



**Food and Agriculture
Organization of the
United Nations**

How can we protect men, women and children from gender-based violence?

Addressing GBV in the food security and agriculture sector



Cover photo: Karambo, Rwanda - Mother feeds her two young children of 3 years and 6 months old in the yard of her house. She is a beneficiary of an FAO Agroforest project in Rwanda in the Akagera basin where farmers are taught how to protect their land and the water resources through the Farmer Field and Life Schools (FFS).

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ACRONYMS

AAP	Accountability to affected populations
AI	Amnesty International
FAO	Food and Agriculture Organization of the United Nations
GBV	Gender-based violence
HIV/AIDS	Human immunodeficiency virus/acquired immunodeficiency syndrome
IASC	Inter-Agency Standing Committee
ICRC	International Committee of the Red Cross
IFRC	International Federation of Red Cross and Red Crescent Societies
INGO	International non-governmental organization
IOM	International Organization for Migration
JFFLS	Junior Farmer Field and Life School
LGBTI	Lesbian, gay, bisexual, transgender and intersex
MSF	Médecins Sans Frontières
NGO	Non-governmental Organization
OHCHR	Office of the United Nations High Commissioner for Human Rights
PSEA	Protection from sexual exploitation and sexual abuse
SAFE	Safe Access to Fuel and Energy
SDG	Sustainable Development Goal
SEAGA	Socio-economic and Gender Analysis
UN	United Nations
UNFPA	United Nations Population Fund
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children’s Fund
UN WOMEN	United Nations Entity for Gender Equality and the Empowerment of Women
VAW	Violence against women
WHO	World Health Organization
WHS	World Humanitarian Summit

FOREWORD

Globally, yet particularly in the environments in which FAO operates, gender-based violence (GBV) is a pervasive and persistent reality. Humanitarian emergencies, food insecurity and poverty tend to increase the prevalence of GBV, and GBV in turn undermines household and national food security and nutrition by impacting on people's physical and mental health, as well as their ability to work and participate in community life. This reduces the resilience of GBV survivors and weakens their capacity to be productive workers, earners and caregivers for the next generation, effectively creating a vicious cycle. Furthermore, because it mostly affects women and girls in the productive and reproductive ages, GBV has a devastating impact on agricultural productivity, food security and nutrition.

The work of FAO, when delivered in safety and with dignity, is inherently protective. Through food security and agricultural interventions that restore and strengthen rural livelihoods, countries can protect vulnerable families and individuals from the destitution that so often leads them to trade their safety or that of their dependents for survival. When humanitarian and development interventions are delivered in gender-transformative ways, the support can reduce vulnerabilities, challenge social norms that sustain gender discrimination, improve resilience, and produce better overall outcomes for achieving food security and reducing poverty. With this in mind, the present Guide has been developed to strengthen the capacity of FAO and its partners to understand the links between GBV, poverty, food security, nutrition and agricultural productivity, and consequently contribute to the protection of affected men, women, boys and girls, throughout all projects and programmes.

It is equally important to recognize that food security and agriculture interventions can create or exacerbate the risk of gender-based violence, particularly if the socio-cultural context and specific protection risks are not well understood. Measures and tools to ensure accountability to affected populations (AAP), protection from sexual exploitation and sexual abuse (PSEA), and safety in work are emphasized within this Guide to assist FAO staff to meet the needs of men, women, girls and boys in vulnerable situations.

We can learn from FAO approaches and projects that were able to successfully tackle GBV and protection risks over the past ten years. For example, the Junior Farmer Field and Life School projects in Uganda and Kenya; the Dimitra Clubs in the Democratic Republic of the Congo, the Niger, Burundi and Senegal; and the Safe Access to Fuel and Energy (SAFE) initiatives in South Sudan, Somalia, the Sudan and Kenya among others.

The purpose of this Guide is to equip FAO and partner staff with information on gender-based violence relevant to their work and provide practical guidance on how to design and deliver food security and nutrition programmes in ways that prevent and mitigate GBV and contribute to the protection of survivors and those at risk. In view of the Organization's specific areas of competence in food security, nutrition, and agricultural livelihoods, this Guide will focus on GBV issues in this context. All staff should endeavour to understand the contents of this Guide and follow its recommendations to ensure FAO creates safe and sustainable livelihood opportunities that can truly build resilience. The Guide is a living document that will continue to evolve as FAO accumulates experiences and lessons learned in an ever-changing working environment.

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KEY MESSAGES

Gender-based violence (GBV) is a widespread and life-threatening problem exacerbated by poverty, natural hazards or conflicts, resulting from the breakdown of family and community protection structures and the stress of extreme financial hardship.

The underlying **causes of GBV lie in historically unequal power relations between men and women and pervasive discrimination against women** in both the public and private spheres. Women and girls are known to be most vulnerable to GBV, but men and particularly boys are also at risk.

By negatively affecting the health, resilience and productive capacity of survivors, GBV has a devastating impact on agricultural productivity, food security and nutrition. These negative consequences extend beyond survivors to their families and communities.

When delivered in safety and with dignity, the work of FAO and its partners to protect, support and restore sustainable livelihoods for men and women in rural and agricultural settings **is inherently protective.**

Multisectoral livelihood programmes that address social and economic issues together are more successful in reducing GBV than single-track approaches.

Men play a key role in preventing gender-based violence. As decision-makers, community leaders, perpetrators, allies and agents of change, their role and participation is essential to change negative social attitudes and discriminatory practices against women.

Nigeria – IDP women returning to the IDP camp after working in the fields, >
Kasesa village, Damaturu LGA, Yobe State, Nigeria.

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Chapter 1

INTRODUCTION AND RATIONALE

Addressing GBV is lifesaving work. It is at the heart of the humanitarian mandate and is essential in protecting human rights.

Paraphrased from: US State Department, 2015

1.1 Introduction

Gender-based violence is an umbrella term covering a wide range of abusive, exploitative and often sexualized actions that are perpetrated against a person's will and are based on socially ascribed gender differences between men and women (see page 8 for the IASC definition). It is a widespread and life-threatening health, protection and human rights issue with serious negative consequences not only for survivors but also for the achievement of food security and the social and economic development of communities and states. The majority of survivors are women and girls, who suffer a range of health problems as well as stigma and discrimination affecting their ability to earn an income and participate in public life. This ultimately undermines global efforts to reduce poverty and promote peace, security and sustainable development.

When natural disasters strike, or violence and conflict erupt, people face threats to their lives, safety and security; discrimination; loss of access to basic services; and at times additional violations of their human rights, such as gender-based violence. During such times, people affected by disasters and/or conflict look to their national and local authorities, the United Nations (UN) and the broader humanitarian community to support and strengthen their **protection** from these threats. Protecting them is therefore a primary responsibility of duty bearers (IASC, 2013).

In pursuing its goals, FAO is mandated by the UN system to promote and protect all human rights. FAO has committed to the protection principles of the Sphere Humanitarian Charter,¹ which are to:

- **Avoid exposing people to further harm as a result of your actions;**
- **Protect people from physical and psychological harm arising from violence and coercion;**
- **Assist people to claim their rights, access available remedies and recover from the effects of abuse.**

Acts of GBV are a violation of human rights that are protected by international human rights treaties including the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW; UNGA, 1979) and principles covered by international humanitarian law, international and domestic criminal laws, and human rights and refugee law at the international, regional and national levels. CEDAW² is the only UN instrument dealing explicitly with rural women. Its Article 14 is focused on the advancements of the status of rural women and to their equal access to basic resources and participation.

GBV violates the right to life, the right to security of person, the right to the highest attainable standard of physical and mental health, the right to an adequate standard of living, the right to food, and the right of freedom from torture or cruel, inhumane or degrading treatment (IASC, 2015). Discrimination on the basis of sex, including entitlements to land, inheritance, credit and other productive resources, may also constitute violations of domestic and international laws.

¹ For further information see: The Sphere Project, *The Humanitarian Charter* (available at www.spherehandbook.org/en/the-humanitarian-charter).

² For further information see: Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) <http://www.un.org/womenwatch/daw/cedaw/cedaw.htm> and Universal Declaration of Human Rights http://www.ohchr.org/EN/UDHR/Documents/UDHR_Translations/eng.pdf

There is growing recognition that livelihood interventions are necessary to confront the underlying causes of and contributing factors to GBV. Studies have shown that limited livelihood options leave women and girls open to abuse, including economic abuse, as well as limit their recourse to seek justice or leave their abuser (IFRC, 2015). Usually women's engagement in agriculture is seen as an extension of their domestic work, and not as an economic activity *per se*. Gender discrimination remains deeply entrenched and widely tolerated in rural areas, affecting women at both community and household levels. When gender equality and women's empowerment are prominent factors in programming, FAO is well-placed to protect individuals from GBV through its focus on supporting and restoring sustainable livelihoods.

1.2 Links between gender-based violence, food security and FAO interventions

Although GBV exists in all societies and contexts, it is of special relevance to the work of FAO for five important reasons:

1. Individuals in the Organization's areas of intervention are often at heightened risk of experiencing GBV due to poverty, food insecurity and/or other displacement-related vulnerabilities.
2. FAO initiatives may inadvertently put people at risk of GBV or create tensions at the household and community level that lead to an increase in instances of GBV.
3. GBV is a manifestation of gender inequality and is therefore profoundly connected to the achievement of women's economic empowerment.
4. The consequences of GBV lead to losses in productivity for the agriculture sector and for rural development, with negative impacts on food and nutrition security.
5. Livelihood interventions and actions aimed at increasing women's access to productive assets, skills and knowledge are protective.

In the environments where FAO works, individuals are often at heightened risk of GBV due to intersecting forms of oppression and increased vulnerability as a result of poverty, food insecurity, natural hazards and/or conflict. A World Health Organization (WHO) study has found that on average one in three women globally will experience intimate partner violence or sexual violence in their lifetime. The same study found that in some crisis settings, GBV affects over 70 percent of women (WHO, 2013).

It is important to note that humanitarian and development assistance may unintentionally cause or exacerbate incidents of gender-based violence. These negative occurrences are often the result of programmatic bias (e.g. focusing on men's livelihoods over women's), inadequate analysis (e.g. overburdening already time-poor women, exposing individuals to violence and exploitation while accessing project sites and distribution points) and lack of understanding of the local context (e.g. social dynamics and power relations). In the worst scenarios, aid personnel themselves sexually exploit or abuse individuals from the affected population.

Box 1. “Do no harm”

The concept of “do no harm” means that humanitarian organizations must strive to “minimize the harm they may inadvertently do by being present and providing assistance” (IASC 2015, 45). Such unintended negative consequences may be wide-ranging and extremely complex. Humanitarian actors can reinforce the “do no harm” principle in their GBV-related work by being accountable to the people they serve, working to the highest professional and ethical standards, understanding the interplay between their interventions and local contexts, and adjusting programmes so as to avoid any negative impacts.

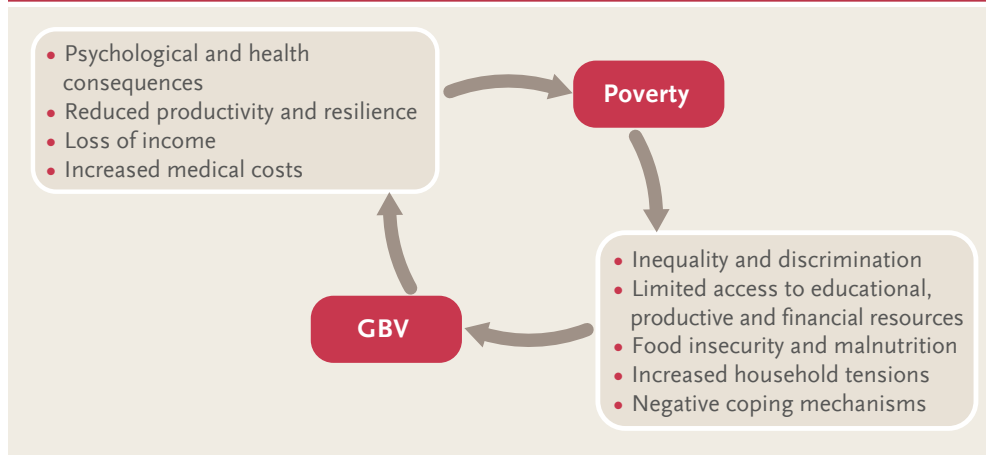
GBV is the most extreme manifestation of gender inequality. Women’s subordinate status is often linked to perceptions about the value of their work and contributions to the household. Their labour tends to be unrecognized, unpaid and undervalued. In addition, women face a range of socio-cultural constraints that prevent them from becoming equally competitive economic players (FAO, 2011). FAO efforts to remove gender-based constraints such as women’s limited access to paid labour, land, tools and training in agriculture and livelihoods initiatives are key to improving gender equality and reducing GBV.

Because GBV is so pervasive it translates into significant negative impacts on the agriculture sector and food and nutrition security, especially in the global South. Women comprise, on average, 43 percent of the agricultural labour force in developing countries, ranging from 20 percent in Latin America to 50 percent in Eastern Asia (FAO, 2011) and up to 75 percent in sub-Saharan Africa (Worldwatch Institute, 2011). They are also the primary caregivers, responsible for nursing and raising children, household work, and processing and preparing food. The health and productivity of children, communities and the agricultural sectors that sustain millions of livelihoods and feed the world’s hungry therefore depends heavily on the health and labour of both women and men.³ The diagram below illustrates the interconnected nature of GBV and poverty. This self-reinforcing cycle may manifest as a result of food insecurity, protracted crisis, natural hazard or human-induced disaster (Irish Joint Consortium on Gender Based Violence, 2010).

In addition, FAO interventions both influence and are influenced by these dynamics. For example, GBV presents a risk to resilience and food security, but livelihood opportunities may support an individual in protecting him- or herself from GBV risks.

³ Although employment growth in agriculture has slowed, the number of workers in this sector reached over one billion in 2009. Cited in the FAO Statistical Yearbook (2012b): <http://www.fao.org/docrep/015/i2490e/i2490e00.htm>, part 1: <http://www.fao.org/docrep/015/i2490e/i2490e01a.pdf>

Figure 1. Interrelationship between poverty, hunger and gender-based violence



1.3 Purpose and audience of the Guide

The purpose of this Guide is to equip FAO and partner staff with information on gender-based violence relevant to their work and provide practical guidance on how to design and deliver food security and nutrition programmes in ways that prevent and mitigate GBV and contribute to the protection of survivors and those at risk.

The actions outlined in this Guide are relevant in all types of development and humanitarian contexts. The Guide specifically calls upon FAO and partner staff to contribute to the protection of all human rights, including the right to a life free from GBV.

In particular the Guide aims to:

- Improve understanding of the different forms of gender-based violence, their causes and consequences, and how they directly and indirectly affect the agriculture sector, food security and livelihoods;
- Better define FAO responsibilities and identify the best opportunities to address GBV;
- Provide practical information and tools to inform protection and GBV analysis at each stage of the project cycle.

1.4 Structure of the Guide

The Guide begins with a theoretical overview of GBV and its links to the Organization's work. It then provides practical tools and examples of current practices for integrating GBV in food and nutrition security policies and actions.

It comprises the following main chapters:

- I **Introduction and rationale for the Guide:** introduces the topic of GBV and discusses the links between gender-based violence, food security and FAO interventions.
- II **Understanding GBV:** introduces the concept of gender-based violence, its causes and consequences, and the different manifestations in development and humanitarian contexts.

- III **Policy Environment:** outlines key developments in the humanitarian framework to address GBV and aspects of the Organization's policy framework that support integration of GBV issues in its work, including its mission statement, strategic objectives, Policy on Gender Equality and commitment to accountability to affected populations.
- IV **GBV mainstreaming in FAO project cycle:** provides guidance and tools that can be used at each stage of the project cycle to integrate actions that can contribute to protecting affected populations from gender-based violence.
- V **FAO case studies:** presents good practices and lessons learned by FAO that contribute to women's empowerment, gender equality and the prevention of GBV.

Uusgure, Somalia – An old woman walks in a camp for internally displaced > people. The IDPs in Uusgure village are pastoralists who moved there after they lost their livelihoods due to the current drought. They lost almost all their livestock, camels and goats, on which they depend on to survive..



Chapter 2

UNDERSTANDING GBV IN HUMANITARIAN AND DEVELOPMENT CONTEXTS

The gender inequalities that define women's lives prior to a disaster are really what put them at such greatly increased risk after a disaster.

Kavita Ramdas, Global Fund for Women
(UNFPA and WEDO, 2009)

2.1 Defining gender-based violence

This Guide adopts the definition of GBV agreed by the Inter-Agency Standing Committee (IASC) in its Guidelines for Integrating Gender-based Violence Interventions in Humanitarian Action (IASC, 2015).

Box 2. Definition of gender-based violence

“Gender-based violence is an umbrella term for any harmful act that is perpetrated against a person’s will and that is based on socially ascribed (i.e. gender) differences between males and females.”

The term “gender-based violence” is most commonly used to underscore how systemic inequality between males and females – which exists in every society in the world – acts as a unifying and foundational characteristic of most forms of violence perpetrated against women and girls.

Because women and girls make up the overwhelming number of victims and survivors, GBV and violence against women (VAW) are terms that are often used interchangeably, but do have different meanings. This Guide uses the term GBV, with the intent to draw attention to the socially constructed nature of many forms of physical, sexual, psychological and economic violence – in other words how society defines and creates masculinities and femininities and the norms that influence relationships between the sexes.

Although attention tends to focus on women and girls due to their higher levels of vulnerability, GBV affects men and boys also. Global studies indicate that sexual violence against men and boys is even more under-reported than for women and girls. Male survivors of sexual violence often suffer silently because widely held social norms and perceptions of gender, social stigma, and cultural taboos regarding the discussion of sex and sexuality make it difficult for them to come forward. Moreover, when they do speak, service providers frequently fail to listen or to believe them (UNHCR, 2012).

In some contexts lesbian, gay, bisexual, transgender and intersex (LGBTI) individuals are targeted for violence. Furthermore, these individuals are often without protection from domestic laws or government action, a reality that reinforces patterns of violence of abuse. Studies have shown that LGBTI people may be excluded from assistance that is based upon assumptions of heterosexual relationships, or receive reduced rations in food aid because of discrimination against their gender identity and/or sexual orientation (IASC, 2015; International Alert, 2014).

2.2 GBV causes, contributing factors and consequences

The underlying **causes** of violence against women lie in historically unequal power relations between men and women and pervasive discrimination against women in both the public and private spheres (UNGA, 2006). These inequalities are often linked to deep-rooted socio-cultural beliefs and practices that attach specific roles, responsibilities, behaviour, expectations, opportunities and limitations to being male or female. These include beliefs in family honour and sexual purity, ideologies of male sexual entitlement and weak legal sanctions for sexual violence. Similarly, violence against men and boys is gendered and also about power. For example, in conflict settings, where men and boys may be targeted for sexual violence, the intent is to emasculate them through homosexualization, feminization and genital harm. In this situation the perpetrators committing GBV are performing masculinity in accordance with gender norms (Ferrales, Nyseth Brehm and McElrath, 2016).

Factors that contribute to perpetuate or heighten the risk of GBV exist at individual, community and societal levels and are aggravated during times of crisis such as natural or human-induced disasters. Examples include: histories of abuse within families; food insecurity; HIV status; physical or intellectual disability; denial of access to productive and financial resources; dependence on others to meet basic survival needs; lack of awareness of rights; breakdown in community protective mechanisms; lack of health; psychosocial and legal services; limited female staff presence; a culture of “blaming the victim”; a weak state; state-sanctioned violence; discriminatory laws and the inability or unwillingness to punish perpetrators; war and conflict.

GBV has far-reaching consequences across all sectors of society. It can lead to severe physical, psychological and social consequences, and in some cases loss of life. Besides the immediate sexual, physical and psychological health impacts that can be life-threatening or have life-long detrimental consequences, social stigma and discrimination may lead to psychological trauma, feelings of powerlessness and inadequacy, and limited capacity to engage in productive activities and fully participate in community activities. This kind of impact can come at a great cost to vulnerable families engaged in agriculture-based work, which is highly dependent on human labour (FAO, 2010).

Children and their nutrition status may also be affected by a mother’s reduced capacity to fulfil reproductive roles (including breastfeeding), as a result of injury, mental illness or illness from sexually transmitted infections (including HIV/AIDs). GBV can raise infant mortality rates and lower birth weights, impacting upon a child’s development and resulting in specific disabilities for children: injuries can cause physical impairments; deprivation of proper nutrition or stimulus can cause developmental delay; and consequences of abuse can lead to long-term mental health problems (IASC, 2015). Children who witness violence are more likely to have emotional and behavioural problems and to perform poorly in school, and could be at greater risk of perpetrating or experiencing violence in the future.

GBV also produces enormous costs to society through lost employment, lost productivity, and the finances required for health services. Failure to address GBV can therefore lead to increased poverty, creating a self-reinforcing cycle of underdevelopment, poverty and violence (UNGA, 2006).

2.3 Types of gender-based violence

GBV takes many forms, the nature and extent of which vary across cultures, countries and regions. It may also differ depending on the type and the stage of a humanitarian crisis (pre- or post-conflict, reconstruction and integration). As societies change, patterns of violence alter and new forms emerge. Until recently, socio-economic violence (e.g. denial of resources, opportunities or services) did not receive much attention at the international level, yet in the context of agriculture and rural livelihoods, this form of violence is highly relevant. Naming and recognizing forms and manifestations of GBV is an important step towards addressing them.

Table 1. Types of GBV that are relevant to the work of FAO

Denial of resources, opportunities or services	Denial of rightful access to or control over productive and financial resources, livelihood opportunities, information, education, health or other social services. Examples include preventing a widow from receiving an inheritance, land grabbing, ⁴ earnings forcibly taken by an intimate partner or family member, and preventing a partner from achieving self-sufficiency and gaining financial independence (NCADV, n.d.; GBVIMS, 2010).
Physical violence	An act of physical violence that is not sexual in nature. Examples include: hitting, slapping, choking, cutting, shoving, burning, shooting or use of any weapons, acid attacks or any other act that results in pain, discomfort or injury (GBVIMS, 2010).
Sexual violence	Sexual violence takes many forms, including rape and marital rape, sexual slavery and/or trafficking, forced pregnancy, sexual harassment, sexual exploitation and/or abuse (e.g. forced prostitution), sexual slavery and transactional sex (i.e. sex for food/fish). ⁵
Emotional and psychological assault	Includes verbal abuse and humiliation, cruel and degrading treatment, compelling a person to engage in humiliating acts and placing restrictions on freedom of movement or behaviour, thus causing increased dependency and fear (GBVIMS, 2010).
Harmful practices	These include forced marriage, child marriage, honour or dowry killings, sex-selective abortion practices, son preference (which may mean a female child is disadvantaged from birth in quality and quantity of parental care), and the belief that sex with virgins can cure HIV (UNSG, 2006 and OHCHR, 1995).
Sexual exploitation and abuse (SEA)	Refers to acts of sexual exploitation and sexual abuse committed by United Nations, NGO, and Intergovernmental Organization (IGO) personnel against the affected population. ⁶

Did you know?

Research suggests that 12 000 children are trafficked out of Nepal to India annually for the purpose of sexual exploitation (UNICEF, 2015). Some reports suggested that human traffickers targeted Nepal after the 2015 earthquake, taking advantage of increased vulnerabilities resulting from family separation, loss of parents and displacement, particularly in rural areas where agrarian livelihoods were destroyed. In such a situation, a greater connection between livelihoods and protection interventions in disaster preparedness and response could reduce this human rights violation.

2.4 GBV and disasters

Transactional sex appears to be a common method for women to feed their families in the absence of gainful employment, informal income-generating activity, or free access to any type of aid distribution.

Cited in IFRC, 2015, 24

Although gender-based violence, particularly sexual violence, is generally understood as a major feature of many conflicts, less is known about the effects of different types of disasters on GBV prevalence rates and types. A 2015 global study conducted by the International Federation of the Red Cross on GBV in natural disasters found that there were specific patterns in the ways GBV manifested across different contexts. For example, sexual violence often peaked when people were displaced by disasters (as compared to those who were able to remain in their own homes), and negative coping strategies (including transactional sex, early/forced marriage, and trafficking) seemed to increase owing to impoverishment and heightened vulnerability after a disaster. Of special concern are the long-term consequences that can emerge as a result of protracted displacement, including increasing poverty, malnutrition and illiteracy, all of which erode the resilience of families (IFRC, 2015).

- 4 Land grabbing is increasingly present among populations in Africa in extraordinary crisis due to high prevalence of HIV and deepening poverty. As the death of a husband caused by HIV occurs much earlier, young widows and children are left behind. They are usually powerless when confronted by members of the external family who, motivated by poverty and other reasons, take the property to meet their own needs, leaving the widow and her children without assets (see FAO, 2010).
- 5 Transactional sex, also known as survival sex because it is a key survival strategy for some poor women, is driven by poverty and the desire for a better life. Many women and girls find themselves using sex as a commodity in exchange for goods, services, money, accommodation, or other basic necessities. Transactional sex reflects men's superior economic position and access to resources, and women's difficulties in meeting basic needs. Individuals engaged in this practice do not identify as commercial sex workers.
- 6 For more information see the PSEA Taskforce's website (<http://www.pseataaskforce.org/en/overview>) and the United Nations Secretary-General's Bulletin on Special Measures for Protection from Sexual Exploitation and Sexual Abuse (UNSG, 2003).

Box 3 provides some examples to show how disasters affect men and women differently and also how GBV might manifest differently across four types of disasters of concern to FAO: natural disaster (floods, droughts, etc.), socio-economic crisis (e.g. food price hikes), violent conflict (civil unrest, interstate conflict, etc.) and protracted crisis (complex, prolonged emergencies combining two or more of the aforementioned). A general pattern present across disaster types is that the types of violence that existed pre-crisis tend to become aggravated, and new forms of gender-based violence may emerge.

Box 3. Examples of gender and GBV dimensions by disaster type

Natural disaster

- A study of the gendered nature of disasters undertaken in up to 141 countries over the period from 1981 to 2002 found that women and children are 14 times likelier to die than men during natural disasters (Neumayer and Plumper, 2007).
- In certain cases women may be unaware of natural hazards or not allowed to make a decision to evacuate; in Bangladesh's Cyclone Gorky (1991), when this was so, 90 percent of the 140 000 fatalities were women (Ikeda, 1995).
- Hurricane Katrina, which struck New Orleans, USA in 2005, predominantly affected African American women – already the region's poorest, most marginalized community (UNFPA and WEDO, 2009).

Conflict

- A 2010 prevalence study in the Eastern Democratic Republic of the Congo assessed that nearly 40 percent of women were survivors of sexual violence (IASC, 2015).
- In Liberia, a survey of 1 666 adults found that 32.6 percent of male combatants experienced sexual violence while 16.5 percent were forced to be sexual servants (IASC, 2015).

Protracted situations (including refugee and IDP)

- In Jordan, according to a 2014 report conducted by the international NGO Save the Children, one in every four marriages between Syrian refugees in the country involves a girl under the age of 18. In 2011 the figure stood at 12 percent (Save the Children, 2014).
- In Thailand, UNHCR monitors the numbers of suicides, among other protection incidents in the Burmese refugee population. According to UNHCR, "2 in 3 suicide victims are women, compared to a national ratio in Thailand of 3 males to every 1 female. Most suicides involve victims of rape or domestic violence" (UNFPA, 2012).

Socio-economic crisis

- Socio-economic crisis can plunge households into poverty or deepen the extent of poverty, forcing families to make difficult decisions. Research shows that one in nine girls will be married by the time she turns 15, a practice that is in part the result of persistent poverty and gender inequality. Most of these girls drop out of school and become young mothers, which puts them at a greater risk for maternal death, the leading cause of death for girls between ages 15 and 18 globally (UNFPA, n.d.).

2.5 GBV, disability and disasters

The intersection of gender, disability and displacement increases the risk of violence for women, girls, boys and men with disabilities as well as caregivers, who are overwhelmingly women and girls. Female caregivers are considered at increased risk of GBV because caring for people with disabilities can reinforce their isolation and further limit their access to social, economic and material support, increasing their vulnerability to violence and exploitation (WRC and IRC, 2015). Support and assistance are virtually non-existent in rural areas. This means people with disabilities in rural areas are not getting their needs met, making them a particularly vulnerable group. It is estimated that one hundred million people worldwide have disabilities that could have been prevented had their right to adequate nutrition, clean water, sanitation, health care and security been met (CBM, 2007, 11). The World Health Organization estimates that approximately 15 percent of any community may consist of persons with disabilities (WHO and World Bank, 2011). This rate is expected to be higher in communities that have fled conflict or disaster, as crisis-affected people may become injured and have limited access to medical treatment (WRC and IRC, 2015). From these estimates it is calculated that approximately 7.6 million persons with disabilities are living in situations of forced displacement worldwide (WRC and IRC, 2015).

Despite the numbers, persons with disabilities are among the most vulnerable and socially excluded groups in any crisis-affected community, often facing a range of societal, environmental and communication barriers to assistance. This has significant implications for their protection in humanitarian settings. Consequently, the WHO reports that rates of violence are 4–10 times greater among persons with disabilities than non-disabled persons in developed countries (*Ibid.*, 2015).

2.6 The role of men and boys

Men are the gatekeepers of current gender orders and are potential resistors of change. If we do not effectively reach men and boys, many of our efforts will be either thwarted or simply ignored.

Michael Kaufman in Ruxton, 2004, 20

Men and boys are vital to combatting gender-based violence as allies and as agents of change. The vast majority of perpetrators are men, but they are not born violent. Rather, they are socialized into masculine roles that promote competitive, aggressive and ambitious self-seeking behaviour. Even outside of violence, conforming to ideas of what it is to be a man can “deprive them of the joys that can come from parenting and having intimate respectful relationships” (UN Women, 2011). A frequently stated example of the gendered ways that disasters affect men and women differently is that in conflict settings, men and boys are at a greater risk than girls and women to be drafted into military groups and subsequently to be maimed or killed as a direct result of conflict. And although in most cases more women than men die as a result of natural hazards, this was not the case when Hurricane Mitch hit Central America in 1998, because of societal expectations that men should carry out high-risk rescue activities (Buvinic *et al.*, 1999).

It is important for practitioners to understand that belief systems surrounding GBV are internalized by women as well. Gender roles are not merely imposed upon women, they are also enforced and enacted by them, hence why it is that women perpetuate violent notions of masculinity or the continuation of female genital mutilation. This has implications for understanding gender dynamics and recognizing GBV in communities and households, because it is common for individuals to be socialized into accepting certain forms of abuse and discrimination as normal. Indeed, a study by the World Bank shows very clearly how women are socialized to varying degrees around the world to accept GBV as normal. The study reports that for countries with available data, 29 percent of women concurred that wife beating was justified for arguing with the husband, 25 percent for refusing to have sex, and 21 percent for burning food (World Bank, 2011). This suggests that the promotion among both men and women (or boys and girls) of alternative notions of masculinity favouring non-violence may help reduce violence in certain contexts.

First and foremost, programmes must engage key formal and informal community leaders, both men and women, who can help create a safe space and facilitate women's participation in economic development programmes. Many livelihoods, nutrition and agricultural projects should be inclusive of men with the aim to foster positive attitudes towards women and support them in rejecting violence and discrimination against women (WRC, 2011).



Chapter 3

POLICY ENVIRONMENT: GLOBAL FRAMEWORKS, FAO POLICY AND ITS COMMITMENTS TO ACCOUNTABILITY TO AFFECTED POPULATIONS

Access to livelihoods can empower women to be self-reliant, increase their status and influence in families and communities, enable their children to stay in school and access health services, and allow them and their daughters to avoid trafficking and transactional sex.

UNGA, 2016

3.1 The global policy context

Gender-based violence has gained increasing attention from a diverse range of stakeholders at the national and international levels in recent years owing to its negative impacts upon all sectors of humanitarian and development work and the current lack of sufficient response mechanisms. This increased attention is reflected in a number of major international policy agreements and interagency action plans and guidance, including:

- The **Sustainable Development Goals** will shape international and regional development for the next 15 years. The new Goals represent the first time since the **Beijing Platform for Action** 20 years ago that an international development agenda has integrated a goal on ending violence against women and girls (UN Women, 2015).
- The Committee on World Food Security **Framework for Action for Food Security and Nutrition in Protracted Crises** (CFS, 2015) aims to improve the food security and nutrition of populations affected by, or at risk of, protracted crises in a way that addresses underlying causes. It provides a broad framework, including 11 principles that can be used by all stakeholders who may have a role in improving or having an impact on food security and nutrition in protracted crises. Of special note here are Principle 4, “Protecting against all forms of gender-based violence, and sexual exploitation and abuse, particularly against refugees and IDPs, to allow safe access to resources to meet food and nutrition needs” and Principle 5, “Empower women and girls, promote gender equality and encourage gender sensitivity”.
- In follow-up to the 2016 WHS, **FAO** has made ten specific commitments focused on achieving gender equality and two for preventing and mitigating gender-based violence (FAO, 2016b).
 - FAO commits to developing and implementing approaches and strategies for the engagement of men and boys as part of the solution to prevent and respond to gender-based violence in crisis settings by 2018.
 - FAO commits to increasing staff training on inclusion of gender-sensitive and protection measures in the design and delivery of programmes to contribute to preventing and mitigating gender-based violence.

In 2015, the **IASC Guidelines for Integrating Gender-based Violence Interventions in Humanitarian Action** were released. The Guidelines aim to assist non-GBV specialists and non-specialized agencies to integrate GBV in humanitarian response. The present document has been developed in coherence with the IASC Guidelines in order to provide tailored guidance for FAO staff.

Three overall goals for integrating GBV interventions in humanitarian action that all international and national actors should aim to work towards (IASC, 2015)

1. Reduce risk of GBV.
2. Promote resilience by strengthening national and community-based systems that address GBV, and by enabling survivors/those at risk to access support.
3. Aid recovery of communities and societies by supporting local and national capacity to create lasting solutions to the problem of GBV.

- The Inter-Agency Standing Committee (IASC) issued its Statement on the **Centrality of Protection in Humanitarian Action in 2013**. The Statement affirms the commitment to comprehensive strategies for addressing protection risks in keeping with human rights and humanitarian law. GBV is one of the protection risks to be addressed in these strategies (IASC, 2013).
- The **Call to Action on Protection from Gender-Based Violence in Emergencies** initiative is a time-bound and measurable five-year plan (2016–2020) to mobilize and measure collective efforts from the humanitarian community to address GBV. The goal is for every humanitarian effort to include policies, systems and mechanisms necessary to mitigate GBV risks, especially violence against women and girls, from the earliest phases of a crisis (US State Department, 2015).
- Other global processes have emerged with specific strategies to address gender and GBV issues in disasters, including the **Hyogo Framework for Action and the Sendai Framework for Disaster Risk Reduction**, that recognize the importance of enhancing the participation of women to be more on par with men when it comes to preparedness in disaster risk reduction strategies.⁷

Those with limited capacities to buffer the impact of crises risk life-long, intergenerational consequences, as seen when the marginally food-secure slip into malnutrition and the impoverished fall into destitution.

Reviewed Strategic Framework (FAO, 2013h, p. 25)

3.2 FAO policy context

FAO has a strong base for addressing gender inequality as reflected in its mandate, goals, strategic objectives (2010–2019), policies and tools. However, the issue of gender-based violence (which is a result of gender inequality) as a risk factor affecting individuals' capacities and resilience requires greater attention. This GBV Guide is in line with the FAO Policy on Gender Equality and supports the implementation of gender as a cross-cutting theme throughout the Organization's strategic objectives.

3.3 FAO strategic programmes, resilience agenda and GBV

The FAO Strategic Framework (2013h) contains five strategic programmes that represent the main areas of work on which FAO concentrates its efforts to achieve its goals and fulfil its mandate. Gender is designated as a cross-cutting theme that is integral and instrumental to the achievement of the strategic programmes.

The FAO Resilience Agenda (Strategic Objective 5: to increase the resilience of livelihoods to threats and crises) integrates risk-sensitive development with recovery interventions, emergency relief and mitigation. Resilient livelihoods may be the only line of defence for vulnerable smallholders when threats become crises, and gender-based violence should be considered as one factor that undermines the capacities of individuals to be resilient and sustain livelihoods. Conversely, livelihood support is recognized as a protective factor and utilized as an important strategy to mitigate GBV prevalence (IFRC, 2015).

⁷ For a summary of some of the UN's initiatives, see UNSG, 2014 and CSW, 2012.

3.4 FAO Policy on Gender Equality

The FAO Policy on Gender Equality (2013b) focuses on closing the gender gap in agriculture and rural development while recognizing that men are important partners in achieving this goal, as men and women's roles are usually interdependent and complementary. The gender gap in agriculture refers to women's reduced access to resources (e.g. land, animals, income, new technologies and credit) and services (e.g. education) compared to men due to sex-based discrimination (FAO, 2011). Implementation of the Policy has the potential to put more resources in the hands of women, thus boosting their status and decision-making power – a vital step towards greater gender equality and addressing the underlying causes of gender-based violence.

This Policy outlines two main ways of working to achieve its gender equality objectives:

1. **Gender mainstreaming** – This involves to systematically examining and address women's as well as men's needs, priorities and experiences as part of the development of policies, normative standards, programmes, projects and knowledge building activities, so that they benefit equally and inequality is not perpetuated.
2. **Targeting women specifically** – The gender gap is often quite large and calls for programmes and projects to bring specific attention and resources to the needs of women.

3.5 FAO commitments on accountability to affected populations

Accountability to affected populations (AAP) is about engaging affected people in planning and decision-making processes that affect their lives by ensuring two-way communication and enabling meaningful participation and dialogue throughout the project cycle.

For FAO, AAP means: *an active commitment by actors and organizations to use power responsibly by taking account of, giving account to, and being held to account by, the people they seek to assist.*

Guidance Note: accountability to affected populations (FAO, 2013d)

Underpinning the Organization's goal to improve policy and practice in AAP are seven core commitments,⁸ including protection from sexual exploitation and sexual abuse (PSEA). Each commitment is particularly relevant to contributing to people's protection, as two-way communication contributes not only to better informed individuals who understand their rights and raise concerns, but also to increased knowledge among staff of existing local capacities and the risks that affected people

⁸ The seven core commitments are: 1. Strengthening leadership and governance; 2. Greater and more routine transparency, two-way communication, and information provision for affected communities; 3. Provision of feedback, complaints and response mechanisms; 4. Fair and representative participation; 5. Mainstreaming AAP into the project cycle, with a focus on learning; 6. Prevent sexual exploitation and abuse; and 7. Deliver AAP commitments in a coordinated and coherent way. Commitments 1–5 are in line with the five commitments on AAP endorsed by the IASC Principals; commitment 6 is in line with ST/SGB/2003/13.

are exposed to. AAP approaches endeavour to be sensitive to the different needs of women and men in accessing information while providing channels for men and women to have their voices heard and inform project decisions. In addition to meeting the diverse needs of men and women, these approaches have the potential to challenge discriminatory norms that otherwise marginalize certain people from information-sharing and decision-making processes, by instead providing the means for at-risk people to contribute to their own protection and self-reliance (FAO, 2013d; and see page 41 for more information on feedback mechanisms).

3.6 UN policies on protection from sexual exploitation and abuse

Sexual exploitation and abuse (SEA) is a form of gender-based violence that takes place when humanitarian workers abuse their position of power and sexually exploit or abuse individuals from affected communities, beneficiaries or not. A common example is exchanging humanitarian services or relief such as food, tools and/or grain for sex. Acts of SEA are a serious offense and the biggest breach of our accountability to affected populations. FAO has a zero-tolerance policy to acts of SEA that are committed by any personnel associated with the work of FAO, including implementing partners and service providers.

In 2003 a **Secretary-General's Bulletin on Special Measures for Protection from Sexual Exploitation and Sexual Abuse** (UNSG, 2003) was released. It defines sexual exploitation and sexual abuse as the following:

*“**Sexual exploitation**” means any actual or attempted abuse of a position of vulnerability, differential power, or trust, for sexual purposes, including, but not limited to, profiting monetarily, socially or politically from the sexual exploitation of another.*

*“**Sexual abuse**” means the actual or threatened physical intrusion of a sexual nature, whether by force or under unequal or coercive conditions.*

For more information on PSEA policies see [Annex 1](#).

Yatta, West Bank and Gaza Strip – A Palestinian farmer tending to the garden >
in the backyard of her home. FAO Project: OSRO/GAZ/104/CAN – Mitigation of
household food insecurity through backyard food production activities targeting
vulnerable women and youth in the West Bank and Gaza Strip.

©FAO/Marco Longari

Chapter 4

ADDRESSING GBV THROUGHOUT THE PROJECT CYCLE

Building resilience of livelihoods to threats and crises is impossible to achieve without fully incorporating women's and men's specific needs and priorities.

FAO WHS Position Paper, 2016b



4.1 Introduction

In order to contribute to the protection of populations at risk⁹ of, or affected by, GBV while ensuring that no individuals are exposed to harm as a result of FAO interventions, GBV concerns must be mainstreamed into FAO projects and programmes. This chapter aims to provide practical guidance to FAO staff and partners on how to mainstream protection from GBV into the design and implementation of interventions. Section 4.1 contains a list of guiding principles that aim to ensure humanitarian and development interventions are safe, non-discriminatory, participatory, accountable and sustainable.¹⁰ Section 4.2 provides specific guidelines and tools for integrating GBV concerns throughout the three relevant phases of the project cycle.

GUIDING PRINCIPLES FOR PROTECTION MAINSTREAMING

- **Understanding the local context and building on women’s and men’s strengths and assets:** Build upon the local capacities and services and respect local cultures without perpetuating stereotypes and discrimination.
- **Safety, dignity and “do no harm”:** Prevent and minimize as much as possible any unintended negative effects of your intervention that can increase people’s vulnerability to both physical and psychosocial risks.
- **Inclusive access:** Pay attention to access issues (e.g. disability, discrimination or stigma) preventing people in need from accessing aid, services and workshops. Make arrangements to facilitate access, ensuring that no one is left behind.
- **Participation and empowerment:** Empower men and women by ensuring programming is based upon sound analysis of the context and social dynamics. Men and women must be informed about project objectives and their participation ensured throughout the project cycle.
- **Coordination and partnerships:** Promote and maintain strong and respectful partnerships with other sector specialists, in particular those with protection and GBV expertise (including GBV subclusters and other coordination bodies), for knowledge sharing and to ensure work is in line with and complements other agencies’ efforts.
- **Accountability to affected populations:** Set up appropriate mechanisms for affected populations to participate in project design and provide feedback throughout implementation. Programmes should be reactive to feedback, concerns and complaints.

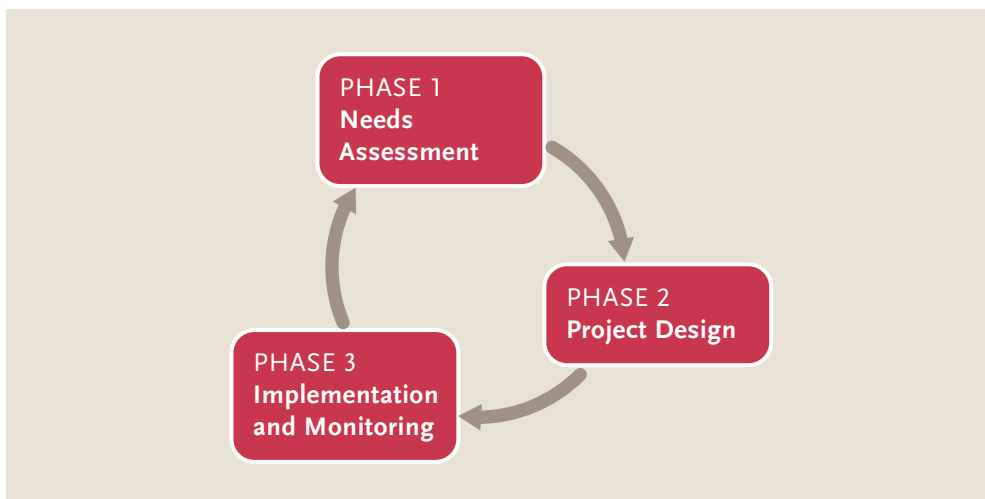
⁹ For the purposes of this Guide, at-risk groups include those whose particular vulnerabilities may increase their exposure to GBV and other forms of violence: adolescent girls; elderly women; woman and child heads of households; girls and women who bear children of rape and their children born of rape; indigenous people and ethnic and religious minorities; lesbian, gay, bisexual, transgender and intersex (LGBTI) persons; persons living with HIV; persons with disabilities; persons involved in forced and/or coerced prostitution and child victims of sexual exploitation; persons in detention; and separated or unaccompanied children and orphans, including children associated with armed forces/groups (IASC, 2015).

¹⁰ Four principles have been adapted from the Protection Mainstreaming Task Team Guidance, Global Protection Cluster, <http://www.globalprotectioncluster.org/en/areas-of-responsibility/protection-mainstreaming.html>. A fifth principle, on Coordination and Partnerships, has been added.

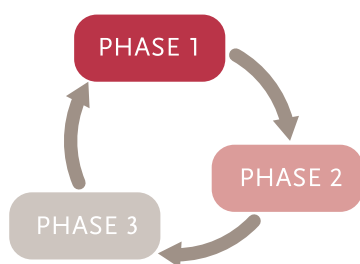
MAINSTREAMING GBV PROTECTION THROUGHOUT THE PROJECT CYCLE

For the purposes of mainstreaming GBV protection in FAO projects and programmes, the project cycle has been divided into three phases, each of which requires practitioners to perform a specific set of key actions in order to adequately address GBV issues and ensure projects are safe for men and women. To assist practitioners in fulfilling these requirements, guidelines and tools corresponding to each of the phases of the project cycle have been provided.

- **PHASE 1** – Needs Assessment and Project Identification: includes an **overview of assessment methodologies; guidelines for undertaking participatory assessments;** a set of **important GBV-related areas of inquiry for assessments** accompanied by lists of specific questions that can be integrated into the Organization’s various assessments and monitoring; **and a tool for analysing GBV risks** within the context of FAO projects.
- **PHASE 2** – Project Formulation: discusses elements of project design that are crucial for optimizing results in GBV-related initiatives, including **targeting, coordination and partnerships** and **advocacy**. The section also reviews two common types of intervention (**cash- and voucher-based initiatives and livelihood interventions**) and discusses how best to respond to GBV issues within these interventions.
- **PHASE 3** – Implementation and Monitoring: covers implementation issues such as **logistics, procurement and distribution; complaints and feedback mechanisms;** and **referrals**. It also lists **GBV-related indicators for monitoring, evaluation and learning** and describes other monitoring resources including **interagency GBV monitoring systems** and the **IASC Gender and Age Marker**.



PHASE 1 NEEDS ASSESSMENT AND PROJECT IDENTIFICATION



At this stage staff will conduct needs assessments to understand agriculture, food security and malnutrition issues in a specific context. As part of this process, it is important to also analyse socio-cultural dynamics and the different protection risks, vulnerabilities and capacities of men, women, boys and girls. Much of the material presented in this section is also relevant during subsequent stages of the project cycle, particularly for monitoring purposes.

Gender-based violence risks do not need to be assessed separately from other assessments, but should be integrated into existing assessment methodologies.¹¹ **While it is the responsibility of all humanitarian actors to work within a protection framework and understand the safety risks that women, girls, men and boys face, GBV survivors should not be sought out or targeted as a specific group during assessments.** Examples of questions to be considered in needs assessments are provided in [Box 6 on page 28](#).

Table 2. Quick reference: conducting needs assessments

Key/minimum actions	<ul style="list-style-type: none"> • Disaggregate data by sex and age and according to other demographic variables as feasible (e.g. disability, single head of household, indigenous or other minority groups). • Identify main types of GBV in the context (e.g. socio-economic, physical abuse, sexual violence, emotional and psychological abuse, and harmful traditional practices at household, community and state levels). • Define the forms of GBV that present risks to food and nutrition security.
Approaches to guide assessment design	<ul style="list-style-type: none"> • Promote the active participation of women, girls and other at-risk groups in all livelihoods, nutrition and agricultural assessment processes. • Ensure both male and female staff are included in all assessment teams; have received training on how to conduct safe and ethical assessments; and are aware of the FAO Code of Conduct (FAO, 2013a) and issues of gender, GBV, women's/human rights and social exclusion. • Aim for 50/50 ratio of male to female responders to any survey.

¹¹ There are a number of assessment methodologies used by FAO (e.g. SEAGA for Emergency and Rehabilitation Programmes, post disaster needs assessment (PDNA), Livestock Emergency Guidelines and Standards, Phased Agricultural Livelihood Needs Assessment Framework and Tools). You can access these on the FAO website at <http://www.fao.org/emergencies/results/en/?keywords=NEEDS%20ASSESSMENT%20GUIDELINES>.

4.2 Where to find GBV-related information

The following list provides an overview of the assessment methodologies that can be used to gather context-specific information on GBV. Examples of GBV-related questions are provided in the following section (see page 27: [What information is needed](#)). Staff are not expected to use *all* of these methods; rather, the list is intended as a guide illustrating the myriad ways in which information can be sourced.

- **Conduct a desk review:** FAO Country Gender Assessments (CGAs) are increasingly covering more geographical locations and provide an analysis of gender inequality issues and often gender-based violence, so check with your office to see whether one has been completed. Other sources include existing reports, bulletins and press releases from human rights, protection and gender-mandated agencies such as OHCHR, UNHCR, UNICEF, ICRC, UNFPA, UN Women, Human Rights Watch, Amnesty International (AI) and International Crisis Group (ICG), as well as MSF, UNDP, World Bank and CEDAW periodic reports.
- **Engage with existing GBV coordination bodies** to link up with other ongoing assessments so as to avoid duplication in efforts and redundancy.
- **Identify key informants** among FAO staff (e.g. management, gender focal points, field monitors, project coordinators, security officers, national staff); FAO partner staff (e.g. government ministries [health, women and children, agriculture]); local protection, health and organizations; cluster/working group members (e.g. Food Security, Health, Protection Cluster and GBV subcluster); other UN agencies (e.g. UNHCR, UNFPA, UNICEF, UNDP, OHCHR); ICRC; IFRC; INGOs and local NGOs; religious leaders, community leaders and community-based organizations; police, health, education and psychosocial services; and government and/or de facto authorities.
- **Carry out on-site observations:** Following safety and ethical protocols, collect information from local men and women and partner staff while on-site to be integrated into the situation analysis that informs the concept note.
- **Conduct focus group discussions** with community members that are age-, gender- and culturally appropriate (e.g. participatory assessments held in consultation with men, women, girls and boys separately are recommended).
- **Perform safety mapping** to determine gender-based violence and other safety risks related to FAO projects, such as livelihood interventions and accessing assistance to ascertain protection threats (e.g. from armed groups, landlords, school teachers, bosses) and locations where safety risks are known to occur (e.g. certain streets, walking routes, schools, shops). Information can be sought from relevant key informants and through on-site observations, focus group discussions and post-distribution monitoring (see Box 4).

Box 4. Safety mapping: an assessment tool

Safety mapping is a tool that is used to assess the varied perception of risks faced by women, men, adolescent girls and boys while participating in a project or when earning their living. Using a map that highlights areas important to the community's livelihoods, men and women from the community help to plot safety risks, indicating for each whether they feel safe or not. The following questions, provided by the Women's Refugee Commission, are a guide for leading gender- and age-disaggregated focus groups in safety mapping (WRC, 2011).

1. When and where do displaced populations feel safe and unsafe?
2. Which forms of harm and violence (psychological, physical, sexual, economic or socio-cultural) are they exposed to?
3. Which situations bring greater risk (e.g. in a shop by oneself, negotiating to sell something) and how can those risks be reduced?
4. How would respondents characterize relationships with other market actors, employers and fellow employees?
5. Do respondents have a safety net (people they can turn to for help or can borrow money from)?

Further guidance for how to undertake a safety mapping exercise can be found using the following resources: Women's Refugee Commission's [Guidance](#) (WRC, 2011) and [video](#) (WRC, 2013).

How to conduct participatory assessments

4.3

Box 5 below provides a checklist of specific measures to ensure assessments that may identify GBV risks are conducted in a safe and ethical manner. Although all assessments should prioritize the well-being of those engaged in the assessment process, ensuring an appropriate approach is of paramount importance when sensitive issues such as GBV are being broached. In some contexts it is particularly difficult to engage women, girls and other at-risk groups due to safety issues, mobility restrictions, cultural taboos or their lack of time (due to other responsibilities). For this reason, assessments need to be planned well in advance, and relevant staff will need to make adjustments to ensure equal participation from men and women (IASC, 2015, 34–35).

Box 5. How to conduct participatory assessments that are GBV-sensitive

- Provide training on safe and ethical principles and approaches to staff on the assessment team. Ensure all those on the assessment team are aware of appropriate systems of care (i.e. referral pathways) that are available for GBV survivors if necessary.
- Consult GBV or protection specialists for support and inputs or where feasible aim for a joint assessment.
- Involve local GBV expertise where possible.
- Consider cultural and religious sensitivities.
- Conduct assessments in a participatory way by consulting women, men, boys and girls of all backgrounds, being sure to include people with specific needs.
- Hold separate women's or men's groups, or hold individual consultations where appropriate.
- Ensure a fairly equal number of female and male assessors and translators are available; it is especially important to provide female assessors when consulting women and girls.
- Conduct consultations in a setting deemed secure/private by participants to ensure participants feel, and are, safe to answer genuinely.
- Provide information on the purpose of the exercise, the types and intended uses of the data to be collected, and any potential risks of participating in the study. Address issues of confidentiality and anonymity.
- Reassure people there will be no repercussions if they choose not to participate.
- Do not ask respondents to explicitly talk about their own experience or report specific incidents. Approach these issues in a general manner (e.g. asking a group of individuals: To what extent is violence an issue? Do people in general feel safe when getting from A to B? What types of GBV may people be exposed to?).
- Do not share personal and sensitive data that may be linked back to a group or an individual, including GBV survivors.
- Do not collect information that is not necessary to fulfil the purpose of your assessment.
- Act in the best interests of the participants at all times.

4.4 What information is needed

This section highlights the major areas of inquiry that can be investigated to support GBV risk analysis, assessment and monitoring. The tables below include a range of GBV-related questions that can be selected and incorporated into the Organization's various assessments and routine monitoring (note that analysing gender roles and relations is vital to understanding asymmetries of power between men and women that fuel GBV). Staff should utilize relevant questions from the areas of inquiry presented below to boost the impact and sustainability of projects. The first table provides guidance for assessing context-specific GBV risks while the second table aims to assess and monitor FAO procedures to improve staff awareness, capacity building or actions for GBV-integrated programming.¹²

For additional guidance on gender analysis please refer to the following documents: [FAO Integrating Gender Equality into the Project Cycle \(FAO, 2015\)](#), [E-learning course on Gender in Food and Nutrition Security \(Lessons 3.1 and 3.2\)](#), [SEAGA:](#)

¹² Many of the questions in the tables have been adapted from the 2015 IASC GBV Guidelines.

Socio-economic and Gender Analysis Programme – Field Level Handbook (FAO, 2001), Good Practices Framework: Gender Analysis (CARE, 2012), Understanding and integrating gender issues into livestock projects and programmes – A checklist for practitioners (FAO, 2013i).

Box 6. Guidance for assessing context-specific GBV risks

Community participation and leadership

- Are women and other at-risk groups actively involved in community-based activities (e.g. women's associations, young people and farmer groups)?
- Are women and other at-risk groups involved in decisions on agriculture or livestock activities (e.g. type of assistance – cash, seed or livestock distribution – or timing of meetings and workshops)?

Cultural and community norms and practices

- Who in the family makes decisions about work, nutrition, accessing productive resources, services and spending household money? (For example, women excluded from certain types of work; other forms of gender-based discrimination against women in the workplace or marketplace; gender dynamics in household food consumption; variability of nutrition status among different family members; obstacles, such as cultural restrictions, to nutrition assistance for at-risk groups.)
- If in a natural disaster or conflict situation, how has the humanitarian emergency affected the gendered division of labour? (For example: Whose access to water/land has been affected? Whose livestock or crops have been affected? Which additional responsibilities have been placed on men and on women?)
- Are there cultural norms that restrict women, girls and other at-risk groups from networking; participating in community meetings; and accessing markets, agricultural lands, water points, seed and tool dispersal programmes, or food/cash/voucher distribution programmes? (For example, mobility or transportation issues; child care and other domestic responsibilities; disabilities; legal barriers preventing refugees from accessing jobs in the formal sector; legal barriers to ownership of property, land or other productive assets; illiteracy; lack of training and information.)
- Are there unequal gender norms that livelihood programmes risk perpetuating (e.g. by placing women only in caretaking and child care jobs, or by delivering skills training programmes that reinforce female stereotypes)? Do livelihood activities shift additional burdens to women, adolescent girls or boys and other at-risk groups participating in the activities?
- What are the risks of violent or aggressive reactions associated with women, adolescent girls and other at-risk groups engaging in economic programmes – particularly from intimate partners and/or family members?
- Is there a risk of conflict between different groups using natural resources (e.g. agriculturalists and pastoralists, host communities and the displaced) that could in turn increase the risks of GBV for women, girls and other at-risk groups?
- What are the locally existing mechanisms in the community for dealing with cases of GBV?

Physical safety and risks of GBV

- What are the GBV-related risks faced by affected populations when earning a living? (For example, over-borrowing money from relatives, merchants or cash and voucher distributors; getting stopped by police; selling goods from house to house.)
- Which work-related relations increase the risk of sexual assault, harassment or exploitation, and which provide safety (e.g. customers, suppliers, market administrators, intimate partners)?

- Does limited access to livelihood assets force women and other at-risk groups to adopt unsafe survival strategies? If so, what are they? What might help mitigate their risk of engaging in these survival strategies?
- Are FAO project sites safe for women, boys and girls and other at-risk groups? (Are there reports of physical assault, sexual harassment or exploitation by employers, clients or suppliers? Are the work hours and locations of work, assistance and services safe and accessible? Is there backlash from family or community members when women gain access to knowledge, skills and/or money?)
- Are the distances and routes travelled to distribution sites, work sites and agriculture or livestock activities safe for women, girls, boys and other at-risk groups? (For example: Has safety mapping been conducted with participation by women and other at-risk groups to identify security concerns related to accessing water, fuel, agricultural lands and distribution sites?)

Box 7. Guidance for assessing FAO procedures and actions

FAO and partner staff approaches and capacity strengthening

- What is the ratio of male to female FAO/partner staff working directly with affected populations?
- Are the lead actors in food security and nutrition assessments, project design and implementation aware of international standards for mainstreaming GBV prevention and mitigation strategies?
- Have FAO and partner staff received training on how to conduct assessments in a safe and ethical manner?
- Have FAO and partner staff received training on issues of gender, GBV, women's/ human rights and social exclusion?
- Are staff aware of the local referral mechanism, or GBV-related response services (e.g. legal, medical and psychosocial, including locally existing community mechanisms for dealing with GBV cases such as religious leaders, elders, formal and informal court systems)?

GBV integrated programming

- Do livelihoods and other community mobilization activities disseminate information on GBV risk-reduction or local GBV services to the community?
- What steps are currently being/should be undertaken to ensure safety? (For example, safety mapping; awareness among FAO and partner staff on protection concerns including GBV; presence of female staff; safe and confidential complaints and feedback mechanisms established; awareness raising and training on safety issues, including gender-based violence risks, disseminated among the community.)
- Do project proposals integrate GBV-related risk-reduction strategies? Do they allocate funding for sustainability of these strategies? (For example: Are there initiatives for safe access to cooking fuel? Does the project address discriminatory practices hindering women and other at-risk groups from safely participating and benefitting at least equally from the project?)
- Do interventions reduce the time burdens usually experienced by women who are responsible for maintaining the household, raising children and feeding the family, looking after sick family members, and engaging in their own livelihood activities?
- Have market surveys identified livelihood activities that are profitable and empowering, particularly for women, adolescent girls and other at-risk groups?
- Which activities do men and women perform along the value chain? Is the participation of women being prioritized? Are there opportunities to safely transform discriminatory gendered divisions of labour?
- Are there opportunities for FAO interventions to target GBV survivors (e.g. providing livelihood skills and awareness training in a GBV safe house or a rehabilitation centre for former child soldiers)?

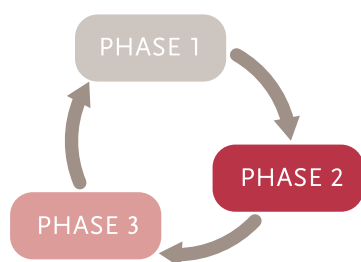
4.5 How to analyse GBV risks within the context of FAO projects

After assessing the livelihoods, food security and protection needs of the community by age and gender, practitioners can use the following questions to understand the context-specific links between gender-based violence, food insecurity and FAO interventions – in other words, to undertake a GBV analysis. The GBV risk analysis tool (Box 8 below) lists the three main areas for analysis and provides sample questions to assist with the analysis. Although special attention is given to women and girls due to their documented greater vulnerabilities to GBV, FAO staff should analyse all gendered vulnerabilities that put men, women, boys and girls at heightened risk of violence in order to complete a sound analysis and select appropriate strategies to implement.

Box 8. The FAO GBV risk analysis tool

- 1. What are the existing GBV risks and the local capacities to prevent and mitigate them?**
 - a) **Which GBV risks are men, women, boys and girls exposed to, including adoption of negative coping mechanisms?** (See Table 1: Types of GBV that are relevant to the work of FAO)
 - b) **Where does the threat of risk come from** (e.g. society, community or family level)?
 - c) **What are the capacities and protection strategies of people and communities to face existing risks?** Examples of protection strategies include traveling during the day on safer routes or working from home, or traveling and selling in groups. Capacities may include cultural, religious or social strengths; local agencies (e.g. psychosocial, health services and women's groups); national and government ministries; and national laws that protect men and women from violence.
- 2. How are GBV risks linked to the work of FAO?**
 - a) **In what ways does GBV undermine livelihoods and nutrition and food security outcomes?** (For example, reduced productivity due to denial of access to productive resources, illness, or injury; child and/or forced marriage perpetuating the cycle of poverty and gender inequality; violence impacting on women's mental and physical health, ability to look after children, breastfeed, participate in projects or access humanitarian assistance.)
 - b) **Are GBV risks unintentionally created or exacerbated by FAO intervention?** (For example: Is there evidence that household tensions are increasing? Is accessing FAO services causing people to travel through risky areas? Is engaging in any work as part of FAO initiatives exposing people to sexual/physical harassment or abuse? Have there been reports of sexual exploitation and abuse perpetrated by FAO or partner staff?)
- 3. How can FAO contribute to the prevention of GBV?**
 - a) **In what ways could FAO's interventions prevent and mitigate GBV?** (For example, supporting identified local capacities and protection strategies; through participatory approaches to address gender inequality and violence against women and girls in agricultural or nutrition workshops; working with governments and other relevant stakeholders to implement laws and practices that do not discriminate against women; putting more resources in the hands of women; including men from the beginning in discussions on gender inequality and GBV and supporting them to attend information sessions, for example on household food security and nutrition; linking with protection, education or health actors to implement joint food security-GBV projects and activities.)

PHASE 2 PROJECT FORMULATION



The findings from the assessments and analysis in Phase 1 will identify key problems related to food security and GBV and inform the formulation of the logical framework (Phase 2). Integrating GBV concerns into the design of projects will ensure that strategies have been identified to mitigate and prevent GBV risks affecting the community and undermining food security and agricultural productivity. There are a wide variety of possible livelihood interventions (see examples page 34). What matters is that any intervention is designed and implemented in ways that take into account major aspects of gender inequality and GBV.

Table 3. Quick reference: integrating GBV concerns into project design/formulation

Key actions	<ul style="list-style-type: none"> • Undertake a gender/GBV analysis and integrate findings in the project concept note. • Identify the ways in which food and nutrition security interventions can contribute to preventing or reducing GBV (using the GBV risk analysis tool in Box 8 above). • Identify opportunities to coordinate with protection, GBV, education or health partners to address GBV risks and ensure protection of at-risk groups (e.g. joint assessments, programming, outreach or advocacy). • Budget resources for targeted actions to reduce GBV risks for the affected population in the planned intervention.
Guiding questions	<ul style="list-style-type: none"> • Should combating gender-based violence be a dual objective of the project (for example if GBV is found to be undermining resilience, hampering community cohesion, and is highlighted as an important issue by community members)? • Does the intervention have the potential to improve women's access to productive resources (e.g. land, financing), inputs (e.g. seeds, fertilizers and hand tools), services, technologies, training, information and employment opportunities? • Does the intervention challenge/redress inequalities and discriminatory norms and practices? • If women are targeted for assistance, have both men and women been consulted? If needed or desirable, has a protection-mandated agency been identified to partner with? • Do FAO staff and key partners have the commitment and capacity to address GBV concerns? Is capacity development on gender-based violence and gender equality included in the project formulation? • Have GBV vulnerability-related indicators been identified during assessments or targeting processes and included in the project formulation? • Has a separate budget line on gender and GBV-related work been included in the project design?

4.6 General considerations in project design

4.6.1 Targeting

Appropriate targeting is essential to successful project design, not only because it ensures that the right intervention reaches those most in need, but also because poor targeting may create or exacerbate tensions in households and between community members (i.e. between targeted and non-targeted communities). **If done well, targeting may contribute to social change by putting more resources in the hands of vulnerable groups, such as women, while making sure that the community accepts and buys into the project's objectives.** Broad engagement with a range of community stakeholders (and particularly with both men and women within a household) can prevent negative impacts later on. For example, in some contexts there were increased reports of domestic violence when blanket targeting of women was conducted, without prior consultation with men.

Considerations for a safer, more inclusive approach to targeting:

- **Include GBV vulnerability-related criteria** (e.g. gender, age, disability, ethnicity, religion).
- **Involve a broad range of representatives** to establish criteria for identifying vulnerable groups (e.g. community elders; indigenous, marginalized or minority ethnic groups; persons with disabilities; women and children's groups).
- **Identify ways to reach people at risk of exclusion (e.g. LGBTI individuals or persons with disabilities) and/or stigma** (e.g. women not attending nutrition groups due to the shame it brings upon their family for having malnourished children), for example by disseminating information through the use of local radio.
- **Explain and widely disseminate FAO targeting criteria and rationale** and invite feedback from the community.
- **Ensure open dialogue with men and women throughout the project cycle** in order to keep track of the positive and/or negative impacts that targeting strategies are having on household and community dynamics. This will also help to ensure that relevant minority or marginalized groups are not inadvertently excluded.

4.6.2 Coordination and partnerships

For an agency like FAO, with broad expertise in agriculture and rural livelihoods, partnership and coordination with actors who offer different yet complementary expertise plays a crucial role. Sharing knowledge and combining resources will not only improve the overall response to food security and gender-based violence, but also has the potential to raise awareness and capacities of key partners, including government line ministries and local NGOs, to address GBV in their communities.

The exchange of information among different disciplines allows: a) an economization of time and effort spent on analysis, b) a more holistic analysis and c) valuable exchanges among experts from various disciplines (e.g. health and HIV, fisheries, organizational development and economics), thus enabling interdisciplinary support to be provided in the field as well as shared planning.

Holvoet, 2010

Seek partnerships with GBV subclusters and other coordination bodies, international or local GBV specialists and/or protection, health and education actors to:

- Strengthen linkages with national systems and local actors, particularly local women's groups, who are best placed to challenge prevailing cultural norms;
- Undertake joint GBV and protection assessment/analysis or gather information from other assessments undertaken or discussions in coordination fora (e.g. clusters and subclusters);
- Gain support to analyse GBV concerns at the community level;
- Understand how to utilize food and nutrition security interventions to address protection concerns such as GBV;
- Train FAO staff and partners on GBV;
- Develop and deliver training to participants involved in FAO interventions (e.g. as a component in Farmer Field and Life Schools or Dimitra Clubs) on GBV and other gender-related issues.

Box 9. FAO partners with UN Women in Caisses de Résilience

In the Central African Republic, where the recent crisis has affected the social fabric of society, survivors of GBV are stigmatized, deprived of support, and often engage in risky coping strategies such as transactional sex for survival. FAO has partnered with UN Women to ensure that women affected by the conflict, including GBV survivors, benefit from livelihood strategies.

Through the Organization's community-based resilience building approach, "Caisses de Résilience", women's groups received support for strengthening their technical, financial and social capacities to engage in resilient livelihoods, reintegrate into society and rebuild their self-esteem by increasing their skills, knowledge and economic self-reliance.

The project set up listening and counselling spaces for awareness, information, reflection and discussion inclusive of men and women. The holistic approach to social, technical and financial empowerment triggered greater inclusion of women's participation in dialogue and decision-making at both household and community levels, countering the existing discrimination and ostracism of survivors and at-risk women.

4.6.3 Advocacy

Incorporating advocacy on gender-based violence into project design can help to ensure support for initiatives from key partners and therefore greatly enhance the results obtained during project implementation (Global Protection Cluster, 2014). Advocacy work includes employing strategies to influence decision-makers and policies to change attitudes, power relations, social relations and institutional functioning to improve the situation for groups of individuals who share similar problems (IRC, 2011). The Gender-based Violence in Emergencies Advocacy Handbook developed by the Global Protection Cluster (2014) provides recommendations on how to determine when and how an advocacy effort can be undertaken, how to identify and prioritize advocacy targets at various levels, and the most effective ways to engage advocacy targets. It also contains tools, templates, resources, and messaging recommendations to support implementation of an advocacy strategy, as well as training materials to build capacity on advocacy. FAO could engage in some forms of food security and gender-based violence advocacy alone, although it is most likely to do so through partnerships with a protection-mandated agency or through UN Country Teams.

Examples of issues that FAO could advocate for include women's equal rights to land and other productive resources; the provision of identification cards to facilitate access to resources, services and information; or the importance of livelihood approaches to contribute to people's protection from GBV risks.

4.7 GBV considerations by type of intervention

4.7.1 Livelihood interventions

Sustainable livelihood approaches are the cornerstone of the Organization's work. At its basis, a livelihood approach is one that takes as its starting point the actual livelihood strategies of people; it looks at where people are, what they have and what their needs and interests are (Chambers and Conway, 1992 cited in FAO, 2010). The vulnerability context, livelihood assets and strategies, and existing policies, institutions and processes are all key to understanding the livelihoods of individuals and groups (see Box 10 below).

Interventions in support of positive livelihood strategies among affected populations can strengthen women's and men's livelihood options, prevent dependency and reduce vulnerability, as well as enhance long-term self-reliance. The development of livelihood opportunities through, for example, agricultural production, small business and employment, can also have a positive impact on security in the refugee and IDP context or among populations in extraordinary crisis. It can help reduce frustration and strengthen dignity and self-respect, thus reducing levels of violence. This section shows how principles in livelihood approaches can address GBV and provides examples of how to use livelihood interventions to reach this goal.¹³

¹³ This section is largely taken from: *Gender-Based Violence and Livelihood Interventions: Focus on populations of humanitarian concern in the context of HIV* (FAO, 2010).

Box 10. Key concepts in livelihood approaches

Vulnerability context refers to the external environment in which people live. It includes unpredictable events that can undermine livelihoods and cause households to fall into poverty. Conflicts; forced evictions and displacement; idiosyncratic shocks such as illness, including HIV, or health consequences due to GBV; loss or theft of land and productive resources; and existing social and cultural institutions are all elements comprising the vulnerability context.

Livelihood assets refer to resources that people control or have access to and which serve as the basis of household livelihoods (human, social, natural, physical and financial assets). Knowing more about the assets of vulnerable individuals is central to identifying appropriate measures and strategies to improve their situation and reduce their vulnerability. GBV affects a survivor's livelihood assets, for example, good health and ability to work, membership in a community, relationships of trust, dynamics in the household and the community, and income from employment (DFID, 1999, cited in FAO, 2010).

Policies, institutions and processes determine access to or control over the assets and livelihood strategies people use to make a living. These include systems of governance (state / customary), civic, political and economic institutions, and other social customs and rules (e.g. gender roles, land and property rights, religious rules) that are part of a given society; and processes that determine the way in which institutions and people operate and interact (Jaspars, O'Callaghan and Stites, 2007, cited in FAO, 2010).

Livelihood strategies are another important element of the livelihood framework. In the rural context, these include activities such as crop and livestock production, fishing, hunting, gathering, bartering, and non-agricultural employment. In the context of humanitarian crises, livelihood strategies will often also include migration, and access to food assistance or food distribution programmes from governmental, non-governmental or international actors. They can also include "negative" livelihood strategies such as commercial sex for survival. A livelihood is said to be sustainable if it can cope with and recover from stresses and shocks and maintain and enhance its capabilities and assets both now and in the future, while not undermining the natural resource base – thus leading to positive livelihood outcomes.

Supporting/influencing formal and informal policy and legal frameworks

The extent of GBV within a given society is strongly influenced by the existence of policies and laws that proscribe and punish such violence and the extent to which they are enforced. It is therefore important to support and influence formal and informal policy and legal frameworks that establish and protect the human rights of women and children, notably with respect to marriage, land and property (including inheritance, water, forestry and fisheries) as well as labour (especially youth employment) and access to justice and social protection. Support should also be provided to improve services and strengthen local institutions such as farming cooperatives, women's groups, or local systems for natural resource management (e.g. fisheries committees, water user associations).

Interventions should not be limited only to formal state law and institutions. Traditional or customary legal systems and practices fall within the sphere of informal laws and institutions, and are dominant in many countries. This is especially the case in humanitarian settings where rule of law and state institutions are themselves vulnerable and often non-existent or inefficient. Because such norms and rules in many countries perpetuate gender inequalities in access to and control over resources and opportunities, interventions seeking to influence changes in norms, practices and attitudes at the level of community institutions are equally important.

Increasing agricultural productivity

Among vulnerable populations, lack of agricultural inputs, poor infrastructure and poor marketing of products are common problems. Improving access to tools, such as hand hoes and shovels, and to agricultural inputs can help increase agricultural production, which in turn can improve livelihood options and reduce food insecurity, thus minimizing tensions and violence.

Specific activities in support of agricultural productivity may include:

- Provision of seeds, fertilizers and tools together with good advice to ensure their best possible use, which will allow for sustainable production;
- Transferring knowledge and providing support for integrated pest management systems to reduce harvest losses;
- Support for diversification of crops and promotion of rural technology, in particular labour-saving technologies;
- Conservation and propagation of traditional local seeds;
- Improving infrastructure such as irrigation systems, market infrastructure and rural roads;
- Transferring agricultural knowledge to add value to smallholder farmers' final marketable products;
- Provision of income-generating opportunities (e.g. cash for work programme) and/or social protection measures.

Securing access to and control of the means of production

Vulnerable populations often have insufficient or non-existent access to and control over land. In addition, they may lack access to water and be short of family labour owing to the effects of crises, including HIV and migration. Solid natural capital (e.g. land, natural resources and water) can help contribute to sustainable livelihood strategies while reducing tensions and competition for resources, which can lead to violence and transactional sex. Securing rights to land and other property can also prevent land grabbing and decrease women's and children's dependency on others, which in turn decreases their vulnerability to socio-economic violence and likelihood of engaging in negative coping strategies. In some cases, improvements in ownership rights may also provide a sound exit strategy from abusive relationships. FAO projects can help to ensure equal access to resources for vulnerable populations by supporting governments and local institutions who manage and govern the access to natural resources. At the policy level, FAO can advocate with governments to develop non-discriminatory laws and strengthen law enforcement mechanisms.

Enhancing income-generating activities and economic opportunities

Interventions in support of income-generating activities and economic opportunities are particularly useful in households affected by crisis or conflict. For example, the ability to combine income-generating activities such as trading and farming with livestock production makes people more resilient to external shocks (Alinovi, Hemrich and Russo, 2008, cited in FAO, 2010).

Key activities that can foster income generation include:

- Diversifying vegetable and livestock production;
- Diversifying into commercial fodder and seedling nurseries, home gardens or fishmongering;

- Supporting access to finances necessary for acquiring productive assets and technologies to initiate an income-generating activity;
- Providing training and capacity building to farmers to increase their bargaining power in the marketplace;
- Strengthening the capacity of producers to act on their own behalf;
- Ensuring access to social assistance benefits.

In the case of GBV, outcomes will be better achieved if economic and social objectives are pursued together. This means that combining income-generating activities with awareness raising on GBV will ensure the greatest impact in addressing gender inequality and GBV (see the following three sections for more on this). It is also important that income-generating activities promote active community participation because this is one of the ways through which social networks can be reinforced. Finally, it is essential to address the weakening of community-based credit initiatives that tends to come with the breakdown of community institutions and social relations in humanitarian settings. Providing financial services could assist people whose capacity to work on the farm has been reduced due to illness or injury as a result of GBV. Financial services could include offering special credit, linking farm-business development services or instituting a leasing programme to increase access to labour-saving tools and machinery. For vulnerable communities (notably refugees, IDPs and returnees), microcredit, microgrants, in-kind repayment, community-based credit programmes or group savings modalities may be more appropriate.

Promoting social reconstruction and reintegration

One of the major difficulties in dealing with GBV is the silence that surrounds it – in refugee/IDP camps, transit sites, communities and households. Interventions that help to rebuild social support and reinvigorate relationships of trust may improve the sense of self-esteem of victims/survivors, and thus enable them to enjoy a healthy, dignified and productive life.

Key activities include:

- Improving the internal functioning of formal and informal (civil society) groups with leadership, representation and management support;
- Creating a more open, supportive and reliable environment conducive to influencing and changing discriminatory social norms and attitudes;
- Promoting and encouraging social mobilization, information exchange, and communication between communities (in particular, between host communities and refugees/IDPs).

Through support to social reconstruction, adult farmers and young people can gather together to discuss issues of gender and power inequalities. They can also discuss the ways in which violence and harmful social practices within their cultures affect their lives and livelihoods. This will allow groups to plan for action to reduce and eliminate the identified inequalities and mitigate the impacts of violence. Such approaches (e.g. FAO Dimitra Clubs and Caisse de Résilience; see: Chapter 4) should be considered alongside other FAO activities when appropriate (e.g. income-generating activities).

Capacity and skills development

Investing in capacity and skills development in farming is critical for women, children and youth in particular to cope with crises and other shocks in the long term. In order to be relevant for GBV realities, training activities should combine technical and life skills. Activities designed in this manner can promote mutually reinforcing objectives: improving food security while fostering behaviour change with regard to social and gender attitudes. This, in turn, can contribute to preventing GBV and mitigating its consequences. In the “life skills” component of training, issues such as GBV, HIV/AIDS, land and property rights, entrepreneurship skills, human rights and gender equality can be discussed and appropriate solutions within the specific community context can be identified. Training should also include empowerment of rural populations, refugees and IDPs to demand better rural services and to use the law and legal services to defend their interests and rights.

The mandate of the agricultural extension services may thus be broadened to encompass GBV, human rights and access to justice, as it was done in some cases for HIV, and to be more oriented towards young people. It is equally important to support institutional capacity building to ensure that local institutions are able to provide necessary services to vulnerable people in rural areas – access to agricultural technologies and inputs, participation in markets, access to health, social and legal services – and thus improve their livelihoods and well-being.

Sharing information and gender-awareness raising

One of the key activities involved in addressing GBV is creating awareness about the issues surrounding it. Gender training and information campaigns are crucial to raise awareness of gender-specific issues in humanitarian and development settings.

Interventions may include:

- Information dissemination and basic training among community and opinion leaders about issues of gender, power and GBV to improve their understanding of and responsiveness to the different needs of men, women, girls and boys;
- Training in roles and responsibilities among NGOs, their partners, refugees, IDPs, host communities as well as government agencies to promote the respect of accountability principles.

4.7.2 Cash- and voucher-based initiatives

Mainly in humanitarian contexts, FAO manages five different modalities of cash- or voucher-based initiatives in which protection concerns such as gender-based violence should be considered. These five modalities are: i) voucher schemes, ii) input trade fairs (FAO, 2013f), iii) conditional cash transfers, iv) unconditional cash transfers, and v) public works schemes (cash/voucher-for-work [FAO, 2013g]). Because cash- and voucher-based initiatives can directly put more resources, work and market opportunities into the hands of women, they can also be seen to challenge social norms and therefore be rejected by the community, possibly also resulting in a rise in domestic violence. For this reason, it is essential to integrate a gender component from the beginning of programming design in order to ensure the safety of participants and optimal project outcomes (Bell, 2015).

Below are three levels of analysis to determine which type of transfer is appropriate in a given context and what impacts the intervention is likely to have upon men and women:

- **Safety risks to men, women, adolescent girls and boys outside the home:** for example, security fears regarding accessing and carrying cash outside the home, and safety risks at work or the marketplace;
- **Intra-household impacts:** including increase/decrease in intimate partner violence, intergenerational conflict, and conflict between wives in polygamous households;
- **Women's practical and strategic needs:** e.g. impact upon women's triple role¹⁴, bargaining position; decision-making, access to credit, knowledge and tools; and community status (e.g. acquiring ID cards, opening bank accounts).

For more information and specific examples on gender and protection concerns in cash- and voucher-based initiatives, see [Annex 2](#).

Box 11. Good practice: ensuring women's control over resources they earn

While women may participate in economic programmes, they may not have control over the resources they acquire. Programmes should provide safe places for women to save, such as bank accounts, and financial literacy so that they can maintain control over the resources they earn (WRC, 2011).

4.8 Design and monitoring tool: the IASC Gender and Age Marker

The IASC Gender Marker is a tool used by several UN agencies, including FAO, to code to what extent a project has the potential to contribute to gender equality. The Gender Marker can play an important role for donors and implementing agencies to track the proportion of funds allocated to gender equality and women's empowerment. Staff responsible for project formulation are required to assign a marker to the project when submitting the concept note and project document. The marker serves to indicate:

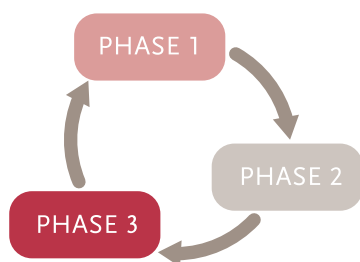
- **whether the project aims to promote gender equality** and the **empowerment** of women;
- to what extent it is designed to **ensure that women and men benefit equally** from the intervention.

GBV prevention and response projects that demonstrate sound gender analysis to justify the proposed interventions would be given the highest rating, 2a (the project contributes significantly to gender equality) / 2b (the project's principal purpose is to advance gender equality). A GBV prevention and response project without a sound gender analysis could be coded as low as 0.

In 2014 a comprehensive review of the IASC Gender Marker began from which an upgraded version, the Gender and Age Marker, has been developed and will be launched in June 2017. In addition to the age component, the approach to project coding has been simplified and streamlined and a monitoring function has been included to better understand how well the gender components mentioned in the project design are integrated during implementation of the project.

¹⁴ In most societies, and in particular, low-income women have a triple role: i.e. *reproductive*, *productive*, and *community managing* activities, while men primarily undertake *productive* and *community politics* activities. This is associated with a greater "time burden" on women, and are also tasks that are unpaid and undervalued. For more on triple roles see March, Smyth and Mukhopadhyay, 1999.

PHASE 3 IMPLEMENTATION AND MONITORING



Effectively addressing GBV during project implementation and monitoring requires that all project staff and partners be aware of GBV-related risks, protection mechanisms in place, and appropriate courses of action within their roles. This is crucial because GBV risks can arise during implementation as a direct result of technical aspects of the intervention. Furthermore, all staff members who come into contact with project beneficiaries and local populations should be equipped with the necessary tools and training to behave ethically and respond appropriately in sensitive situations. This section contains information on logistics and distribution of inputs, considerations for establishing a complaints and feedback mechanism, possibilities for advocacy on GBV and food security, GBV referrals, and suggestions for indicators to be used in monitoring and evaluation tasks.

Table 4. Quick reference: implementation and monitoring

Key actions in implementation	<ul style="list-style-type: none"> • Ensure partners implement FAO projects in compliance with UN standards of service and codes of conduct. Provide capacity building opportunities, and end contract with partners for serious misconduct such as sexual exploitation and abuse. • Adjust project or programme if GBV risks or incidents arise. • Ensure beneficiaries are informed about two-way communication channels so they can express concerns and provide feedback. • Maintain relationships with international and/or local protection/GBV organizations for updated information on GBV issues and services, such as referral pathways.
Key actions in monitoring and evaluation	<ul style="list-style-type: none"> • Include at least one GBV-related indicator in the project design.

4.9 Logistics, procurement and distribution

Logistics and procurement processes are critical actions in relief operations, ensuring the rapid procurement, storage, installation and distribution of life- and livelihood-saving supplies, such as livestock, seeds, tools, vouchers, or fishing equipment. GBV-related risks for logisticians to be aware of include entering into contracts with local suppliers that do not abide by international labour law standards (e.g. minimum age requirements); and undermining local markets by overlooking local procurement opportunities, supplying commodities for free that are available in small retail enterprises, or procuring commodities that are culturally inappropriate or difficult for women (and men) to utilize or prepare. GBV-related risks in distribution include sexual exploitation and abuse (e.g. sex for food, fish, seeds). Moreover, all staff should make sure that recipients of assistance actually benefit from it, and are not being robbed or assaulted for the cash or inputs that they have received.

The key to turning risks into opportunities in logistics, procurement and distribution processes is to understand how the end-users are utilizing the commodities and ensure this knowledge informs programming decisions. For example, if the majority of end-users are women, practitioners should purchase lighter shovels over heavier ones if they are available. Programme staff should therefore be careful to communicate programme objectives and information about the beneficiaries (sex, age, capabilities and needs) to procurement staff.

4.10 Complaints and feedback mechanisms

Complaints and feedback mechanisms (CFMs) provide avenues for affected people to give feedback or voice complaints that are relevant to FAO interventions, including for GBV-related issues. However, not all CFMs are considered “appropriate” for handling sensitive GBV issues, which can include sexual exploitation and abuse cases. In order to be GBV-ready, a CFM must at a minimum have standard operating procedures in place that ensure safety and confidentiality, timely feedback to the complainant¹⁵ and linkages with a GBV referral pathway and a sexual exploitation and abuse (SEA) focal point. If these minimum requirements are not in place it is best to inform affected populations that the CFM is not equipped to handle sensitive issues. Interagency mechanisms for receiving complaints from the community and providing feedback are considered a best practice to improve accessibility for affected populations (as opposed to the confusion that can result from having multiple CFMs). **It is highly recommended that FAO engage with existing interagency mechanisms and ensure they operate in ways that respect the safety and dignity of users.** (Links to additional resources on this topic can be found in the last two paragraphs of Annex 1).

4.11 Referrals

Working with vulnerable population groups in development and humanitarian contexts, FAO staff and partners will likely engage with GBV survivors, and may even witness a violent event. Particularly in emergencies, when services might not be functioning and information is lacking, persons from the affected population may approach FAO and partner staff for assistance in finding a service that can help them with a matter related to GBV. All UN employees have a general responsibility to do all they can to support the protection of all people, especially by responding to those in distress in a dignified and professional manner. For this reason, it is important that FAO staff and partners understand how they can assist. This will require project managers to proactively seek out information on the local referral system (if one has been established) and/or on relevant services (e.g. medical services, psychosocial support services and safe houses) available in the area. Information can be obtained from protection agencies (UNICEF, UNFPA, IRC, local NGOs, etc.) or from coordination mechanisms, including clusters (e.g. GBV, protection or health).

¹⁵ In the case of rape incidents, an immediate response is required as post-exposure prophylaxis (anti-HIV medications) must be administered within 72 hours to be effective. DNA evidence also needs to be collected within 72 hours.

Box 12. Principles to support GBV survivors

At all times FAO and partner staff must apply a survivor-centred approach, which means that the survivor's rights, needs and wishes inform any action. Key elements of a survivor-centred approach are:

- **Safety** and security of the survivor and others, such as her/his children;
- **Respect**: for the choices, wishes, rights and dignity of the survivor;
- **Confidentiality**: not disclosing any information at any time to any party without the informed consent of the person concerned;
- **Non-discrimination**: ensuring all survivors receive equal and fair treatment regardless of their age, gender, race, religion, nationality, ethnicity, sexual orientation or any other characteristic.

Source: UNFPA, 2012.

FAO staff and partners should consider the following options to contribute to protection:

- a) Outreach – Include information on protection services in FAO livelihood activities, for example through rural advisory services.
- b) Response – Indicate trusted services and protection/GBV actors to a person in need of assistance.
- c) Training – Provide FAO and partner staff with training on psychological first aid in the context of gender-based violence, as well as on policies, procedures and minimum standards for receiving (unsolicited) complaints.

4.12 GBV-related indicators for monitoring, evaluation and learning

This Guide aims to provide some GBV-related indicators that can be integrated into existing FAO monitoring tools and plans. Note that the indicators are always “GBV-related” rather than directly generating data on GBV specifics (e.g. incidents and types). The list provided in Table 5 below is not exhaustive: rather it contains possible indicators that FAO staff are encouraged to build upon or add to in order to suit the country-specific context. The indicators are general and will need to be adapted by programme/monitoring staff to be SMART (specific, measurable, achievable, relevant and time-bound). “Indicator definition” describes the information needed to measure the indicator. The more defined an indicator, the less room there will be for later confusion or complications: for example, “the number of safety incidents reported (by men and by women) at project X worksite between time A and time B”.¹⁶ It is advisable to disaggregate data by sex, age, and other vulnerability factors to improve the quality of the information collected. It is crucial that data collected be analysed and lessons learned incorporated into making programme adjustments. Data should also be shared with donors and other key local actors.

To assist in prioritization the indicators highlighted in red/darker rows are highly recommended.

¹⁶ Note: practitioners should be aware that increases in safety or GBV incidents over a period of time does not necessarily mean that project site X has become more unsafe, but could be due to improved monitoring and reporting.

Table 5. GBV-related indicators for assessment, monitoring and evaluation¹⁷

Indicator	Indicator definition	Possible data source	Target (to be determined in the field)
Inclusion of GBV-related questions in assessments conducted by FAO/FAO partner staff	$\frac{\text{\# of assessments by FAO/partner staff that include GBV-related questions} \times 100}{\text{\# of assessments by FAO}}$	Assessment reports or tools (at agency or sector level)	e.g. 100%
Female participation in assessments/programmes	$\frac{\text{\# of assessment respondents who are female} \times 100}{\text{\# of assessment respondents}}$ and $\frac{\text{\# of assessment team/staff members who are female} \times 100}{\text{\# of assessment team/staff members}}$	Assessment reports	
Consultations with the affected population on GBV risk factors in accessing livelihoods	Quantitative $\frac{\text{\# of livelihood programmes conducting consultations with the affected population to discuss GBV risk factors in accessing livelihoods} \times 100}{\text{\# of livelihood programmes}}$ Qualitative What types of GBV-related risk factors do affected persons experience in accessing livelihoods?	Organizational records, focus group discussion (FGD), key informant interview (KII)	
Female participation prior to project design and/or in livelihood activity	Quantitative $\frac{\text{\# of affected females consulted before designing a programme} \times 100}{\text{\# of affected persons consulted before designing a programme}}$ Qualitative How do women and girls perceive their level of participation in the programme design? What are barriers to female participation? What enhances women's and girls' participation in these processes?	Organizational records, FGD, KII	
Inclusion of GBV risk reduction in FAO funding proposals or strategies	$\frac{\text{\# of FAO funding proposals or strategies that include at least one GBV risk-reduction objective, activity, or indicator from these guidelines} \times 100}{\text{\# of livelihood funding proposals or strategies}}$	Proposal review	

¹⁷ The indicators have been selected from the 2015 IASC GBV Guidelines on preventing and mitigating GBV in humanitarian contexts (IASC, 2015).

Table 5. GBV-related indicators for assessment, monitoring and evaluation¹⁷

Indicator	Indicator definition	Possible data source	Target (to be determined in the field)
Training provided on GBV or gender to FAO and partner staff	$\frac{\text{\# of FAO and partner staff who completed a training on the GBV or gender} \times 100}{\text{\# of staff}}$	Training attendance, meeting minutes, survey (at agency or sector level)	
Risk factors of GBV when engaging in FAO projects	<p>Quantitative</p> $\frac{\text{\# of affected persons who report concern about experiencing GBV when asked about participation in livelihood programmes} \times 100}{\text{\# of affected persons asked about safety risks in accessing or participating in FAO projects and programmes}}$ <p>Qualitative</p> <p>Do affected persons feel safe when participating in FAO projects and programmes? What types of safety concerns do the affected population describe in livelihood programmes?</p>	Survey, FGD, KII, participatory community mapping	e.g. 0%
Change in net income of livelihood recipients	$\frac{(\text{endline income of livelihood recipients} - \text{baseline income of livelihood recipients}) \times 100}{\text{endline income of livelihood recipients}}$	Survey	
Inclusion of GBV referral information in community outreach activities/workshops	<p>Quantitative</p> $\frac{\text{\# of community outreach activities programmes/workshops that include information on where to report risk and access care for GBV survivors} \times 100}{\text{\# of community outreach activities/workshops}}$ <p>Qualitative</p> <p>Are affected persons aware of the referral mechanisms to other GBV services?</p>	Desk review, KII, survey	
Access of women and female-headed households to seeds and/or tools	$\frac{\text{\# of women and female heads of household that receive seeds and/or tools} \times 100}{\text{\# of households that receive seeds and/or tools}}$	x 100	

4.13 Interagency GBV monitoring systems

Although FAO is not a UN actor that is usually involved in interagency protection monitoring and reporting mechanisms, it may be of use to FAO staff and partners to know the international mechanisms that are operating in many contexts in which the Organization works. These sites may also be useful to gather more information on GBV in a specific context and/or international tools for addressing GBV. The mechanisms related to GBV include:

- Gender-based violence information management system (GBVIMS) – a multifaceted initiative that enables humanitarian actors responding to incidents of GBV to effectively and safely collect, store, analyse and share data reported by GBV survivors among protection actors.¹⁸ The system keeps the information confidential and protects the identity of survivors.
- UN Security Council Monitoring and Reporting Mechanism (MRM) – a mechanism established in 2005 to provide timely and reliable information on grave violations¹⁹ against children in armed conflict.
- Monitoring, Analysis, and Reporting Arrangements (MARA) – a specific coordination mechanism for conflict-related sexual violence with the aim to reduce the risk of sexual violence and improve assistance to survivors. At the country level, information and data collected for the MARA will be submitted to the UN leadership through existing data collection systems which work in any given country, such as the protection cluster, the GBV area of responsibility and gender theme groups.

¹⁸ To date the GBVIMS has been implemented in Burundi, Colombia, Côte d'Ivoire, Democratic Republic of the Congo, Ethiopia, Guinea, Iraq, Kenya, Liberia, Nepal, Sierra Leone, Southern Sudan, Thailand, and Uganda.

¹⁹ The six grave violations reported on are 1. Killing and maiming of children; 2. Recruitment or use of children by armed forces or armed groups; 3. Rape and/or sexual violence against children; 4. Attacks against schools or hospitals; 5. Abduction of children; and 6. Denial of humanitarian access for children.

Samba, Central African Republic - Junior Farmer Field and Life School (JFFLS) >
facilitator Jean Pierre Dioma educating local children on HIV/AIDS. FAO Project:
OSRO/RAF/010/SWE - Addressing HIV and Gender inequities through a food
security and nutrition response in eastern and central Africa.

©FAO/Riccardo Gangale

A man in a vibrant, patterned blue and yellow shirt is leaning over a whiteboard, writing with a red marker. He is holding a small orange book or folder. In the background, a group of people, including children, are sitting on the ground, watching him. The setting appears to be outdoors, possibly in a rural area, with trees and foliage visible.

Chapter 5

APPROACHES TO PREVENT AND MITIGATE GENDER-BASED VIOLENCE: FAO CASE STUDIES

GBV is one of the primary obstacles to achieving gender equality, and gender inequality perpetuates norms which promote GBV. In order to effect change on GBV, gender equality programming must be an integral part of the work.

US State Department, 2015

FAO contributes to the protection of at-risk individuals through its focus on food security and nutrition, poverty alleviation, protection and restoration of livelihoods – all of which are protective factors against gender-based violence. Most of the Organization’s existing projects and programmes that specifically include protection of individuals from GBV in their planning and activities do so by taking one or more of the three approaches described in section 5.1 below:

- 1. Using GBV and food security integrated programming or approaches** is when a project has prevention and/or mitigation of GBV stated alongside food security and/or strengthened livelihoods as a dual project objective, and therefore protection risks and impacts are monitored for the duration of the project.
- 2. Addressing women’s and men’s strategic needs** or transformative programming is an approach that tackles the root causes of gender-based violence by creating opportunities for individuals to actively challenge gender norms; promoting positions of social and political influence for vulnerable people; and addressing power inequities between different stakeholders. This approach is usually characterized by the involvement of local women’s groups and female leaders in the project/programme/intervention and by the goals of an intervention, which are usually aimed not only at the household level, but also at the societal/structural level (Moser, 1989).
- 3. Meeting women’s and men’s practical needs**, on the other hand, is an approach that tends to focus primarily on issues of relevance to the domestic arena. Distinct needs that have been identified by men and women themselves are addressed as part of project implementation (e.g. labour-saving technologies are introduced to address women’s time poverty, or distribution/workshop times adjusted to improve women’s ability to attend).

The remaining sections in this chapter provide examples of projects and programmes that illustrate how each of these approaches can be implemented.

5.1 GBV and food security integrated approaches

5.1.1 Bringing men and women together to address gender discrimination and violence against women

FAO Dimitra Clubs transform gender relations and empower rural men and women

In several sub-Saharan countries, the [FAO Dimitra Clubs](http://www.fao.org/dimitra/dimitra-clubs/en/) are proving to be a successful approach to address gender discrimination and gender-based violence.²⁰ The clubs are groups of rural women, men and young people – mixed or not – who voluntarily meet to discuss the challenges they face in their daily lives and take collective action to resolve their problems. In the Democratic Republic of the Congo, this participatory and rights-based approach has resulted in more equitable relations between men and women at household, community and institutional levels. For example, FAO staff have observed young men collecting fuelwood and water, tasks that were previously seen as the responsibility of women and girls only. Together men and women have

²⁰ Today, there are about 1 500 FAO-Dimitra Clubs in sub-Saharan Africa (Burundi, Democratic Republic of the Congo, Ghana, Niger and Senegal), with over 35 000 direct beneficiaries and 350 000 indirect beneficiaries, two-thirds being women. Access FAO Dimitra Clubs website here: <http://www.fao.org/dimitra/dimitra-clubs/en/>.

had the opportunity to discuss sensitive subjects such as early marriage, HIV/AIDS and sexual violence, and more women are now filing reports on rape with local jurisdictions rather than remaining silent.

The success of the Dimitra Clubs is due largely to two factors: the inclusion of men and boys as change agents and champions in the process of women's and girls' empowerment, and the opportunities provided to women to express their opinions in public and have their views incorporated into decision-making processes. The latter element has been key to boosting women's self-confidence and changing perceptions of women's capacities. For example, in the village of Banizoumbou, women participating in the FAO Dimitra Clubs have obtained a 99-year land lease contract from local landowners, thus becoming the first women's group in the region to obtain legal and secure access to land. In the village of Gassedra (the Niger), women asked and obtained consent from the village chief to use the donkeys in order to collect and carry out water (this privilege was already afforded to men, while women had previously used their bare hands).

Key to the success of the programme has been the inclusion of both men and women in the clubs. This is something new in the community, because males and females are usually segregated, for example, in schools and in churches. Bringing them together means they are coming up with solutions together.

FAO Dimitra Coordinator for Central Africa, personal communication, 2015

5.1.2 Using livelihood interventions to empower women and girls and address GBV

FAO works with partners to reduce the social tolerance of GBV in Uganda

In North and North-Eastern Uganda, the Farmer Field and Life Schools (FFLS) project has integrated gender concerns and gender-based violence in particular as part of a UN Joint Programme on GBV (FAO, n.d.). The guiding principle is to enhance the capacity of the most at-risk individuals to prevent and mitigate the adverse effects of GBV through an integrated livelihood approach. Uganda is transitioning out of a 20-year conflict that saw widespread and systematic sexual enslavement, rape, attacking of civilians and abducting and enlisting of children. The recovery context is characterized by a loss of skills, the impacts of HIV/AIDS and persistent gender discrimination and violence against women. The overall objective of the project is to reduce social tolerance of GBV by increasing economic opportunities for women and men and promoting joint decision-making at the household level. These goals are supported by improving men and women's life skills and knowledge of agronomic practices and income generation.

Box 13. Combining economic development interventions with leadership and empowerment training produces better results

In a unique study that set out to determine the relationship between GBV prevalence and programmatic interventions, the International Rescue Committee (IRC) found that the combination of awareness-raising workshops on gender inequality alongside an economic programme was far more effective in reducing the incidence of partner violence, improving positive attitudes towards women and increasing decision-making and negotiation between couples, than just an economic programme on its own. They used a randomized impact evaluation, where half of the participants were selected randomly to join the “Talking about Talking” discussion series coupled with the Village Savings and Loans Association (VSLA), with the other half participating in the VSLA only. The difference in results provides evidence in favour of integrated approaches, which may require forming partnerships with agencies specialized in other areas, such as protection (IRC, n.d.).

Box 14. The FAO and WFP SEAGA for Emergency and Rehabilitation Tool

The Socio-economic and Gender Analysis (SEAGA) for Emergency and Rehabilitation Tool (FAO and WFP, 2005) is an approach to development and emergencies, based on a participatory identification and analysis of the socio-economic factors (economic, environmental, social and institutional patterns) that determine women’s and men’s priorities and potentials. Its main objective is to close the gaps between what people need and what development delivers, and thus contribute to effective and sustainable development.

SEAGA’s three toolkits

1. Development Context Toolkit: for learning about the economic, environmental, social and institutional patterns that pose supports or constraints for development.
2. Livelihood Analysis Toolkit: for learning about the flow of activities and resources through which different people make their living.
3. Stakeholders’ Priorities for Development Toolkit: for planning development activities based on women’s and men’s priorities.

The SEAGA approach is based on three guiding principles: a) gender roles and relations are key; b) disadvantaged people are a priority; and c) participation of local people is essential for development. The principled approach with its holistic analysis paves the way for participatory and empowering outcomes that meet the needs of both men and women, and aims to transform asymmetries of power and structural inequalities that underscore gender-based violence.

5.1.3 Reducing women’s and girls’ exposure to violence

SAFE initiatives prove they can mitigate GBV risks

Over one-third of the world’s population relies on traditional fuels – wood, coal, animal dung and agricultural waste – for its energy needs. This fuel is used for cooking meals, heating homes and shelters, and lighting communities. However, collection and utilization of this fuel comes with a number of challenges including protection risks for women and children who walk long distances to collect fuelwood and are therefore exposed to harassment, assault, rape and other forms of violence.²¹

²¹ Other challenges include – the impact on forest resources and environmental degradation; the health implications particularly for women and children, who spend most of their time inside and are therefore exposed to toxic smoke and respiratory problems; the risky and unsustainable nature of collection of fuelwood and production of charcoal as livelihood activities; and the cost implication of using inefficient cooking methods.

As part of the Safe Access to Fuel and Energy (SAFE) initiative, FAO is working to address these challenges in partnership with other UN agencies and NGOs by distributing fuel-efficient stoves in order to reduce the number of trips women and girls need to take through risky areas. In South Sudan, where FAO has distributed 30 231 fuel-efficient stoves to households, post-distribution monitoring has revealed that 90 percent of respondents spent less time on fuelwood collection compared to before the intervention. It is estimated that collection trips have been reduced from 4 to 2.4 times per week.

5.2 Addressing women's and men's strategic needs

Projects that challenge the root causes of discrimination against women and gender-based violence through bottom-up empowerment processes have the greatest potential to achieve transformative change in societal structure. As the examples below demonstrate, this kind of approach usually requires addressing economic and social challenges together, in many cases through multisectoral coordination of initiatives.

5.2.1 Striving for gender equality in project planning and implementation

The FAO approach to improving gender equality in territorial issues (IGETI) enables vulnerable women to formalize their land rights

In the majority of developing contexts, socio-cultural institutions and traditions are responsible for maintaining women's unequal access to land, which is said to be the single most important factor explaining uneven distribution of economic and social goods (Open Foundations Society, n.d.). These unequal systems create the economic subordination of women, depriving women of security and, in turn, “forcing many women to stay in violent relationships” (Open Foundations Society, n.d., p. 6).

The ability of rural women to protect themselves from violence requires the realization of their socio-economic rights, particularly those regarding land, property and inheritance. Inequality and sex-based discrimination with regard to land ownership and its effective control, is the single most critical contributor to violations of the economic, social and cultural rights of women among the agrarian economies of most developing countries.

CSW, 2012

In Mozambique, the constitution provides women with equal rights and enables them to hold land in their own names. However, customary laws give women secondary rights, which effectively mean that women can only access the resources they have a “right” to through their relationships with men – this is despite Mozambican women being the primary users of the land and the principal workforce in agriculture. For the past 12 years FAO has been working on a capacity development process with principal stakeholders (government, NGOs, the justice sector, and local men and women) to raise awareness on statutory laws governing men and women's land rights (Tanner and Bicchieri, 2014). FAO's gender-aware participatory approach has focused upon long-term goals that are necessary for transformative change, particularly in

the way local norms and practices are applied. Local capacities are strengthened using a **twin-track empowerment approach**, legally empowering local communities, local government and development agencies, while at the same time using local paralegals²² to impart knowledge about constitutional and fundamental rights. The programme focuses strongly upon men, recognizing that their understanding and support is essential to bring change as they are the guardians and implementers of traditional land management practices.

When women returned to their communities after a paralegal training, three women at risk of losing their lands due to discriminatory traditional practices sought help to secure title documents. Two of the women were widows under pressure to leave their land by their husband's families, and the third had been abandoned by her husband many years ago and was raising the children without support. Paralegals supported these women to formalize their land rights and after only a couple of months were successful in doing so.

Tanner and Bicchieri, 2014, 96

Box 15. Using a multisectoral approach to reduce socio-economic vulnerabilities including the spread of HIV/AIDs in the fisheries sector in Benin

The Crab Value Chain in Benin, along the Lagos-Abidjan corridor, is characterized by economic and social vulnerability that is reducing the productivity of the fisheries sector and entrenching poverty. Crabs are a seasonal product, which makes it unreliable as a year-round source of income for value chain actors. Furthermore, fishing communities, traders and others working in fish value chains are highly vulnerable to HIV/AIDs; this is due in part to populations being transient and to inequality in sexual relationships that makes it difficult for women to negotiate for safe sex.

The Value Chain Actors Plus programme was designed to address both social and economic vulnerabilities. It therefore utilizes a multisectoral approach with partners from health, fisheries and HIV sectors to provide gender-sensitive health and livelihood interventions (e.g. value chain upgrading, livelihood diversification, mass sensitization on sexual and reproductive health through youth clubs and production of magazines, HIV/AIDs counselling and testing, STI screening and family planning). The 2010 project evaluation found a reduction in post-harvest losses; better quality product with greater economic returns; low-season crab production and introduction of aquaculture leading to an increase in income throughout the year; and increases in condom purchases and reports of consistent use of condoms, indicating a reduction in the spread of HIV (Holvoet, 2010). The development of partnerships with other specialized agencies is highly recommended to meet the diverse needs of individuals for greater resilience.

²² Investors often had lawyers to assist them acquire land and in general did not work with communities or consider the intricacies of local custom, hence paralegals were trained to take on an important role of equipping communities. Paralegals advised local people about their rights and how to use them. They also acted as mediators between communities and investors to discuss ceding or sharing local land.

Women's greater economic power and their participation in an economic interest group increase their bargaining capacity; this could also improve their position so they can insist on using protection during sexual relations.

Holvoet, 2010

5.3 Meeting women's and men's practical needs

Projects that are gender-responsive and strive to meet the practical needs of vulnerable women and men are vitally important to ensure that intended beneficiaries are not excluded or overburdened with additional responsibilities that could potentially create or exacerbate gender inequalities.

Addressing women's time poverty

Women carry a disproportionate responsibility for income generation as well as for household and reproductive tasks. These tasks mean that women in some contexts work as much as 50 percent more hours than men. This time poverty often limits women's capacity to enter new markets or engage in strategies to upgrade their businesses that require additional time investments (WRC, 2011).

5.3.1 Implementing labour- and time-saving interventions

Rainwater harvesting in Cambodia saves women significant amounts of time

Water is a priority challenge for rural farmers in Cambodia whose livelihood is based on vegetable and livestock production. Although the practice of rainwater collection has been in use for many generations, there was no system in place to harvest rainwater during the rainy season in order to meet household water needs during the dry season. To overcome this challenge, FAO worked with communities to install a rainwater collection and storage system. A storage system combined with drip irrigation techniques reduces the adverse impacts of dry spells and droughts, enabling farmers to diversify and increase their activities and make additional income. In addition, this system saves women and children up to three hours a day, leaving them free to spend their time on other pursuits. Women have reported having more time to monitor pests and diseases on their vegetables and to take care of their children (FAO, 2013e).

5.3.2 Making sure women can benefit equally from humanitarian interventions

Cash-for-work programme in Somalia provides more flexibility for time-poor women

As part of a cash-for-work programme in Somalia, FAO has partnered with UNICEF to provide more flexible options to meet the needs of vulnerable women. Some pregnant and lactating women qualify to be recipients of cash but have difficulties participating in the work activities the cash is contingent upon (e.g. rehabilitation of water catchments, canals, roads or community service projects). In order to address this constraint, FAO gives women in this category the opportunity to nominate someone else to complete the work requirements on their behalf, while they still receive the cash. Alternatively, if women are unable to find a suitable nominee, they are referred to an unconditional cash programme managed by UNICEF (FAO Somalia Gender Advisor, personal communication, 2015). The FAO programme also allows flexible working hours for women and men, which is especially effective in increasing women's ability to participate.

5.3.3 Reducing the gender gap with targeted training and income-generating schemes for women

Afghanistan's Integrated Dairy Schemes project strengthens women's participation in the value chain

Putting more resources into women's hands constitutes an important step towards closing the gender gap and improving household food and nutrition security. In rural Afghanistan, women and men's roles are highly segregated, women are largely relegated to the private sphere, and violence against them is endemic. FAO implements an Integrated Dairy Schemes project in the country that empowers men and women involved in the dairy value chain. Women participate almost exclusively as milk producers, while men play different roles along all the links of the value chain. Men and women receive training related to their respective roles, which is particularly important for women who normally have limited access to training and income.

An evaluation of the project found that the combination of income generation with training appeared to be crucial to women's empowerment while also improving cattle management. Consequently, women's bargaining power in the household and the community has improved, as has their ability to spend money on what they consider to be priority needs, such as children's education and improved nutrition and access to health services for the family (Boros and McLeod, 2015).



ANNEXES

Annex 1 Protection from sexual exploitation and sexual abuse (PSEA)

As highlighted in the Secretary-General’s Bulletin on Special Measures for Protection from Sexual Exploitation and Sexual Abuse (UNSG, 2003), PSEA relates to certain responsibilities of international humanitarian, development and peacekeeping actors. These responsibilities include preventing incidents of sexual exploitation and abuse committed by United Nations, NGO, and Intergovernmental Organization (IGO) personnel against the affected population; setting up confidential reporting mechanisms; and taking safe and ethical action as quickly as possible when incidents do occur.

Below is a table that outlines the six key provisions in the **2003 Secretary-General’s Bulletin on Special Measures for Protection from Sexual Exploitation and Sexual Abuse**. It illustrates the minimum behavioural and managerial standards that humanitarian workers must abide by. The Secretary-General’s Bulletin applies to all UN staff and related personnel, to all categories of UN peacekeeping personnel, as well as to non-UN entities or individuals in a cooperative agreement with the UN.

Table 6. Bulletin of the Secretary-General on Special Measures for Protection from Sexual Exploitation and Sexual Abuse

1	SEA constitute acts of serious misconduct and are therefore grounds for disciplinary measures, including summary dismissal.
2	Sexual activity with children (persons under the age of 18) is prohibited regardless of the age of majority or of consent locally, and mistaken belief in the age of a child is not a defence.
3	Exchange of money, employment, goods or services (including assistance that is due to beneficiaries) for sex, including sexual favours or other forms of humiliating, degrading or exploitative behaviour, is prohibited.
4	Sexual relationships between UN staff and beneficiaries are strongly discouraged.
5	UN staff are obliged to report via established reporting mechanisms any concern or suspicion regarding SEA by a fellow worker, whether in the same agency or not and whether or not within the UN system.
6	UN staff, especially managers at all levels, are obliged to create and maintain an environment that prevents SEA.

Since the SGB's release FAO has released two important policy directives on PSEA:

1. [FAO Director-General's Bulletin No. 2012/70](#), PSEA, 2012, officially announces the implementation by FAO of the United Nations 2003 SGB. It states that FAO applies a zero-tolerance policy to established acts of SEA that are committed by its employees, or any other personnel associated with the work of FAO, against beneficiaries of assistance and any person related to such beneficiaries. Such acts are unacceptable and constitute serious misconduct, which is grounds for disciplinary action, including summary dismissal.
2. [FAO Administrative Circular No. 2013/27](#), PSEA, 2013, establishes the responsibilities and a formal reporting mechanism for SEA complaints, as well as related procedures for their investigation and subsequent follow-up.

In 2016, two global products specifically aimed to improve measures to ensure protection from sexual exploitation and sexual abuse were released, and should be referred to when establishing community-based complaint mechanisms (CBCMs). The [Best Practice Guide](#) is a compilation of lessons learned from an IASC pilot project coordinated by IOM and implemented by UNHCR and Save the Children in Ethiopia and the Democratic Republic of the Congo. It provides comprehensive and easy to use instructions on how to set up and run interagency CBCMs that are able to handle reports of abuse by humanitarian workers and provide victim assistance (IASC, 2016b). The [Global Standard Operating Procedures \(SOPs\) on Inter-Agency Cooperation in CBCMs](#) complement the Best Practice Guide by providing system-wide clarity on a general model of procedures, so that agencies can cooperate in establishing and maintaining country-level CBCMs for addressing SEA allegations in a safe, confidential and efficient manner (IASC, 2016a).

Further enquiries can be sent to the Ethics Officer (Senior PSEA Focal Point) in headquarters at Ethics-Office@fao.org

Annex 2 Protection and gender considerations in cash- and voucher-based interventions

The table below provides examples of issues within three levels of analysis: 1. Safety risks to women outside the home; 2. Intra-household impacts; and 3. Women's strategic and practical needs. The list is not exhaustive.

Issues to consider	Actions to consider
<p>Security threats In many contexts cash is a more desirable commodity than other forms of aid, for example food, which can lead to increased attacks on cash beneficiaries. Trade fairs or public works programmes can expose individuals, particularly women, to security threats and/or exploitation, pushing cultural norms, unsafe routes or project sites, etc.</p>	<ul style="list-style-type: none"> • Identify safe locations and regularly monitor project sites including markets, public works sites and cash distribution points for safety or security issues; or use e-transfers. • Partner with protection actors (e.g. humanitarian or local police/employees) to provide on-site security and support community-based protection strategies.
<p>Exploitation Illiteracy and lack of knowledge or prior access to mobile phones or banks can make individuals, particularly women, prone to exploitation if they need to depend on another individual for assistance.</p>	<ul style="list-style-type: none"> • Monitor areas designated as point of sale, where illiterate individuals might be exploited. • Provide an appropriate and safe accountability mechanism. • Raise awareness among targeted population of this risk and provide additional training if needed.
<p>Women's triple role Collecting cash may increase women's time burden if they are required to walk long distances to collection points or queue for long periods of time.</p> <p>Conditional cash transfers may place additional burdens on the beneficiary and hence require special attention.</p>	<ul style="list-style-type: none"> • Consult women and men separately to establish what works best for them. • Minimize distance and time to walk/travel and queue, as well as the volume of goods to carry. • Consider complementary activities at work sites (i.e. child care facilities) in order to ensure women's participation in public works. • Be flexible and adjust working times or information sessions to suit women's availability. • Consider unconditional cash transfers for whom physical labour might be too demanding or inappropriate (e.g. pregnant women, elderly or persons with disabilities).

Table 7. GBV-related considerations for cash- and voucher-based programming

Issues to consider	Actions to consider
<p>Intimate partner violence Blanket targeting of men or women can lead to misunderstanding of project objectives, frustration and intimate partner violence (IPV). Increased IPV might be related to women needing to ask their husbands for money that was targeted to men, or concerns over women’s perceived/real increased autonomy with new access to cash.</p>	<ul style="list-style-type: none"> • Undertake a gender analysis on who controls money in the family, what it gets spent on and what social expectations are regarding control of money. • Include gender-based violence awareness raising as part of cash transfer interventions. • Sensitize men and women on targeting decisions. • Monitor anecdotal evidence of domestic violence.
<p>Obstacles to women benefitting equally Women may have less access or be unfamiliar with new technologies or services such as mobile phones or banks. They may have to rely on others to use their cash or vouchers, running the risk of exploitation or abuse by shopkeepers, traders, or persons who assist them. Many poor or vulnerable individuals also lack identification cards, which are often fundamental to accessing important resources and services.</p>	<ul style="list-style-type: none"> • Facilitate the acquisition of identification documents. • Minimize risks for exploitation through regular monitoring, identify safe shopkeepers and traders, and provide awareness raising and training.

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*This Guide, **How can we protect men, women and children from gender-based violence? Addressing GBV in the food security and agriculture sector**, was developed in recognition of the strong links between food insecurity and gender-based violence (GBV) and the need for the Organization to develop practical guidance so that all staff and their partners could do more to address GBV as a human rights violation and as an issue negatively affecting food security and agriculture outcomes.*

The Guide has been developed for non-GBV experts working in the broad areas of food security and agriculture. It is a comprehensive guide so that readers not only become proficient in GBV-related concepts and understand the links between gender-based violence, food security and agricultural livelihoods, but so they can also confidently use a number of tools to better integrate GBV into assessments, project design and monitoring activities. The final chapter provides examples of FAO projects where GBV has either directly or indirectly been addressed.

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