

Review of OCHA's Gender Equality Policy

Final Report

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Acronyms

CAP	Consolidated Appeals Process
CIDA	Canadian International Development Agency
CEB	Chief Executives Board
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CERF	Central Emergency Relief Fund
DAW	Division for the Advancement of Women
ECOSOC	Economic and Social Council
EGCG	External Gender Consultative Group
ECHA	Executive Committee on Humanitarian Affairs
ERC	Emergency Relief Coordinator
GA	General Assembly
GAD	Gender and Development
GAP	Gender Action Plans
GAT	Gender Advisory Team
GEP	Gender Equality Policy
GTG	Gender Theme Group
HC	Humanitarian Coordinator
IASC	UN Inter-Agency Standing Committee
IFAD	International Fund for Agricultural Development
IANGWE	Inter-Agency Network on Women and Gender Equality
ILO	International Labour Organization
MDG	Millennium Development Goal
OCHA	Office for the Coordination of Humanitarian Affairs
OECD-DAC	Organization for Economic Co-Operation and Development-Development Assistance Committee
OHCHR	Office of the High Commissioner for Human Rights
OSAGI	Office of the Special Adviser to the Secretary-General on Gender Issues and Advancement of Women
RC	Resident Coordinator
RBM	Results Based Management
SCR	Security Council Resolution
SG	Secretary General
SMT	Senior Management Team
USG/ERC	Under-Secretary-General and Emergency Relief Coordinator
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women
WGGPP	Working Group on Gender in Projects and Programmes
WHO	World Health Organisation

Executive Summary

The creation of OCHA's Gender Equality Policy in 2005 and of a dedicated Senior Gender Specialist position in 2006 have been important steps towards gender mainstreaming in OCHA. Moreover, the role of interagency tools such as the IASC Gender E- Learning, Gender Markers, the GenCap programme and leadership in advocacy is proving invaluable to reach established gender objectives. GenCaps have been an important asset to support and provide technical guidance, and when placed with OCHA they have strengthened OCHA's ability to provide effective coordination on gender.

However, knowledge of the Gender Equality Policy in OCHA is highly limited. Further, a majority of OCHA staff is of the view that gender is not a priority for OCHA's Senior Management and administration, and in consequence, they do not provide the leadership nor the necessary resources to fully implement the Gender Equality Policy. At the field level, gender mainstreaming is often left as a second priority, due to already overstretched staff, and the lack of skills and knowledge on how to effectively mainstream gender within humanitarian coordination.

To further implement the GEP, the review recommends the provision of additional resources. While this is a challenge in a time of budget and financial constraints, other recommendations put forth focus on strengthening gender mainstreaming within OCHA through strengthening of existing systems, while limiting the amount of supplementary human and financial resources. Recommendation 2, for example, suggests areas to consider in the forthcoming revision of the Gender Equality Policy. Four other recommendations are related to the provision of training on gender, while another three make reference to the integration of gender into OCHA's strategic plans and processes, including senior performance measurement and staff performance indicators. Finally, another recommendation suggests ensuring that gender is regularly incorporated into the SMT agenda.

I. Introduction

OCHA's mission is to mobilize and coordinate effective and principled humanitarian action in partnership with national and international actors in order to alleviate human suffering, advocate for the rights of all people in need, promote preparedness and prevention, and facilitate sustainable solutions. As part of this mission, OCHA is committed to furthering gender equality, recognizing that gender inequity undermines the ability of women and girls to exercise their rights and play active roles in emergency response, rehabilitation and development.

In support of this goal, OCHA developed and implemented a Gender Equality Policy (GEP) in 2005. In order to assess the overall performance of OCHA's GEP to date, to take stock of what OCHA has done to install gender mainstreaming policies, reflect upon its relevance, and inform forthcoming revisions to the Policy, OCHA undertook a review of the GEP.

II. Background

The enormous contributions of the women's movement over the last half-century in raising awareness on women's issues have challenged national governments and international development agencies to respond. The Fourth World Conference for Women, Beijing, 1995, called upon the United Nations to implement the Platform for Action through the work of all bodies and organizations of the United Nations system. Development agencies agreed to adopt "gender mainstreaming" as a new strategy for ensuring the incorporation of gender perspectives in all areas and sectors, at all levels, to promote gender equality.

The strategy would go beyond focusing on women in isolation and instead look at both women and men as actors in and beneficiaries of development, as well as how their rights are defined relative to one another. And, throughout the 1990's, the international community made strong commitments to gender equality and the empowerment of women based on the common understanding that development which is not engendered, endangers. In 1997, ECOSOC developed a definition of gender mainstreaming which continues to be widely utilized and informs many gender mainstreaming and gender equality policies today:

A strategy for making women's as well as men's concerns and experiences an integral dimension for the design, implementation, monitoring and evaluation of the policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated.

Gender has, arguably, received less attention in the humanitarian than in the development sector; progress to date, however, should not be ignored. In 1998, the Agreed Conclusions of the Economic and Social Council (ECOSOC) Humanitarian Segment requested the Emergency Relief Coordinator (ERC) “ensure the integration of a gender perspective into all aspects of humanitarian policy.” A few years later, the same body recognized the positive role women might play in post-conflict peace-building and reconciliation, stressed the need to integrate a gender perspective in the planning and implementation of all activities.

Subsequently, the Inter Agency Standing Committee (IASC) adopted a Policy Statement on the integration of gender into humanitarian assistance in which the IASC commits itself to ensuring its member organizations take a number of actions concerning gender, highlighting the formulation of specific strategies for mainstreaming gender issues. In its Policy Statement, the IASC highlights the importance of articulating and considering the differential impacts on women and men in all policies and programmes at every stage of the programme cycle, from planning to implementation and evaluation.

OCHA’s first action plan for implementation of its OCHA Gender Equality Policy was launched by the Emergency Relief Coordinator in 2005. OCHA’s GEP emphasizes the importance of promoting the goal of gender equality, and that it is a responsibility shared among its entire staff: the Senior Management Team for its implementation, leadership and resource mobilization, and; managers for encouraging and rewarding innovation, as well as advocacy on the importance of gender equality. The GEP serves as an umbrella encompassing gender mainstreaming, empowerment of women and girls, implementing and advocating on behalf of the human-rights based approach, prevention and response to gender-based violence, protection for sexual exploitation and abuse by humanitarian personnel, and gender balance.

Given its mandate for humanitarian coordination, information management and advocacy, OCHA is committed to the following responsibilities aimed at the promotion of gender equality:

- OCHA will work to ensure that humanitarian assistance recognizes and responds to the protection and assistance needs of women and girls, as well as men and women. Through its coordination role, it will identify gaps relating to gender issues and call upon the humanitarian community to develop strategies to fill these gaps.

- OCHA will strengthen gender analysis in humanitarian assistance and support the humanitarian community's analysis of gender dimensions thus contributing to an improved understanding of emergencies, recovery and rehabilitation.
- OCHA will play a leadership role in ensuring that all policy initiatives strive towards the goal of gender equality and incorporate a gender perspective.
- OCHA representatives will speak out for the rights of women and girls, including their equitable participation in emergency and reconstruction initiatives.

In those contexts in which OCHA operates, employing the gender perspective central to the GEP supports more effective humanitarian assistance, the core of OCHA's mission. It allows for a more accurate understanding of the situation through the identification of the variant needs and/or priorities based on gender differences and inequities; facilitates the design of more appropriate responses through the understanding that potential primary stakeholders face different obstacles when participating in programmes; highlights opportunities and resources; draws attention to issues of power; and provides a link between humanitarian assistance and longer-term development assistance.

III. Objective and Scope of the Review

The purpose of this review is to identify strengths and weaknesses of OCHA's GEP; the integration of gender equality into OCHA's work; and good practices in gender equality upon which OCHA may build. It was proposed in the context of the UN reform process, advancements towards a UN system-wide approach to gender mainstreaming, and at a time when many multilateral and bilateral institutions are reconsidering their gender mainstreaming, equality and integration processes. It aims to present information about the nature, extent of implementation and relevance of OCHA's GEP. The emphasis on learning lessons will aid in understanding what has and has not worked, as a guide for future planning, and is intended to inform forthcoming revisions to the GEP. The review engages staff from OCHA headquarters and the field, as well as other humanitarian actors, and:

1. Assesses the **relevance** of OCHA's policies, strategies, approaches and intra- and inter-institutional arrangements for promoting and achieving gender equality and women's rights at the country, regional and global level (headquarters);
2. Assesses to what extent OCHA has the **institutional and financial capacity** to plan for, advocate for, achieve, monitor and report on gender equality results, and determine what action would concretely strengthen this capacity;

3. Assesses the extent to which OCHA staff at all levels (both international and national) are **knowledgeable** of gender equality concepts and have a commitment to gender equality as a guiding principle; and
4. Assesses how **effective** OCHA has been in promoting and coordinating gender equality among fellow humanitarian actors.

IV. Approach and Methodology

An external consultant was contracted by OCHA's Evaluation and Guidance Section (EGS) to undertake the research and data collection that informs this report so as to facilitate independence and an environment conducive to frank and open feedback by OCHA staff. This information was subsequently used by EGS to develop this report.

The review employed a mixed methods approach that triangulated data collected via:

- **Key Informant Interviews** undertaken with 88 individuals: OCHA staff in field locations, OCHA staff in Geneva and New York, and representatives from donor entities, UN Agencies, and international NGO partners.¹
- An **on line survey** disseminated to all OCHA staff – professional and administrative, international and local staff – in every country and regional office.
- Review of **relevant literature and documents** associated with OCHA processes and key products, including but not limited to the Central Emergency Response Fund (CERF), Consolidated Appeals Process (CAP)², and OCHA's Strategic Framework.³
- **Participant observation** while attending meetings and workshops.
- **Validation workshops** with OCHA staff in Geneva and New York to discuss initial findings and inform the development of recommendations that are targeted and implementable.

The interview methodology employed used Denzin's interpretive interactionism which focuses on the primacy of the interpretation of human experience and prioritizes individual views and perspectives, while contextualizing them within a complex situation with a dynamic, changing nature.

¹ A full list of those interviewed may be found in Appendix 1.

² This includes Humanitarian Action Plans, UN and Sudan Work Plan, and other CAP-type documents that exist under a different name.

³ A full list of documents reviewed is provided in Appendix 4.

A Review Reference Group (RRG) was established to help guide the Review, ensuring relevance and contextual accuracy. The RRG is comprised of senior staff from various branches and sections within OCHA, including the CERF Secretariat, CAP Section, and Coordination and Response Division, etc. The RRG met with the independent consultant at key stages throughout the data collection, and also reviewed and commented on the ToR, Inception Report and Final Report.

IV. Limitations

No field visits were undertaken as part of the review. However, extensive effort was dedicated to ensuring a voice by OCHA field staff; the independent consultant contacted and interviewed by telephone every OCHA Regional and Country Head of Office. Additionally, the response rate for the online survey was for findings through the tool to be considered reliable.

V. Findings

A. Implementation

Knowledge of the GEP within OCHA may be characterized as highly limited. This is, no doubt, linked to the decision taken at the time of the policy's birth to focus resources externally, towards the development of tools and guidelines for use by the humanitarian community as a whole, as opposed to intra-OCHA.

The small Gender Advisory Team (GAT) is the fulcrum around which all gender mainstreaming work gravitates. The primary responsibility of the GAT is to facilitate the mainstreaming of gender equality programming and other gender-related issues into OCHA's core mandate.

In support of this objective **within OCHA**, the GAT coordinates the development of annual Gender Action Plans (GAPs). Each OCHA country and regional office in the field, and each branch and section at headquarters, are requested to complete an annual Gender Action Plan (GAP) with indicators and targets outlining how gender will be mainstreamed into operations throughout the year.

The development of these plans represents a significant step forward in implementing the policy and mainstreaming gender within OCHA and is an important operational element. However, findings indicated there was little knowledge of best practices on the development and utilization of the plans. It is important to note that GAPs are voluntary and not associated with any accountability framework or mechanism. And, while each section at headquarters and office in

the field assigns a Gender Focal Point, these individuals receive neither training, technical support nor guidelines on how to effectively integrate gender into the work of their sections and many considered themselves lacking the necessary knowledge to fulfil their assigned role.

Implementation of the components of the Policy which relate to OCHA's core work vis à vis the **humanitarian community at the field level** was also found to be mixed. This was cited as linked to a lack of capacity and knowledge, which are discussed in greater detail later in the report. Examples such as the lack of gender in OCHA-produced Situation Reports and the recent joint needs assessment in Haiti were highlighted by respondents.

How to effectively track gender in the Consolidated Appeals Process and within the pooled funding mechanisms has been a consistent challenge for OCHA. Previously, there was no standard for what constituted whether a project included a gender component, and pooled funding allocations toward projects inclusive of a gender focus. The recent development of a system of Gender Markers, to be piloted in 10 countries between 2010 and 2011, represents significant advancement. These markers will also be used to track levels of funding directed towards projects which employ a gender lens, or are dedicated towards products focused on gender equity.

The collection and subsequent analysis of gender disaggregated data has been an area of persistent weakness within the humanitarian community. OCHA's efforts in support of coordinated joint needs assessments has yet to generate benefits in this area, as evidenced in Haiti where the NGO consortium Assessment Capacities Project (ACAPS) neither ensured the inclusion of gender-specific questions nor the collection of gender disaggregated data. Respondents indicated this is an area where OCHA might play a highly beneficial leadership role in the future.

And, OCHA is uniquely well-positioned to provide leadership with the Humanitarian Coordinator and country level coordination fora, advocating that gender issues be a regular priority. The use of the IASC Gender Standby Capacity (GenCap) programme, whereby gender specialists are deployed through the Norwegian Refugee Council, to work with Humanitarian Coordinators, Cluster Leads, and the humanitarian community as a whole to ensure gender is effectively mainstreamed into planning, monitoring and operations, was cited as being an important and valuable resource. Such experts were able to work with relevant actors to translate theory into daily operations.

It is at the **headquarters and interagency levels**, where OCHA was perceived as being particularly strong. Since 2005, when OCHA's first Senior Gender Advisor was hired, OCHA has made significant progress in promoting gender equality through efforts dedicated towards developing interagency gender projects and tools and engaging in advocacy at the headquarters level. These include: IASC Gender E-Learning Tool, Gender Equality Toolkit, Gender Handbook in Humanitarian Action, Gender Markers, and Protection against Sexual Abuse and Exploitation Review. OCHA's work in this area was highly lauded by OCHA staff, as well as respondents from other humanitarian entities

B. Capacity

Concerns were expressed that gender is not a priority with OCHA's Senior Management and administration and provide neither the necessary leadership nor resources to allow for full implementation of the Policy.

At the field level, generic Humanitarian Affairs Officers are not mandated to have experience and knowledge of gender issues. And, these same individuals are faced with increasing workloads due to staffing shortages and a growing number of coordination tasks. As such, in those countries without GenCap Advisors, OCHA lacks the necessary human resource capacity to effectively meet the demand to play a leadership role on gender mainstreaming. Similarly, at the headquarters level, resource constraints have meant that while there has been success in furthering gender mainstreaming within the humanitarian endeavour, it has come at the expense of the same within OCHA itself.

Similarly, it was felt that little effort has been extended to develop sustained partnerships with academia, which would allow OCHA to pursue its objective of serving as "an intellectual broker for the humanitarian community" vis à vis gender.

C. Relevance

Reference is frequently made to the changing nature of humanitarian contexts, (i.e. acknowledgement on non-linear nature of many aid contexts; overlap between humanitarian, early recovery, recovery, etc.; implementation of Humanitarian Reform Process) but rarely is there an accompanying mention of how this translates into changing roles and responsibilities for humanitarian organizations and staff. To assess whether OCHA's GEP has remained

relevant amidst the shifting environment in which it is applied, the pillars of the humanitarian reform framework were used as a framework.

1. *Strengthened coordination and predictable leadership: Cluster Approach*

Humanitarian organizations have yet to prioritize experience with and knowledge of gender mainstreaming in hiring practices. Understanding of how to apply, or operationalize, theories and policies on gender, remains low in field locations. This was cited as pronounced among Cluster Leads who, in theory, are tasked with ensuring gender is mainstreamed within their cohort. GenCaps were found to provide an invaluable asset supporting and providing technical guidance to Cluster Leads. So, too, was the GenCap programme cited as instrumental in ensuring that gender was prioritized within Global Cluster discussions at the headquarters level.

2. *Strengthening the Humanitarian Coordinators System: Preparing the Emergency Managers of the future*

Respondents frequently cited OCHA's unique position to provide technical support to Humanitarian Coordinators (HCs) and ensure gender is prioritized within the humanitarian agenda. At the field, GenCaps, when placed with OCHA, were perceived as significantly strengthening OCHA's ability to provide effective humanitarian coordination on gender. At the headquarters level, knowledge and experience with gender mainstreaming is neither a criteria for selection for the HC pool, nor a priority in HC training.

3. *Adequate, Flexible and Predictable Humanitarian Financing*

Incremental changes over the past few years were highlighted with regard to the inclusive of gender into the new pooled funding mechanisms. While not yet prioritized within allocations processes, gender is afforded a voice and a seat at the table, something that respondents indicated was not the case only a few years ago. The piloting and rollout of the gender markers over the past year, coupled with the technical guidance provided by GenCaps, was reported to have been catalysts for change.

4. *Building Partnerships*

OCHA's Senior Gender Advisor was lauded for her work within the IASC on building partnerships in support of gender equality. Again, at the field level, GenCaps alone were identified as instrumental to developing collaborative approaches and alliances on gender issues.

D. Effectiveness of OCHA in promoting gender equality among humanitarian actors

With the exception of the GenCap programme, at the field level, OCHA is perceived as a passive actor, as opposed to a leader, in gender mainstreaming. At the headquarters level, findings differ considerably. Donors, UN Agencies and NGOs were emphatic in support of the efforts of OCHA's Gender Action Team's leadership role in developing interagency gender products and advocacy messages. These include the GenCap programme, IASC Gender Handbook E-Learning Course, and Gender Markers, among others.

E. The GEP in Action: Haiti Case Study

As part of this review, the independent consultant contracted to collect data was tasked with investigating how the GEP was implemented in the 2010 Haiti earthquake response.

Case Study: Haiti – Lessons identified but not learned

On 12 January 2010, just days after this review commenced, a massive earthquake struck Haiti. More than 1 million people were displaced, thousands killed and the capital city, Port au Prince, virtually destroyed. Within days of the aftermath, NGOs with mandates for protection of women and girls issues statements of concern that, once again, initial responders were largely gender-blind, failing to consider the differential needs and vulnerabilities facing women and girls.

Statements of concern calling for implementation of the *IASC Guidelines on Gender-Based Violence Interventions in Humanitarian Settings* by NGOs such as InterAction, were not met with action. Critical gender equality issues and reports of sexual violence were left unaddressed during senior level meetings.

And, the first-ever Shadow Post Disaster Needs Assessment (PDNS) released by the NGO consortium Assessment Capacities Project (ACAP), failed to even collect sex disaggregated data yet alone include questions that would provide insight into gender-sensitive needs. Such oversight is further exemplified in the water and sanitation sector, where basic safety and security concerns such as importance of lighting and separation of men's and women's facilities, were either unknown or ignored during planning and construction.

The deployment of a GenCap, however, while too late to influence the PDNA and many initial plans, was reported to be invaluable in providing support to clusters, particularly providing technical guidance on integrating gender into day to day operations.

VI. Recommendations

OCHA's current Gender Equality Policy was an excellent first step for the organization. OCHA's mandate on coordination lends to significant complexity in developing such a policy given the need to address gender mainstreaming intra-OCHA, as well as with the humanitarian community as a whole. What was initially a reasonable prioritization of resources towards interagency work may soon come to be positioned as negligence unless sufficient resources are now dedicated towards mainstreaming within OCHA.

Such efforts should be pursued in a manner coherent with work being undertaken to develop a UN system-wide action plan and strategy on gender mainstreaming, which will include standards and indicators.

Investment in sustaining and expanding capacity, maintaining flexibility, strengthening strategic partnerships, and supporting technical excellence are critical to ensure that OCHA and its partners can meet the needs and advocate on gender equity wherever and whenever crises arise. The dynamic and changing nature of the humanitarian context means that these systems and capacities will require consistent support and adaptation to ensure preparedness for future crises, and effective anticipation of trends for early action and recovery.

As such, the GEP revisions and further implementation will necessitate significant thought and reflection on the part of all OCHA staff.

As stated earlier, OCHA's GEP represents an important first step in support of its gender mainstreaming efforts. The planned forthcoming revision offers OCHA the opportunity to incorporate lessons learned over the past five by other humanitarian and development actors engaged in similar processes.

Of note is the recent work on the development of a UN system-wide policy and strategy on gender equality and empowerment of women that was endorsed by the Chief Executives Board for Coordination in 2006 as a means of accelerating gender mainstreaming within the policies and programmes of the UN system and implementing ECOOC agreed conclusions 1997/2. The

Chief Executives Board statement noted, “A United Nations system-wide action plan that includes indicators and timetables, allocation of responsibilities and accountability mechanisms and resources is essential to make the strategy of gender mainstreaming operational.” Thus, it is suggested that the GEP might be revised to clearly articulate its two divergent but complimentary objectives: to mainstream gender within OCHA and to mainstream gender within the humanitarian community. A revised policy should also adhere to the new emerging guidelines on gender mainstreaming and **include within it a set of minimum standards to guide the work of OCHA staff, inclusive of accountability mechanisms, indicators and timetables.**

And, a recent analysis of UN organization action plans by Tony Beck supports the findings from this review and suggests the following is required of a sound action plan:

- Clear linkages with the organization’s central planning document;
- Active leadership and advocacy by senior management;
- A feasible accountability framework, supported by adequate tracking and reporting mechanisms and a systematic approach to monitoring and evaluation;
- Capacity development;
- Allocation of adequate core and non-core resources.⁴

Recommendations are, thus, organized along these themes.

Senior Management

Almost all reviews and evaluations of gender mainstreaming over the last ten years note that the **most important single factor for success is senior manager leadership**, a point reiterated by interviewees and the background research for this review. A commitment by the ERC and OCHA Senior Management Team (SMT) to ensure gender mainstreaming is prioritized within meetings of the SMT, regional and country Heads of Offices, and Global Management Retreats would go far in raising the profile of gender within OCHA. Further, it is recommended that either (1) the Senior Gender Advisor regularly attend Senior Management Team meetings or (2) a SMT member be designated a Gender Focal Point, ensuring gender mainstreaming is a regular item on the meeting agenda, with appropriate follow up to meeting decisions.

⁴ Tony Beck, *Development of an Action Plan for the UN system-wide policy and strategy on gender mainstreaming: Discussion Paper*. Office of the Special Advisor on Gender Issues (April 2009), p. ii.

Accountability Framework

Throughout the UN system, considerable effort is being made to revise performance appraisal systems so as to include gender mainstreaming. The phrase, “When all are accountable, none are accountable” was frequently heard while undertaking this review. It is important that all OCHA staff members recognize their responsibilities for gender mainstreaming, and be held accountable accordingly. As such, it is recommended that OCHA develop **performance indicators** for staff which help to articulate the skills and knowledge they should have or be accruing, and how they are applied within their assigned tasks, essentially including gender mainstreaming as one of the ‘competencies’ on which staff performance assessments are based.

While staff at all levels should be accountable, special attention should be paid to the process for holding senior managers accountable for their performance for gender mainstreaming. Again, the development of performance indicators would further this objective. So, too, might OCHA consider the use of annual compacts to better focus managerial performance towards achieving the programmatic results required of OCHA with regard to gender.

Capacity Development

Capacity development is fundamental for OCHA to promote gender mainstreaming within the organization. Generic training on fundamental concepts is already accessible via the new IASC Gender E-Learning course, which should be made mandatory for all OCHA staff and linked to staff’s EPAS, human resources (e.g. neither new nor extensions issued unless course completed) and travel (e.g. no missions authorized unless course completed). Targeted training, however, focused on building knowledge and skills specific to the various functions of OCHA, is an area for development. A training programme which offers specialized instruction on gender mainstreaming as an HAO in a field mission, a Head of Office in a field mission, a section chief at headquarters, etc. could be linked to the suggested minimum standards and also serve a basis for standardized performance indicators against which staff could be assessed. Targeted training has been shown to facilitate utilization and also increase ownership. Such a programme would necessitate sufficient human and financial resources be dedicated to both its development and roll out, but is likely to yield a considerable return on investment.

And, so as to allow full utilization of the current Gender Focal Point programme, their training should include instruction on how to effectively fulfil their role and provide support to other individuals, as well as their section/branch/office as a whole.

Additionally, UNDAC team members should be trained in gender mainstreaming, with a specific focus on sexual violence. In this manner, UNDAC may subsequently work to ensure an assessment of the prevalence of sexual violence is included in the First Responders Rapid Assessment.

A number of respondents suggested the inclusion of gender within the joint needs assessments being undertaken during the initial phases of a humanitarian response would go far towards setting a 'baseline' for gender mainstreaming in a country. As OCHA works towards refining joint needs assessments tools (including the related Humanitarian Dashboard) and training, OCHA should endeavour to ensure the collection of sex disaggregated data, the inclusion of questions which allow for insight into the differential effects on women and girls, and advocate with ACAPS for gender mainstreaming to be included with the planned expert training programmes.

Linkages with OCHA's Strategic Plans

Efforts to integrate gender mainstreaming into OCHA's Strategic Plans and processes has shown results. There remain, however, some areas for improvement. To this end, some suggested additions to the organizational outputs and indicators may be found below. These correspond to the recommendations put forth above.

Objective	Organizational Outputs	Indicators and Targets
<p>Objective 1.4 Humanitarian response and response preparedness are underpinned by integrated analysis and rigorous learning</p>	<p>Develop and/or strengthen partnerships with academic institutions for ongoing research, assessment and analysis of gender in humanitarian response.</p>	<p>Partnership with Harvard Humanitarian Learning Initiative established and on study/report undertaken.</p>
<p>Objective 2.1 Effective mechanisms that manage and support accountable humanitarian coordination leaders</p>	<p>Humanitarian coordination leaders (RCs, HCs, DHCs, Cluster Leads and OCHA Heads of Office) equipped with and use relevant knowledge and skills, and are held accountable.</p>	<p>100% of all HCs trained on gender mainstreaming and employing UNCT Performance Indicators for Gender Equality.</p> <p>Gender mainstreaming included as part of HC performance appraisal criteria.</p>
<p>Objective 2.4 A more systematic coordination of the common humanitarian programme cycle (preparedness, needs assessment and analysis, joint planning, resource allocation and monitoring and evaluation).</p>	<p>Field use in selected countries of cross-sector needs assessment and a standardized tool and framework for consolidating needs assessment and other core humanitarian information</p>	<p>Survey tools and operational guidance on leading and coordinating needs assessment inclusive of gender and age disaggregated data.</p>

	for decision-makers.	
<p>Objective 3.3 Improved organizational learning and development to achieve better results.</p>	<p>Gender mainstreaming recognized as a priority learning area.</p>	<p>Successful completion of IASC Gender E-Learning module made mandatory for all OCHA staff by 2011.</p> <p>Training programme for Gender Focal Points developed and implemented.</p>

VII. Summary and Conclusions

Since the birth of OCHA's GEP in 2005 and the creation of a dedicated Senior Gender Specialist position in 2006, substantial results can be seen at the headquarters level in support of gender mainstreaming. The development of interagency tools which include the IASC Gender E-Learning, Gender Markers, among others; establishment of the GenCap programme, and leadership in advocacy, have received accolades from OCHA staff and the international community.

Mainstreaming of the GEP within OCHA, however, remains in the early stages of development as indicated by the general lack of knowledge of the Policy, and how it is reflected in the daily work of OCHA staff. Overall, OCHA staff indicated the perception that gender mainstreaming was not a priority for the Senior Management Team and, at the field level, it was often sidelined due to staff time that was already overstretched, and lack of skills and knowledge on how to effectively mainstream gender within humanitarian coordination.

While OCHA's current Policy contributes *de jure* to the three key goals of OCHA's Strategic Framework, *de facto* it remains largely a set of guiding principles of which there is little knowledge and understanding within OCHA.

Further implementation of the GEP will necessitate, as one might expect, additional resources. While this is a challenge in a time of budget and financial constraints, the recommendations put forth focus on strengthening gender mainstreaming within OCHA through strengthening of existing systems, while limiting the amount of supplementary human and financial resources. Cost-effectiveness balanced with the reality of effort necessary for gender mainstreaming to become part of OCHA's organizational culture at both the system and individual level, was prioritized.

Appendix 1: List of Interviews

OCHA Headquarters					
Surname	Name	Gender	Title/Section	Organization	Duty Station
Wielechowski	Amy	♀	Chief, Strategic Planning Unit	OCHA	New York
Cubilie	Anne	♀	Head, Guidance Management Project (GMP)	OCHA	New York
Keane	Brian	♂	Humanitarian Affairs Officer (HAO), GMP	OCHA	New York
Bragg	Catherine	♀	Under Secretary General	OCHA	New York
Kaatrud	David	♂	Director, Coordination and Response Division (CRD)	OCHA	New York
Sinha	Francis	♀	Chief, Staff Development and Learning	OCHA	New York
Strohmeier	Hansjoerg	♂	Chief, Policy Development and Studies Branch (PDSB)	OCHA	New York
Burns	Kate	♀	Senior Gender Advisor	OCHA	New York
Adhiambo	Lily	♀	HAO, CRD	OCHA	New York
Jensen	Michael	♂	Head, Funding Coordination Section	OCHA	New York
Lacey-Hall	Oliver	♂	Chief, Communication and Information Services Branch (CISB)	OCHA	New York
Green	Scott	♂	Chief, Evaluation and Studies Section (ESS)	OCHA	New York
Gopaul	Shea	♀	Executive Officer	OCHA	New York
O'Malley	Steve	♂	Chief, Central Emergency Response Fund (CERF)	OCHA	New York
Bergeland	Stein	♂	Associate Gender Expert, Gender Advisory Team	OCHA	New York
Alspach	Andrew	♂	Information Management Officer (IMO), Field Information Services Unit (FISU)	OCHA	Geneva
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Note: Ireland and UK were covered, at their request, by CIDA					
UN Agencies and GenCap					
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Appendix 2: OCHA's Gender Equality Policy Review Survey

An external reviewer is undertaking a review of OCHA's Gender Equality Policy (GEP) with the intention of gathering critical feedback from OCHA staff and partners on OCHA's performance on Gender Equality issues within the humanitarian response and community. Your thoughts and ideas will help re-design OCHA's GEP and ensure that OCHA is able to develop and become known for key areas of value-added on gender within humanitarian response and policy for the humanitarian community.

As OCHA strives, with its new 2010-2013 Strategic Framework, to create a more effective humanitarian coordination system, a more enabling environment for humanitarian action, and a strengthened OCHA management and administration, we need your thoughts and experience in ensuring that all gender equality issues within humanitarian response are integral to OCHA's goals.

OCHA's Gender Policy

1. Do you know about OCHA's gender policy?
2. Do you ever refer to OCHA's gender policy in your daily work?
3. When you implement needs assessment, CAP, prioritization of CHF's, or allocation of pooled funds does you ever use OCHA's gender equality tools or policy?
4. What support/advice/guidance do you provide to partners in the field that relate to gender in humanitarian action?
5. What resources/assistance/knowledge/training might be provided to allow you to better address gender in humanitarian action?

OCHA's 2010-2013 Strategic Framework

OCHA's 2010-2013 Strategic Framework commits OCHA to three overarching goals: (1) A more enabling environment for humanitarian action (2) A more effective humanitarian coordination system (3) Strengthened OCHA management and administration. Can you name one or more action item on gender equality per goal that OCHA should undertake or is already doing?

1. What gender equality elements create a more enabling environment for humanitarian action?
2. What gender equality elements create a more effective humanitarian coordination system?
3. What Gender Equality elements create a strengthened OCHA management and administration?
4. What needs to be changed, if anything, in order for OCHA's Gender Policy and its implementation to contribute to these three goals?

OCHA: Intellectual Leader & Knowledge Broker

OCHA seeks to be recognized as the "intellectual leader and knowledge broker for the humanitarian community."

1. What does this mean for an OCHA specific value-added, niche on gender issues within humanitarian response?

OCHA's Niche on Gender Equality within Humanitarian Response

Feedback from external stakeholders suggests that they are looking to OCHA to clearly define a set of tools and services on gender equality within humanitarian response that no other humanitarian actor can fill. Criticism by non-gender expert humanitarian staff has been that gender experts are unable to define a few key action items, indicators, programs, or goals and the inability to hone clear and limited gender requirements has hampered non-gender experts from implementing gendered humanitarian response particularly during the early onset of an emergency.

To these ends:

1. Do you find this criticism accurate? Please explain.
2. Can you describe three concrete elements of gender equality actions that would, or already do, define, an OCHA niche on gender equality issues within a humanitarian response?

Appendix 3: Interview Guide – OCHA Staff and External Partners

1. Has OCHA's Gender Policy provided guidance on a gender equality related aspects of your daily work? When/how?
2. Have you ever referred to the Gender Policy when working with stakeholders, donors or other partners? If so, what was helpful or not helpful?
3. Are the donors, partners, stakeholders you work with aware that OCHA has a Gender Equality Policy? What is their feedback? Positive? Negative?
4. When you used the Gender Policy did it help highlight issues of power related to how men and women, boys and girls needs in a humanitarian context?
5. Can you provide an example of when OCHA, in its coordination role, identified gaps relating to gender equality issues and then called upon the humanitarian community to develop strategies to fill these gaps?
6. Can you provide an example of when OCHA contributed to strengthening gender analysis in humanitarian community's assistance?
7. Can you provide an example of when OCHA played a leadership role in the humanitarian community in highlighting gender equality concerns and incorporating a gender perspective?
8. Can you provide an example of when an OCHA representative spoke out for the rights of women and girls, including their equitable participation in emergency and reconstruction initiatives?
9. What impact has OCHA's Gender Policy had on the level of ownership government and non-government stakeholders for advancing gender-responsive humanitarian action?
10. Do you have enough technical resources to implement the Gender Policy?
11. Can you provide an example of when OCHA's Gender Policy reflected coordination with other UN agencies?
12. Can you provide an example of how/when OCHA's Gender Equality work has contributed to: humanitarian action, communication and information management, advocacy, partnerships, increasing dignity, saving lives, ownership/access to services, empowerment, and/or durable solutions?
13. What would you change about OCHA's Gender Equality Policy?

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