATE RESISTANCE

Interviewees in our research emphasised repeatedly that wider social and cultural norms that are resistant to women's rights obstruct efforts in the humanitarian response. Tribal power structures and patriarchal norms are more important than religion as such. For example, efforts to launch the Jordanian National Action Plan on Women, Peace and Security previously faced delays in large part due to misunderstandings and resistance from one official who associated UNSCR 1325 with the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW), which has become a symbol of everything that should be opposed for conservative Islamist factions. Assumptions that a National Action Plan might imply endorsement of CEDAW were not founded on anything actually contained in the draft Jordanian National Action Plan.

REFUGEES FEAR THE REPERCUSSIONS OF REPORTING SEXUAL EXPLOITATION AND ABUSE, AND FIELD STAFF LACK KNOWLEDGE OF THE PREVENTION OF SEXUAL EXPLOITATION AND ABUSE

The prevention of sexual exploitation and abuse (PSEA) of project beneficiaries must be the most basic principle in accountability for gender in humanitarian work. Perhaps the most serious challenge to effective PSEA is the fear, for the survivor, of stigma and potential repercussions in the family or community, as well as of other negative consequences with authorities, including deportation. In the words of one Jordanian aid worker: "They always feel that they might be sent back to their country if a complaint is filed against them for any reason."

At the time of our research, there had been three recent incidents of refugee women's economic and sexual exploitation by organisations that offer services for refugees in the Bani Kinanah area in northern Jordan. In addition, incidents of

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16   The Jordanian National Commission for Women and UN Women (2016) A national dialogue on UNSCR 1325 – Women, peace and security in Jordan: A resolution in action (Synthesis Report), see http://jordan.unwomen.org/en/digital-library/publications/8/a-national-dialogue-on-unscr-1325-women-peace-and-security-in-jordan-a-resolution-in-action#sthash.WzvmDjnC.dpuf

prostitution were reported in northern and central Jordan, where vulnerable refugees had reportedly been exploited and often forced to work illegally. Transactional sex, with some landlords telling women who cannot pay their bills 'there are other ways they can pay', is also a concern. Interviewees for this research generally lacked any knowledge about where to report such incidents and how these would be followed up. In the words of one Jordanian aid worker: "There is no one to complain to, and even if there were, no one listens to refugees and their complaints." In fact, there are clear Standard Operating Procedures and a sub-working group of the Protection Cluster focused on PSEA, as well as dedicated staff at UNHCR Jordan to follow up on such reports. Yet inadequate training and awareness of wider staff on how to deal with such incidents, in particular dissemination to the local level, clearly remains a challenge.

Case study: Syrian women's activism in Jordan

A range of dynamics shape how Syrian women organise themselves and exercise 'voice', or not, in Jordan. Informants contrasted differences between women from the northern and urban areas of Syria, characterised as often more educated, liberal and confident in voicing their views, and women from the south and rural areas, perceived as often having a lower level of education and being more conservative. Informants highlighted how Syrian refugees have higher expectations and more often come from middle-class backgrounds, in contrast to the experience of humanitarian agencies in other contexts. Female refugee volunteers we met at the CARE urban centre in Amman spoke eloquently about their safety and dignity concerns, for example their livelihood aspirations.

Constraints on Syrian women organising themselves in Jordan are real. People referred to the limits on them registering NGOs. Stories of refugees being forcibly moved to Azraq or returned to Syria also haunt them and impact on their willingness to speak freely. Increased hostility in Jordan towards refugees, especially since the execution by IS of a Jordanian pilot in 2014 and the terrorist attack on Jordanian soldiers on 21 June 2016, was cited. The restrictions placed on women and girls' freedom of movement by male family members were also mentioned.

Yet constraints should not be over-stated. Refugee women are organising themselves. There are many educated, confident and articulate Syrian women activists in Jordan from a mix of professional and political backgrounds. Other women become well-known and 'go to' figures in the refugee community without being known for political or women's rights activism. Two informants referred to a Syrian woman in Irbid not currently involved in any NGO processes, but a respected activist and 'go to' figure trusted by other female refugees. Others referred to an Iraqi woman in Zarqa who participates regularly in community-based organisation focus group discussions and is well-versed in the humanitarian system after 10 years in Jordan. These capacities are largely off-the-radar for agencies, who generally treat refugees as passive beneficiaries of assistance. Competition amongst NGOs also gets in the way of more joined-up approaches to engaging with such women.

Some issues are easier to mobilise around than others. For example, war-related injuries have a certain level of honour, which facilitates community support and networking. This was contrasted with the stigma surrounding GBV and GBV survivors. Likewise, convening meetings on certain topics is seen as legitimate and within the parameters of Jordanian government policy, whereas the interest of some Syrian women's networks to engage on agendas associated with specific political factions becomes problematic. As of October 2015, our research identified at least seven different informal networks led by Syrian refugee women in Jordan, ranging from a network of activists concerned about both women's rights and refugee rights which had developed a set of policy recommendations on education, freedom of movement, livelihoods and countering xenophobia that they were planning to present to parliamentarians; to the Syrian Women's League, which is a long-standing network of Syrian women affiliated with political factions and focused on mobilising the widows of martyrs and detainees; and the Syrian "da'wa" movement through which women take on roles in convening meetings with other women to discuss faith and other matters.

THE PHILIPPINES

Context

In November 2013, the powerful Typhoon Haiyan (locally known as Yolanda) struck the central Philippines, resulting in widespread flooding and landslides that affected 16 million people, including 6,300 killed. With 4.1 million people displaced and over 1.1 million homes severely damaged or destroyed, the impact on livelihoods and shelter cannot be underestimated. The following months saw major efforts by the government of the Philippines and international partners to respond to the emergency.

Haiyan significantly increased the risk of gender-based violence, particularly in areas that were already experiencing high levels of physical and sexual violence pre-typhoon. Samar and Leyte, for example, were already known hot spots for sex trafficking prior to Haiyan and were some of the worst hit areas, raising the concern of government institutions and NGOs for the safety of women and girls. Rates of violence by intimate partners also saw an increase above the national average, with 11.3% of all women having been physically abused since the typhoon.[17] The humanitarian response by national and international actors further increased the vulnerability to GBV by failing to account for safety and protection needs. In particular, evacuation centres were poorly designed and so increased risk. They were overcrowded, lacked access to water, sanitation and hygiene (WASH) facilities and with only 18.2% of sites having well-lit paths to WASH facilities, the already heightened risk of GBV was significantly increased for women and children.[18]

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[17]   Igarapé Institute (2013) Assessing needs after the Super Typhoon: Results from a random household survey in Samar, Leyte, Cebu, Iloilo, Capiz, Aklan, and Palawan, https://www.humanitarianresponse.info/sites/www.humanitarianresponse.info/files/assessments/Post-Typhoon%20Prelim%20Survey%20(Igarape%20December%202013).pdf

[18]   Data on protection mitigation measures in place at sites for internally displaced people between 2 December 2013 to 28 April 2014, drawn from presentation by the Camp Coordination and Camp Management Cluster's Displacement Tracking Matrix

Trends in gender-related policy and practice

MULTI-CLUSTER/SECTOR INITIAL RAPID ASSESSMENT (MIRA) FAILED TO COLLECT SEX AND AGE DISAGGREGATED DATA

During the earliest phase of response, the MIRA failed to collect sex and age disaggregated data. As a consequence, the Typhoon Haiyan Strategic Response Plan failed to adequately address gender needs.

GENDER MARKER – NEED TO GO BEYOND PROPOSAL STAGE TO A 'WHOLE OF PROGRAMME CYCLE' APPROACH

How successfully the IASC Gender Marker was used in the Haiyan response does however remain debated. UNOCHA for example argues that application of the Gender Marker helped to table gender concerns and resulted in over half of all projects marked as intending to contribute towards gender equality, and that "on the whole it seems many agency assessments and program designs used gender-analysis".[19] As the Gender Marker was only used at proposal stage in the Haiyan response and recovery, it was not an M&E tool to track whether gender commitments made in the design phase translated into action and results. In the words of one interviewee: "It proved useful for increased awareness of gender integration, but less effective as an accountability mechanism."

Whilst CARE's own evaluation of its shelter programme did specifically look at how effective gender mainstreaming had been after Haiyan, overall, evaluations of the humanitarian response remain narrowly focused on violence against women and girls, rather than wider gender issues. With a lack of available information on hand, it has been difficult to analyse whether international actors have been held accountable for the overall impact of the humanitarian response on women, men, girls, and boys, or whether guidelines for gender integration, such as IASC gender guidelines, were fully applied.

Within the government, the Philippine Commission on Women, together with donor organisations, developed Harmonised Gender and Development Guidelines to assist government agencies and local government units in integrating gender across foreign aid-funded development programmes. It was only in 2012 that the tool got promoted by the Philippine Commission on Women to assess gender-responsiveness across all regular government development programmes and projects, including recovery. Hence, not all government agencies, especially regional offices, are aware of this tool or its expanded purpose and objectives. Some interviewees criticised tools like the Harmonised Gender and Development Guidelines, which contain practical sector-specific checklists, for an over-emphasis on process versus outcome or impact. Others highlighted that getting the processes in place is a critical first step, and that the time-frame for emergency response projects is in any case too short to demonstrate results on gender-transformative objectives.

INNOVATION IN INTER-AGENCY ACCOUNTABILITY TO AFFECTED POPULATIONS APPROACH, BUT GAP ON GBV AND PSEA AND WEAK ENGAGEMENT OF LOCAL GOVERNMENT AND LOCAL CIVIL SOCIETY ORGANISATIONS

UNOCHA supported a deployment of a team of Accountability to Affected Populations and Communicating with Communities specialists to assess what typhoon-affected girls, boys, women, men, and the elderly had to say about the response. Feedback on initial reports led to some agencies making adjustments based on the information provided. For example, the United Nations Population Fund (UNFPA) added radios to their non-food-item kits for women, and HelpAge International addressed the lack of underwear for elderly women and men. The collaborative nature of this team – supporting and linking up gender, GBV, protection, Communicating with Communities and other cross-cutting issues – was seen as delivering on the much-vaunted aspiration of aid agencies to be more 'joined-up'. The Pamati Kita project[20] built on this approach and has been a promising example of international agencies working together to

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19 UNOCHA (2014) IASC inter-agency humanitarian evaluation of the Typhoon Haiyan response, https://docs.unocha.org/sites/dms/Documents/Report%20-%20Inter-Agency%20Humanitarian%20Evaluation%20of%20the%20Response%20to%20Typhoon%20Haiyan%20in%20the%20Philippines%20(1).pdf

20 The Pamati Kita project is implemented jointly by Plan International, World Vision International and the International Organisation of Migration. The project aims to increase accountability of the humanitarian community to populations affected by Haiyan, and thus to increase the quality and impact of response.

provide information, collectively responding to feedback and advocating for policy changes to address local people's priorities.

One key challenge in the Accountability to Affected Populations efforts however was that they have not addressed PSEA concerns, and wider efforts on this were also deemed inadequate. Pamati Kita, for example, did not receive any complaints relating to women and girls' protection or PSEA through their systems. However, they mentioned that the protection programmes of INGOs involved did encounter such disclosures on a regular basis. When disclosed, women and girls' protection-related concerns were more generally made on a personal level through trusted community mobilisers. Efforts to raise awareness about PSEA codes of conduct remained largely internal to humanitarian agencies. INGOs noted that for the most part, they were not using explicit strategies to ensure that communities are aware of the PSEA code or options for reporting breaches through the community feedback mechanism. In addition, the host government and local organisations were not very engaged in Accountability to Affected Populations efforts.

LIVELIHOODS PROGRAMMES ENHANCED GENDER-TRANSFORMATIVE IMPACTS OF THE CRISIS, FOR GOOD AND BAD

Women in the Philippines have traditionally taken care-giving roles within the household (childcare, cooking, cleaning) whilst men have most commonly taken the role of breadwinner. Haiyan served to shift these gender roles as women sought new economic opportunities alongside their traditional care-giving role. Through INGO household cash transfer programmes, women confirmed that they had been implementing new livelihood coping strategies, diversifying into areas such as wholesale and retail trading to provide for their families. For example, in San Dionisio, Iloilo, CARE has supported the all-female Pase Rural Improvement Club as part of a wider programme supporting 280 community-based organisations to establish and run enterprises that support post-Haiyan recovery and resilience, women's economic empowerment and climate change adaptation.

Whilst Haiyan served to transform gender roles around livelihoods for women, the negative impact for men must also be acknowledged. The loss of livelihoods and inability of men to provide for their family left them exposed to psychosocial effects and feelings of inadequacy.

PROGRESSIVE NATIONAL POLICY AND LEGISLATIVE FRAMEWORK ON GENDER EQUALITY

In contrast to other contexts in which CARE works, the national government of the Philippines has shown a strong commitment to UN conventions on gender equality and women's empowerment. In 2009, it passed the Magna Carta on Women which aims to eliminate discrimination against women and includes provisions relevant to humanitarian response. The Magna Carta on Women outlines the state's role in addressing "the particular needs of women from a gender perspective to ensure their full protection from sexual exploitation and other sexual and gender-based violence". The Magna Carta on Women also outlines the provisions for the government to provide women with post-disaster assistance, including "psychosocial support, livelihood support, education, psychological health and comprehensive health services, including protection during pregnancy". Under the Magna Carta on Women, all government offices, including Local Government Units, are mandated to adopt gender mainstreaming as a strategy for meeting their legal obligations to women affected by disasters.

Legal codes also exist which create avenues for women to not only be passive recipients of aid post-disaster, but to become active participants in the humanitarian response and reconstruction. Local Government Code (RA 7160) and the Women in National Building Act (RA 7192) create a legal mandate for the inclusion of women in development. The Philippine Commission on Women is an oversight agency designed to ensure the government works for the promotion, protection and fulfilment of women's rights, and is mandated to promote implementation and monitoring of relevant government policies. The National Economic and Development Authority developed the Reconstruction Assistance on Haiyan: Implementation for Results framework to monitor the Haiyan recovery which identified gender as a cross-cutting theme for reconstruction.

GOVERNMENT BUDGET ALLOCATIONS FOR GENDER HAVE CATALYTIC POTENTIAL, BUT MIXED RESULTS

The Gender and Development (GAD) Budget Policy mandates that 5% of government department budgets be allocated towards gender and development initiatives. Implementing GAD in a humanitarian crisis response has proved particularly challenging and evidence has shown mixed success following Haiyan. A lack of knowledge, skills and commitment were all cited as factors contributing to low levels of compliance with GAD's mandatory 5%. However, interviewees did point to budgetary compliance – and the requirement to spend the GAD budget – helping to catalyse attention to gender issues, which otherwise might not have happened. In the words of one official: "When the Commission of Audit started focusing on it [the GAD budget], we knew that we need to get serious about it and started paying attention to gender."

LACK OF GENDER EXPERTISE AT ALL LEVELS

At all levels of response, both national and international, a lack of skills and knowledge on gender analysis, planning and budgeting affected the ability of organisations to fully implement gender mainstreaming. The Philippine Commission on Women's 2013-2015 GAD Budget Report to the National Economic and Development Authority revealed that many agencies lack the expertise for a gender-equitable humanitarian response. Similarly, at the international level multiple INGOs reported a lack of experienced sector-specific gender experts and adequate resources to support commitments made by the humanitarian community.

LACK OF CLARITY OVER THE MEANING OF 'GENDER' OR 'ACCOUNTABILITY FOR GENDER'

Our research showed that in the Philippines, there is no widely understood operational definition for what humanitarian actors mean by gender or accountability for gender. Without such clarity, it is hard to assess failure or success.

Our research identified four main interpretations of accountability for gender amongst informants. The first can be described as 'inclusion by numbers' or taking an 'equal access' approach. In the words of one national institution involved in training local government on disaster risk reduction: "Many city officials say 'we consulted women' and that suffices for women's inclusion. Yet we then found that they tended to consult only a very narrow range of elder, influential women in the community." Many believed that providing equal access to aid is their ultimate objective.

The second interpretation related to protecting women and girls from GBV. This was prevalent for many actors as they see a life-threatening protection issue as closely correlated with the life-saving nature of humanitarian response. A third perception, among actors involved in wider accountability mechanisms, related to ensuring women participate in decision-making processes. Finally, a minority of respondents viewed structural socio-economic gender inequalities and gaps as relevant to humanitarian response and believed accountability for gender involved a responsibility to help reduce such gaps.

Case study: Accountability for gender in the shelter sector

Supporting nearly 17,000 households, CARE's shelter recovery programme stands out in terms of not only having reached women, but also having supported women to be the main participants with a strong voice in guiding the programme, and empowered them in decisions about their homes in what would traditionally be the domain of men.

The process began with community consultations, in which three-quarters of participants were women, and the creation of a selection committee responsible for informing and developing gender-sensitive criteria for selecting beneficiaries. The committee, with a membership of 60% women, selected the households to receive shelter repair kits. Female-headed households, households with pregnant and lactating women or many children, and the most vulnerable (elderly and disabled people) were prioritised.

As part of its gender action plan, throughout the process CARE ensured its and its partners' teams were gender-balanced and included a female engineer, female M&E officer and a gender specialist. CARE's analysis

considered gender roles and confirmed that, although home building and repair is traditionally a male role, women were also actively involved, providing inputs and support. Although CARE struggled to find female carpenters, it ensured that female community members (mobilisers) worked closely with male carpenters to ensure that women from beneficiary households were engaged in repair and reconstruction decision-making and also to prioritise assistance to women and vulnerable groups. Local women reported feeling especially empowered by the information they were given on how to make their homes safer in the future, which they used to direct repairmen and carpenters. One woman commented: "I am happy because I was able to orient the carpenters on how to do the 'build back safer' tips for my house. I felt like an engineer."

Furthermore, by developing gender-specific information, education and communication materials; including a gender dashboard as part of the M&E system; and establishing a feedback and complaints mechanism and a protection action plan as part of its overall response, CARE strengthened its accountability for ensuring that its and its partners' work was gender and protection responsive.

CONCLUSIONS AND DETAILED RECOMMENDATIONS

Commitments made on gender at the WHS represent the most exciting shift in years in how the roles of women and girls in emergencies are understood. Women are amongst the first responders and are helping their communities to cope with and recover from the impacts of crises. This was corroborated by our research in Jordan and the Philippines, which points to exciting ways in which women are participating in the humanitarian response and strengthening it. There are promising opportunities to leverage the roles played by women-led civil society organisations, and to integrate gender in a serious fashion not just at project level, but across the culture and staffing of institutions involved in emergency responses.

Yet our findings also highlight gaps and challenges in realising that potential. Gender efforts by aid agencies focus more on process than outcomes. The focus of the 'first generation' IASC Gender Marker on the proposal stage without any follow-up during implementation is just one example of this. Donors have mainly funded small-scale, siloed gender initiatives, whilst the wider response has struggled with even basic gender sensitivity. Evaluations of efforts to address GBV highlight this gap, between the specialised GBV response projects and a wider failure to implement even a minimum level of GBV risk mitigation. The inadequate attention to PSEA is of serious concern.

Looking forward, we make the following recommendations to different stakeholders involved in humanitarian action:

Donors
- Each donor should identify priority countries in which it will help champion the implementation of the WHS Gender Core Commitments, linked to efforts on 'localisation' and 'the participation revolution' under the Grand Bargain. Senior level officials should be engaged to convene discussions at New York, Geneva, national and field level on country-specific priority actions to implement this agenda.
- Appoint female staff at all levels and encourage implementing partners to do so. For implementing partners provided with multi-year funding, undertake gender audits of their organisational culture and human resource management from a gender perspective and set milestones for strengthening their level of female staffing and gender sensitivity at all levels.

- Establish robust and systematic accountability in humanitarian funding across the programme cycle for gender; with gender understood in a comprehensive manner to promote improved outcomes – not just new processes – that address gender equality, women's leadership and participation, gender-based violence prevention and response, and sexual and reproductive health and rights.
- Provide multi-year, flexible and strategic funding for partnerships between local women's groups and humanitarian agencies. In doing so, prioritise support to agencies that can become 'drivers of change' in each sector; encouraging an INGO with proven capacity on gender sensitivity in the sector and partnering with local women's organisations to bring their expertise into global cluster efforts to define practical guidance on empowering women and addressing GBV within each sector.
- Strengthen the relief and recovery pillar of National Action Plans on Women, Peace and Security and the attention to gender sensitivity and women's participation in policies, strategies and funding relating to emergency preparedness, resilience and disaster risk reduction.
- As donors shift beyond traditional aid approaches to scale-up the use of trade and private sector investment aimed at building resilience in protracted crises, they should identify specific actions to ensure that women benefit and that gender-related barriers to initiatives like refugee employment schemes are addressed.

Governments in crisis-affected contexts

- Undertake gender audits of government agencies responsible for disaster risk reduction and disaster risk management, as well as other line ministries involved in the response to disasters (eg ministries of interior, health and social development). Gender audits should include an assessment of cross-cutting priorities (eg levels of female staffing and capacity to undertake sex and age disaggregated data and have this inform their response to emergencies) as well as sector-specific priorities to be prioritised on a sectoral basis (eg GBV prevention capacity in the police). Milestones should be agreed with senior level buy-in.
- Appoint increased numbers of female staff at all levels. In addition to appointing Gender Advisors with technical expertise, senior staff should be identified across relevant line ministries as gender champions to help avoid siloing gender within Ministries of Women's Affairs or leaving the agenda to junior staff alone.
- Clarify the legal environment for local women's civil society organisations and groups led by refugees themselves. Civil society organisations will allow for crisis-affected communities to more effectively identify their priorities and engage with decision-making on the crisis response, including by government.
- Allocate adequate budget to enable implementation of findings from the gender audits, for example establishing systems to gather sex and age disaggregated data and translate this into decision-making across relevant line ministries. While establishing accountability for implementing processes to factor in gender can be a helpful first step, improved outcomes for women and girls should also be measured.
- Strengthen the relief and recovery pillar of National Action Plans on Women, Peace and Security and the attention to gender sensitivity and women's participation in policies, strategies and funding relating to emergency preparedness, resilience and disaster risk reduction.

United Nations

- All UN Humanitarian Coordinators should prioritise implementation of the WHS Gender Core Commitments and the Grand Bargain in the planning of Country Humanitarian Response Plans, including a strategic objective on gender and Leave No One Behind with specific indicators.
- Each Humanitarian Country Team should make gender and Leave No One Behind a regular agenda item in meetings, with local women-led civil society organisations invited in to discuss priorities and plan ways forward. In addition, Humanitarian Country Team members should identify specific commitments reflecting their sectoral competence to take forward the overall approach to gender and Leave No One Behind; and to help provide senior engagement to support efforts of the GENCAP Advisor and Sector Gender Focal Point Network.
- Each global cluster should develop minimum commitments on gender and Leave No One Behind, building on the model developed in the WASH cluster, to provide guidance for both the terms of reference of cluster/sector leads and technical guidance for operational agencies; building on the revised IASC Gender Handbook and the IASC GBV Guidelines. Crucially, accountability should shift from a focus on processes to focusing on outcomes, by

monitoring whether people are better able to access assistance, protection and opportunities to build their own resilience.

- Humanitarian leadership and coordination (including global) must ensure assessment tools and guidance, particularly the Multi-Cluster/Sector Initial Rapid Assessment (MIRA), the Displacement Tracking Matrix (DTM) and other tools, include sex and age disaggregated data as mandatory.
- Revision of the IASC gender policy should define links to UNSCR 1325 and vice versa, including clear roles and responsibilities across the different UN mission functions, ensuring relevant synergies as well as respecting the distinctness between them (eg neutrality of humanitarian mission vs political and security mandates of other units).
- Siloed approaches to leadership, coordination and accountability – for gender equality through the IASC Gender Reference Group; GBV through the GBV AoR; and sexual and reproductive health and rights through the Every Woman Every Child Everywhere agenda – should be overcome, and more serious steps taken to enable meaningful engagement with local women's groups.

INGOs

- Appoint female staff at all levels and encourage partners to do so.
- Undertake gender audits of organisational culture and human resource management from a gender perspective and set milestones for strengthening the gender balance in staffing and gender sensitivity at all levels.
- Establish robust and systematic accountability across the programme cycle for gender; with gender understood in a comprehensive manner to promote improved outcomes – not just new processes – that address gender equality, women's leadership and participation, gender-based violence prevention and response, and sexual and reproductive health and rights.
- Provide multi-year, flexible and strategic funding to local women's groups. Prioritise partnerships that can become 'drivers of change' in the agency's priority sectors through supporting partner civil society organisations to bring their expertise into global cluster efforts to define practical guidance on empowering women and addressing GBV within each sector.

Local women's groups

- Use the entry-points offered by the World Humanitarian Summit, the Call to Action on Protection from GBV in Emergencies and the Every Woman Every Child Everywhere sexual and reproductive health and rights in emergencies agenda to open up space for participation in humanitarian policy and practice.
- Prioritise partnerships with INGOs that can become 'drivers of change' in priority sectors by bringing your group's expertise into global cluster efforts to define practical guidance on empowering women and addressing GBV in each sector, and on cross-cutting issues like Accountability to Affected Populations and Prevention of Sexual Exploitation and Abuse.
- Leverage large national, provincial and district disaster risk reduction and resilience programmes of government, UN agencies and INGOs and their direct delivery on the ground to integrate gender analysis and expertise on participation by women at the grassroots level.
- Avoid NGO-isation and challenge mainstream humanitarian institutions to adapt their ways of working and partnering to enable your mission and approach. Aim to foster organisational sustainability by growing your constituency and active membership to avoid individual organisations becoming the preserve of prominent individuals.
- Celebrate the diversity and foster collaboration across different kinds of women-led civil society groups and networks whilst identifying shared platforms and objectives where possible.