Promoting Gender Equality through UNICEF-Supported Programming in Child Protection

Operational Guidance

unicef
# CONTENTS

## INTRODUCTION

- Why gender equality matters in child protection
- The role of violence
- Child protection themes and key elements related to gender

## GENDER AND CHILD PROTECTION

- Why gender equality matters in child protection
- The role of violence
- Child protection themes and key elements related to gender

## ENTRY POINTS FOR PROMOTING GENDER EQUALITY THROUGH THE CHILD PROTECTION PROGRAMMING CYCLE

## GENDER AND THE CHILD PROTECTION STRATEGY

- Gender and the protective environment framework
- Gender considerations in child protection systems building
- Gender considerations and supporting social change

## SPECIAL CONSIDERATIONS IN EMERGENCIES

- Gender, child protection and emergencies
  - Emergency cycle: Preparedness and prevention
  - Integrating gender throughout the child protection project cycle
  - Assessment, analysis and strategic planning
  - Participation
  - Gender analysis
- Programme design
- Programme implementation
- Monitoring and evaluation

## RESOURCES

## ANNEXES
INTRODUCTION

This document covers how to integrate gender throughout Focus Area 4 – Child protection: Preventing and responding to violence, exploitation and abuse of the Medium-Term Strategic Plan. It is intended to be a practical tool to assist UNICEF staff in applying gender-responsive approaches in all phases of child protection programming.

Specifically, this guidance document:

- Sets out the rationale for gender-responsive child protection programming;
- Identifies entry points for promoting gender equality through child-protection programme assessment, analysis and design, implementation, monitoring and evaluation;
- Provides examples of gender-responsive child protection programming; and
- Provides case studies, tools and resources to guide UNICEF staff in ensuring gender-sensitivity throughout the project management cycle of child protection programming.

This document and the others in this series are companion pieces and thus should be read in conjunction with the introductory text, Promoting Gender Equality: An Equity-Focused Approach to Programming (Operational Guidance Overview), and UNICEF’s Gender Policy.

In conducting research for this document, it became clear that there are few resources available on mainstreaming gender into child protection programmes. The literature that does exist tends to focus on violence and, in particular, violence against girls. For that reason, much still remains to be done in terms of developing useful tools and providing comprehensive guidance that will satisfy all of the requirements of UNICEF child protection staff as well as UNICEF partners. This document should be considered a first step.
UNICEF's child protection programmes aim to prevent and respond to violence, exploitation and abuse against children in all forms, and also seek to create a protective environment. There are many variables that affect a child’s protection risks, including ethnicity, the existence or absence of effective child protection legislation, war or peace, and access to educational opportunities. Yet one of the most significant factors, and one that is increasingly recognized as an integral component of UNICEF’s programming, is the sex of the child and related gender norms. Inequalities between the sexes typically reflect – and can increase – vulnerabilities; boys and girls, including adolescents, may face different protection risks, have different needs and choices, and possess different skills, knowledge and coping strategies.

Gender roles and vulnerability

To ensure that UNICEF’s child protection programmes are effective, they must be designed based on a clear understanding and analysis of the differences in gender roles and norms for boys and girls so that both boys and girls can benefit equally. For example, unaccompanied Sudanese refugee boys living in refugee camps saw deterioration in their nutritional status, as they did not know how to cook or access food distributions.
Children’s empowerment is critical to ensuring that they can be “actors in their own protection and that of their peers.”

Women, girls and boys are not powerless victims or passive recipients of assistance, but rights holders who can play an active role in advocating with duty bearers and international organizations such as UNICEF, even in humanitarian settings. Respecting the autonomy, agency and self-determination of programme beneficiaries can improve the impact of protective measures and increase empowerment opportunities, and is an integral part of the human rights-based approach.

Empowerment activities can directly seek to enhance decision-making power. Women typically place a higher premium on the protection and well-being of children and are more likely to use their influence and the resources they control to promote the needs of children and the family.

By empowering girls, boys and women, and by promoting gender equality throughout its child protection programmes, UNICEF staff can help improve boys’ and girls’ access to resources and opportunities, prevent or minimize their vulnerability to identified risk factors, and allow them to live free from violence, exploitation and abuse.

Child protection, together with women’s empowerment and gender equality, cuts across all eight of the Millennium Development Goals (MDGs) and is embedded in the Millennium Declaration. The UNICEF Child Protection Strategy also clearly commits UNICEF staff to promoting gender equality:

Prevention is the starting point of successful child protection. Addressing gender discrimination, along with health and education, is a priority within the Millennium Development Goals and this underpins UNICEF’s work in child protection, including in emergencies.

Gender equality and human rights

UNICEF’s work is based on human rights principles of equality and non-discrimination, which means that all people, regardless of their sex, are entitled to equal enjoyment of human rights and the responsibilities and opportunities that come with them. Gender equality is a rights issue and a precondition for sustainable development.

For example, a girl’s access to a safe shelter after exposure to sexual violence could include non-formal education activities regarding human rights that allow her to consider life differently, as opposed to the life that is predetermined by her gender.

THE ROLE OF VIOLENCE

Given the varying expectations, roles and responsibilities they face as a result of gender norms, boys and girls may be at risk of different forms of violence throughout the life cycle.

The protection of girls and boys from violence, exploitation and abuse is an integral component of protecting their rights to survival, growth and development, and cannot be done without

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1 “The vision and approach of UNICEF is to create a protective environment, where girls and boys are free from violence, exploitation, and unnecessary separation from family; and where laws, services, behaviours and practices minimize children’s vulnerability, address known risk factors, and strengthen children’s own resilience.” UNICEF Child Protection Strategy, 2008, <www.unicef.org/about/execboard/files/08-5Rev1-child_protection-20_May_08-final_changes(3).pdf>.


3 See Gooneskeere, 2006.

4 See also Szekely, M., Child Protection: A strategic approach for the achievement and sustainability of the MDGs, United Nations Children’s Fund (unpublished).

5 In adopting the Millennium Declaration, countries resolved to: Strive for the full protection and promotion of civil, political, economic, social and cultural rights for all; combat all forms of violence against women and implement the Convention on the Elimination of All Forms of Discrimination against Women; encourage the ratification and full implementation of the Convention on the Rights of the Child and its Optional Protocols on the involvement of children in armed conflict and on the sale of children, child prostitution and child pornography. See United Nations Children’s Fund, Child Protection, the MDGs and the Millennium Declaration, UNICEF, New York, 2006.

addressing the gender-specific needs, choices, skills, knowledge and coping strategies of girls and boys at different stages in their lives.

Gender-based violence is any violence that is directed at a person because of his or her gender: in all of its forms it is both an expression of and a reinforcement of females’ often subordinate status with respect to males. In many settings, for example, men use violence as a way to exert control over women, whom they regard as property, or to show other men their relative strength. Gender-based violence, therefore, not only takes place within a broader context of violence, but also because of long-standing issues of gender inequality, as well as the lack of women’s and girls’ empowerment. Examples include traditional practices such as female genital mutilation/cutting and child marriage, as well as domestic violence, sexual exploitation and rape.

“...virtually all forms of violence are linked to entrenched gender roles and inequalities, and that the violation of the rights of children is closely linked to the status of women.”

While men and boys are exposed to different forms of gender-based violence, women and girls are the primary victims. Even when men and boys are exposed to this type of violence, the violence does not contribute to the subordination and inequality of all men and boys, as it does for women and girls. The language of gender-based violence is important because it highlights the gender dimension of these types of acts; in other words, the relationship between females’ subordinate status in society and their increased vulnerability to violence.

Gender-based violence represents a significant threat to the health, protection and long-term development of survivors. Sexual violence is a global challenge and a violation of the human rights of survivors. Millions of girls around the world are exposed to sexual violence every day, in the form of sexual abuse, harassment, rape and sexual exploitation. It happens everywhere, in every country and across all social groups, affecting millions of girls and women across the lifespan. Sexual violence may also increase the likelihood of girls and young women being exposed to HIV, especially in the world’s poorest countries.

No matter the circumstances, every occurrence of sexual violence is a tragedy – a grave violation of human rights. But sexual violence can be particularly insidious in situations of armed conflict and natural disasters. Despite challenges in uncovering the true extent of conflict-related sexual violence, a growing body of evidence – drawn from Bosnia and Herzegovina and Rwanda as well as the more recent conflicts in Darfur, the Democratic Republic of the Congo, Kenya, Kyrgyzstan and Zimbabwe – suggests that sexual violence is endemic to war and civil unrest. Recently, natural disasters such as Haiti also demonstrate how young men and boys, including those who are part of gangs, use the perpetration of sexual violence as a weapon to intimidate and deter community mobilization, while also enforcing male conformity to harmful gender norms of masculine identity and behaviour.

For females, gender-based violence throughout the life cycle means a range of violations including, but not limited to: sex-selective abortion, differential access to food and services, sexual exploitation, abuse and violence, child marriage, female genital mutilation/cutting, sexual harassment, dowry/bride price abuse, honour killing and deprivation of inheritance. For males, however, gender-based violence throughout the life cycle is largely characterized by recruitment and use of armed groups, sexual exploitation and abuse, socialization to become violent, and exposure to stereotypical gender norms/traditional male attitudes that may put males and females at increased risk.

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GOOD TO KNOW:

As established by the principles of the Inter-Agency Standing Committee (IASC) under the auspices of the global protection cluster, UNICEF and the United Nations Population Fund (UNFPA) share responsibility for leading the global-level gender-based violence Area of Responsibility. At a minimum, this entails development and implementation of a multi-year strategic framework; day-to-day management and coordination of the working group; capacity development and technical assistance (at global and field levels, as requested); sharing information on good practices, relevant documents and tools, etc.; fundraising; engaging in advocacy and outreach on gender-based violence issues (as representatives of the working group); and representing the working group in global inter-agency forums (e.g., within the IASC). At the field level, UNICEF is responsible for the following:

• Where there is a protection cluster, **UNICEF** and **UNFPA**, as the global gender-based violence Area of Responsibility co-leads, are responsible for supporting and/or establishing an inter-agency gender-based violence coordination body. This includes allocating a full-time, preferably mid- to senior-level staff to the role of Gender-Based Violence Coordinator.

• Where there is no protection cluster, **UNICEF** and **UNFPA** should coordinate with other relevant entities and non-governmental organization to support and/or establish an inter-agency gender-based violence coordination body.

All action should be in line with the actions outlined in the *Guidance Note for Field-Level Coordination of a GBV Area of Responsibility Working Group.*
CHILD PROTECTION THEMES AND KEY ELEMENTS RELATED TO GENDER

In every context, the specific protection needs of boys and girls and the strategies to address them are distinct; they should also take into account differences based on age, wealth, ethnicity and other variables that increase risk and resilience.

Table 1 below outlines the range of child protection themes tackled in UNICEF country programmes, key gender considerations linked to this area of programming, and potential solutions for how to properly address these considerations.

<table>
<thead>
<tr>
<th>CHILD PROTECTION THEME</th>
<th>GENDER CONSIDERATIONS</th>
<th>GENDER RESPONSE</th>
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<tbody>
<tr>
<td>Birth registration</td>
<td>Parents may be less inclined to register girls than boys. As in the case of South Asia, female fetuses may be aborted and baby girls may be victims of infanticide because of a preference for male offspring</td>
<td>A gender analysis of birth registration data and trends can identify disparities regarding the registration of boys and girls and thus identify the need for further research and action.</td>
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<tr>
<td>Children in conflict with the law&lt;sup&gt;10&lt;/sup&gt;</td>
<td>Research shows that children are five times more likely to be sexually assaulted, twice as likely to be beaten, and 50 per cent more likely to be beaten with a weapon if they are in an adult facility rather than one for boys or for girls. Significantly more boys than girls are detained. Boys may be at increased risk of imprisonment because their gender roles are defined by external activities; thus they are more likely to be outside the home, in contrast to girls, who are often hidden within the domestic sphere. Male peer pressure, exposure to drugs, crime and gangs are all factors that contribute to an increased risk of coming into conflict with the law.</td>
<td>Ensure that boys and girls are detained in separate facilities from each other and from adults and that facilities appropriately meet their needs. A gender analysis can reveal different patterns and root causes of detention between boys and girls, which can be used to help inform strategies to keep children out of prison.</td>
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<td>Children with disabilities</td>
<td>Research suggests that less than 2 per cent of disabled children are in school. Many countries do not cater to disabled people, let alone the specific needs of disabled boys and girls. Boys and girls with disabilities are estimated to be three times more likely to be abused, physically or sexually, than other children, because they do not have the same protective mechanisms or agency to speak out against the abuser. To be a girl and disabled is, in many communities, a double disaster. Young girls with disabilities are at an increased risk for HIV infection because of assumptions that they are not sexually active. As a result, education campaigns rarely target them.</td>
<td>Ensure that assessments and gender analyses specifically ask families or caregivers questions about children with disabilities. Explore whether certain types of disabilities are more frequent than others among boys and girls. Identify community-based strategies to assist both disabled boys and girls in a non-stigmatizing way.</td>
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### TABLE 1: GENDER CONSIDERATIONS AND RESPONSE IN RELATION TO KEY CHILD PROTECTION THEMES  
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<tr>
<td><strong>Children without parental care</strong></td>
<td>Boys and girls without parental care find themselves at a higher risk of discrimination, inadequate care, abuse and exploitation, and their well-being is often insufficiently monitored. Children who are placed in institutions often receive less of the stimulation and individual attention needed to grow to their full potential. Specific risks for boys and girls will vary according to the care and monitoring available, as well as the specific context. Boys may be exposed to physical labour while institutionalized, while girls may face increased risks of sexual exploitation to gain financial support.</td>
<td>A thorough gender analysis of the risks posed to girls and boys in foster and spontaneous care situations. Similarly, assessments should identify prevailing reasons why children are without parental care and examine if the reasons differ between girls and boys.</td>
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<td><strong>Separated and unaccompanied children</strong></td>
<td>During the war in the Sudan, a large number of boys and girls fled the war and travelled miles across the country until they crossed over the border into Kenya and the Kakuma refugee camp. Many of the girls were subsequently ‘protected’ and absorbed into Sudanese households, yet the boys became a focus of media attention, and many were resettled into third countries. The fate of the girls remains largely unknown. Guidelines that identify the risks separated and unaccompanied children face and outline strategies to address their protection needs are not gender-specific.</td>
<td>In developing local protocols and policies for separated children and unaccompanied and separated children, ensure that they are sex-specific, and that they identify the causes and risks for separation among girls and boys as well as discrete strategies to address these risks.</td>
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<td><strong>Violence against children</strong></td>
<td>Violence against children covers sexual, psychological and physical violence, in society as well as in the family. A 2008 survey in Afghanistan found that physical and sexual violence against children was more pronounced in boys’ schools. Police forces are often masculinized environments, for example, and may intimidate girls and dissuade them from disclosing incidents or seeking protection. For their part, boys may feel unable to disclose an incident of sexual violence to a female service provider.</td>
<td>Training of both male and female police on gender sensitivity and the unique child protection needs of both girls and boys, as well as recruiting female police officers and counsellors, may encourage case reporting by both girls and boys, who feel threatened by males due to the nature of the abuse or – for boys – oppressed by traditional gender roles that may prevent them from reporting sexual abuse.</td>
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10 [www.kidsbehindbars.org/english/index.html].
### TABLE 1: GENDER CONSIDERATIONS AND RESPONSE IN RELATION TO KEY CHILD PROTECTION THEMES … CONTINUED

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<td>Sexual exploitation of children</td>
<td>According to a World Health Organization study, 150 million girls and 73 million boys under the age of 18 experienced forced sexual intercourse or other forms of physical and sexual violence in 2002. The absence of a minimum age for sexual consent and marriage exposes children to partner violence in some countries. Many girls suffer exploitation and abuse at the hands of male teachers.</td>
<td>Successful programmes dealing with commercial sexual exploitation include sex-disaggregated data on perpetrators and survivors and address the gendered nature of institutions that deal with the sexual exploitation of boys and girls. A gender analysis will reveal disparities in terms of the sex ratios of male and female teachers, as well as their place in the hierarchy. School curricula and teaching materials provide entry points for countering negative male and female role models, as well as opportunities to prevent sexual exploitation.</td>
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<td>Female genital mutilation/cutting</td>
<td>Every year, an estimated 3 million girls in Africa alone are estimated to be at risk of being subjected to female genital mutilation/cutting. The practice is entrenched in social, economic and political structures. It affects only girls and women and, as such, is a clear manifestation of gender inequality.</td>
<td>Programming related to female genital mutilation/cutting must take into account the gender dynamics of societies. Research suggests that “the most effective strategies are the result of indigenous movements that advocate for the overall well-being of women and girls and target all members of the community, from young girls to circumcisers to male community and religious leaders.” Programming needs to consider the decision makers in the communities to understand whom to target and how.</td>
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<td>Child marriage</td>
<td>Both boys and girls can be married at a young age but for girls, the physical and psychological impacts can be severe. Premature pregnancy and motherhood are an inevitable consequence. Girls younger than 15 years old are five times more likely to die during pregnancy and childbirth than women in their twenties. Research suggests that women who are significantly younger than their husbands are more likely to experience domestic violence; they are also less likely to be equal in terms of household decision-making, which will affect their access and that of their children to social services and education.</td>
<td>While the parents of girls may be responsible for the early marriage of their daughters, they are, in turn, subject to prevailing cultural sentiments which place value on young brides and contribute to early marriage. These drivers should be identified in assessments, along with more specific information about the types of girls who are more likely to marry early.</td>
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<td>Child labour</td>
<td>Boys are marginally more involved in child labour than girls. A 2009 report by the International Labour Organization, however, raised specific concerns about the hidden nature of girls’ labour in the domestic sphere. The different types of labour boys and girls engage in may be culturally specific and may expose boys and girls to different risks. Girls engaged in forced labour may face multiple disadvantages and threats; for example, girls who work as domestic servants are often exposed to regular sexual violence and abuse at the hands of their employers.</td>
<td>Knowledge of the particular factors that drive boys and girls into labour, as well as the different types of labour in which they engage, will help in designing strategies and programming. Strategies designed to reduce boys’ engagement in child labour must not increase the number of girls in labour.</td>
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<td>Child trafficking</td>
<td>Trafficked children are subjected to prostitution, forced into marriage, or illegally adopted, and they provide cheap or unpaid labour, work as house servants or beggars, are recruited into armed groups, and are used for sports. Boys may be more at risk in certain environments, such as being trafficked into United Arab Emirates to become camel jockeys, whereas girls may be susceptible to other risks where the girls’ value is linked to their being seen as sexual assets, such as the case of the 12,000 Nepalese girls trafficked into India every year for sex trade.</td>
<td>The markets for child traffickers are wide. Child protection actors must carry out in-depth research and analysis to identify the different risk factors for trafficking of boys and girls, why they are different, and strategies to address these risks. This can include social and economic disincentives to those who sell their children, those who traffic children, and those who abuse and exploit children. A gender analysis of all elements of the trafficking trade is crucial.</td>
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16 United Nations Division for the Advancement of Women.
18 See <www.childinfo.org>.
20 Children have been trafficked from Southeast Asia to become camel jockeys in the United Arab Emirates: “...for years racing companies would traffic children from Bangladesh, India, Pakistan and Northern Africa to ride and whip the camels into the winners circle. The treatment of these children was appalling. To make them as light as possible for racing, many children were intentionally starved and stunted in their growth; some subsided on as little as a couple biscuits a day. They were forced to work 18 hour days for little or no pay. Some of the children were sexually abused in the camps near the racetracks where they lived. Children as young as four have been used as camel jockeys.” See: <http://humantrafficking.change.org/blog/view/despite_ban_child_camel_jockeys_are_still_racing>.
### Table 1: Gender Considerations and Response in Relation to Key Child Protection Themes … Continued

<table>
<thead>
<tr>
<th>Child Protection Theme</th>
<th>Gender Considerations</th>
<th>Gender Response</th>
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<tr>
<td>Children associated with armed forces and armed groups (CAAFAG)</td>
<td>The International Labour Organization’s Convention 182 declares child soldiering to be one of the worst forms of child labour. While boys are at higher risk of recruitment into armed groups, it is only recently that the issue of girl soldiers was also considered. According to War Child, 40 per cent of the estimated 300,000 child soldiers are girls. The Cape Town Principles and Best Practices on the Recruitment of Children into the Armed Forces recognized girls recruited for sexual purposes and forced marriage as child soldiers. It is also now recognized that while girls are frequently recruited and used for sexual purposes, they are virtually always involved in other tasks as well, including combat, laying explosives, portering and performing domestic tasks.</td>
<td>Demobilization and social reintegration efforts must consider the variety of roles boys and girls play in armed groups or forces, particularly those who have been part of armed forces without carrying arms. It is critical, therefore, that Children Associated with Armed Forces and Armed Groups programmes include a gender analysis of the specific challenges that both boys and girls, as well as girl and boy children, may have borne as a result of their recruitment or may face upon return to their communities.</td>
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<tr>
<td>HIV and AIDS and emergencies</td>
<td>The linkages between gender and HIV are now well-established. In parts of Africa and the Caribbean, for example, young women (15–24 years old) are up to six times more likely to be infected with HIV than young men their age. Women are at greater risk of contracting HIV than men, for both physiological and social reasons. Gender discrimination denies women and girls the negotiating power they need to reduce their risk of infection, and high rates of illiteracy among women and girls also prevent them from knowing about the risks of HIV infection and possible protection strategies. Infants become infected through their mothers during pregnancy, childbirth or breastfeeding, and data from 2005 showed that more than 2 million children aged 14 years or younger were living with HIV. Caring responsibilities also tend to devolve to women and girls as a result of domestic gender roles.</td>
<td>In emergencies where the threats of HIV infection may be higher, specific outreach may be required to provide services where existing services have been destroyed. Programming must also take into account stigmatization of HIV and AIDS and how this might affect women, boys and girls in accessing services.</td>
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<td>Landmines and explosive remnants of war&lt;sup&gt;26&lt;/sup&gt;</td>
<td>At least 20 per cent of the 15,000–20,000 people killed or injured every year by landmines and explosive remnants of war are children. “Gender impacts the likelihood of becoming a victim of landmines, accessing medical care, reintegrating into society after being injured, and accessing mine-risk education.”&lt;sup&gt;27&lt;/sup&gt; While disaggregated figures are difficult to find, children of either sex can be at risk from landmines, depending on the context. Furthermore, when someone is injured by a landmine, there are secondary impacts on the carers, often the women or girls in the family. Time spent as a carer will necessarily limit external income-generating opportunities and access to services, which will further affect other children.</td>
<td>Strategies for minimizing the risks and effects of landmines and explosive remnants of war must consider the different roles of boys and girls within society and their ability to participate in mine-risk education activities. Some activities might include clearing football pitches and play areas, organizing safer water collection points closer to residences, and ensuring both boys and girls have access to mine-risk education.</td>
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<tr>
<td>Small arms&lt;sup&gt;28&lt;/sup&gt;</td>
<td>Small arms and light weapons are an enormous threat to children worldwide. Approximately 300,000 people are shot dead annually.&lt;sup&gt;29&lt;/sup&gt; The availability and proliferation of small arms increases the likelihood of children becoming associated with armed groups, as children can carry and load small arms and light weapons with comparative ease. Access to the media can actually perpetuate the attraction of small arms by providing negative role models, associated with an extreme form of masculinity, which perpetrate violence, particularly in film and television.</td>
<td>Small-arms programming should explore projects that look at men and masculinity, usually in relation to gender-based virus, in order to adopt appropriate strategies to counter the taking up of small arms.</td>
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<sup>22</sup> <www.warchild.org>.


<sup>24</sup> <www.child-soldiers.org/home>.


<sup>26</sup> See also <www.mineaction.org/downloads/1/MA%20Guidelines%20WEB.pdf>.

<sup>27</sup> Swiss Campaign to Ban Landmines.

<sup>28</sup> See <www.coav.org.br> and <www.smallarmssurvey.org> for more resources on small arms, girls and boys.

<sup>29</sup> <www.smallarmssurvey.org>. 
ENTRY POINTS FOR PROMOTING GENDER EQUALITY

THROUGH THE CHILD PROTECTION PROGRAMMING CYCLE

UNICEF identifies a series of good practices related to gender-equality programming, which are listed in Table 2 below. Beside each good practice is a corresponding example of related gender-responsive child protection activities that can be carried out.

**TABLE 2: ELEMENTS OF GOOD PRACTICE RELATED TO GENDER EQUALITY IN CHILD PROTECTION**

<table>
<thead>
<tr>
<th>ELEMENTS OF GOOD PRACTICE</th>
<th>POSSIBLE ACTIVITIES</th>
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| Involvement of men and boys | • Working with boys as change agents – against gender-based violence, e.g., providing boys with information to share with mothers, sisters and female relatives about where to go for assistance.  
• Working to reduce gender-based violence by empowering particularly disenfranchised groups of young men and helping them to develop livelihoods (unemployed, refugees, etc.).  
• Girls who have survived rape or have become pregnant during separation often need assistance in gaining the acceptance of their families and communities upon return. UNICEF can design its programming efforts to ensure that males and females are targeted differently when it comes to fostering reintegration, as the meaning of rape can be very different for men (as husbands, fathers or brothers, for example) versus women. |
| Focus on girls leadership and skills building | • In the Democratic Republic of the Congo, UNICEF is providing safe spaces for girls where they can come together to play, discuss and develop leadership skills. This project includes building on the capacity of girls to express their opinions to decision makers. (See Annex 3 on Adolescent Girls: Five actions to make the unheard heard.)  
• UNICEF programming must recognize that programming for young people tends to attract far more adolescent boys than adolescent girls. Girls’ lives are usually much more private and hidden than those of their male counterparts, not least because of their many domestic obligations. Girls’ fear for their safety can also constrain their ability to participate in programmes. |

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<thead>
<tr>
<th><strong>ELEMENTS OF GOOD PRACTICE</strong></th>
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| **Use of rights-based**  
  **approaches to change**  
  **social attitudes and**  
  **behaviour**             | • Generating collective discussion and commitment on human rights principles – including non-discrimination – to advance child protection goals by first discussing fundamental values shared locally, including dignity and fairness. Experiences in Ethiopia and Senegal demonstrate how community conversations that approach human rights in this way generate significant commitment and joint action towards the collective goal of better fulfilling human rights. |
| **Use of traditional,**  
  **cultural and religious**  
  **structures**            | • Working with local religious leaders to develop and deliver messages regarding child protection topics, such as child labour. |
| **Focus on equal**  
  **participation**         | • Establishing a quota of 50 per cent men and 50 per cent women in local child protection committees. And ensuring that the child protection committee environment is enabling for women’s participation/voice rather than just replicating the *typical* household structure where women do not play decision-making roles. |
| **Integrating gender into**  
  **community leadership**  | • Using community participation processes and public validation meetings to help change community attitudes and norms regarding female genital mutilation/cutting, based on an identification of the opinion leaders and decision makers. |
| **Anticipate and**  
  **address the needs of**  
  **women and girls in**  
  **emergencies**           | • Girls and women know best where and when they are most vulnerable to attack, and must be consulted in project design and implementation in order to minimize the occurrence of violence.  
  • Engaging women and girls on the design of internally displaced people or refugee camps (placement of water points and latrines, camp layout, access routes for resources, etc.) and the delivery of services to ensure their protection from gender-based violence.  
  • Work with girls and women to carry out risk mapping in their communities or new locations to identify places where they feel most at risk so that new protection measures can be instituted. |
| **Integrating gender into**  
  **advocacy initiatives**  | • Designing advocacy initiatives so that they generate change in those receiving services and also help change the attitudes of service providers. |
| **Ensure that key**  
  **institutions are**  
  **equipped to meet the**  
  **needs of girls**         | • Training key actors in the health, legal, psychosocial and justice sectors on gender-based violence prevention and response, with emphasis on ensuring that all actors are knowledgeable about the guiding principles of confidentiality, safety, respect and non-discrimination and the necessity of utilizing a survivor-centred approach. |
GENDER AND THE CHILD PROTECTION STRATEGY

GENDER AND THE PROTECTIVE ENVIRONMENT FRAMEWORK

The child protection strategy focuses on securing a protection environment based on the protective environment framework. This framework prioritizes building national protection systems, supporting social change and strengthening child protection in conflict and natural disasters.

A protective environment is one in which all actors are responsible for ensuring children are protected from abuse, violence and exploitation. The protective environment framework (2002 UNICEF Operational Guidance Note) defines eight broad elements that are critical to good protection. Table 3 lists each of the eight areas, together with a few examples of gender mainstreaming opportunities related to each area.
# TABLE 3: ENSURING THAT THE PROTECTIVE ENVIRONMENT FRAMEWORK ADDRESSES THE DIFFERENT NEEDS AND CAPACITIES OF GIRLS AND BOYS

<table>
<thead>
<tr>
<th>KEY AREA</th>
<th>EXAMPLES OF GENDER MAINSTREAMING OPPORTUNITIES</th>
</tr>
</thead>
</table>
| **1** Governmental commitment to fulfilling protection rights: includes social welfare policies, adequate budgets, public acknowledgement and ratification of international instruments. | • Ensure child protection policies are not gender blind and that specific protection risks affecting boys and girls are differentiated and addressed appropriately, such as trafficking or child labour.  
• Engage with the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) reporting process, ensuring that girl’s issues are included.  
• Support gender-responsive child protection-related budgeting in UNICEF’s key ministry partners. |
| **2** Legislation and enforcement: includes an adequate legislative framework, its consistent implementation, accountability and a lack of impunity. | • Promote acts and bills that identify and address the gender dimensions of child protection issues, such as the different risks and threats boys and girls face.  
• Increase the number of female police officers and judges and support training of police/military on human rights and gender-sensitive approaches.  
• Ensure that legislation to protect against violence against children (including gender-based violence) addresses the different types of violence both boys and girls are exposed to, and that it is in place in line with international standards. |
| **3** Attitudes, traditions, customs, behaviour and practices: includes social norms and traditions that condemn injurious practices and support those who are protective. | • Use research to conduct a thorough gender analysis of the different communities’ traditional practices and customs and incorporate them into a situational analysis or child protection strategy.  
• Develop strategies for working entire communities and social networks, including men, boys, decision makers and religious and opinion leaders to facilitate the discussion and collective decision to abandon harmful social norms and traditions while reaffirming commitment to positive ones, including the protection of girls and boys equally. |
| **4** Open discussion, including the engagement of media and civil society: acknowledges silence as a major impediment to securing government commitment, supporting positive practices and ensuring the involvement of children and families. | • Ensure that communication strategies take into account the different ways that women, girls, boys and men get their information to address key child protection issues and raise awareness – meetings, community mobilizers, posters and murals, and radio.  
• Seize opportunities to lobby for and support gender-sensitive child protection policies and bills, such as policies that address the different risks and consequences that boys and girls face in indentured servitude. |
### TABLE 3: ENSURING THAT THE PROTECTIVE ENVIRONMENT FRAMEWORK ADDRESSES THE DIFFERENT NEEDS AND CAPACITIES OF GIRLS AND BOYS ... CONTINUED

<table>
<thead>
<tr>
<th>KEY AREA</th>
<th>EXAMPLES OF GENDER MAINSTREAMING OPPORTUNITIES</th>
</tr>
</thead>
</table>
| 5 | **Children’s life skills, knowledge and participation:** includes children, both girls and boys, as actors in their own protection through the use of knowledge of their protection rights, as well as ways of avoiding and responding to risks. | • Print helpline numbers/key messages on different UNICEF resources used by both girls and boys, such as footballs, textbooks, latrines, tents and jerrycans.  
• Work with education staff on identifying entry points to promote the empowerment of boys and girls (e.g., when the government revises the school curriculum/international days).  
• Ensure that quality participation by boys and girls is an element of partners and UNICEF programme planning, design and implementation. |
| 6 | **Capacity of those in contact with the child:** includes the knowledge, motivation and support needed by families, community members, teachers, health and social workers and police, in order to protect children. | • Advocate with communities to promote participation by boys and girls in community protection decision-making forums. This should include separate forums for boys and girls to express views freely.  
• Ensure that both men and women are employed as front-line child protection workers so that the unique needs of girls and boys can be addressed, including ensuring that they have the opportunity to explore their own attitudes and values in relation to gender equality.  
• Train opinion leaders on CEDAW and the Convention on the Rights of the Child in a manner that helps them understand the implications for girls, boys and women in the community. |
| 7 | **Basic and targeted services:** includes the basic social services, health and education to which children have the right, without discrimination, and also specific services that help to prevent violence and exploitation, and provide care, support and reintegration assistance in situations of violence, abuse and separation. | • Develop guidelines with stakeholders that address access by girls and boys to social services.  
• Conduct outreach activities to ensure that girls and boys in marginalized communities, and girls and boys living with disabilities, are aware of services and can access them.  
• Advocate for, and assist with, the establishment of safe houses for women, girls and boys who are survivors of abuse and exploitation.  
• Invest in building a cadre of both male and female service providers. |
| 8 | **Monitoring and oversight:** includes effective systems of monitoring, such as data collection, and oversight of trends and responses. | • Lobby with data collectors and data collection agencies to ensure that data is disaggregated by age and sex so that it can be analysed from a gender perspective and so that inconsistencies can be flagged for further analysis and action. |
GENDER CONSIDERATIONS IN CHILD PROTECTION SYSTEMS BUILDING

In the absence of appropriate protection, UNICEF and other child protection agencies work to help re-establish or create a protective environment for children against violence, exploitation and abuse. Service providers and other duty bearers tasked with maintaining and upholding this protective environment must make sure that the systems and services they re-establish or create meet the needs of women, girls and boys equally, as well as account for the different risks and vulnerabilities they face.

Some of the most important duty bearers – both institutions and the individuals working in those institutions – involved in child protection may have attitudes, practices and policies that perpetuate underlying social norms which sustain gender inequality. This reality affects the way in which women, girls and boys are served by these institutions. For example, in most communities, police officers and security officials tend to be men. This can, among other things, alienate and threaten survivors of gender-based violence and inhibit women and girls from reporting other concerns they may have. Ensuring an appropriate gender sensitive response could involve, for example, making sure that the overall policy architecture of the police force promotes the safety and participation of female police officers; recruiting and training female police officers and striving for gender parity; ensuring that all male and female officers are trained on and equipped with the skills necessary to promote a survivor-centred response when working with survivors of gender-based violence; and ensuring that police units are set up so that there is a safe space to sit while waiting to make a complaint.

The current efforts being undertaken in many countries to map the child protection systems need to include the gender dimension and identify whether the institutions engage in discriminatory practices.

GENDER CONSIDERATIONS IN CHILD PROTECTION SYSTEMS BUILDING

UNICEF’s child protection strategy outlines strategic actions for supporting social change. It is widely recognized that some of the major movements for social change have been driven by abstract moral norms and concepts of social justice and fundamental freedoms, explicitly or implicitly embedded in human rights principles. An important advance in understanding the dynamics of social practices has come from observing the transformative role that the discussion of these norms and concepts plays in sparking and fuelling the process of social change.

Participatory deliberation drawing on human rights principles appears to play a crucial role in bringing about the collective change manifested by the abandonment of harmful practices. As communities and social networks (e.g., of religious leaders) reflect on their local experiences and values, they begin to connect human rights ideals and principles to their practical needs and common aspirations, and discover that the human rights ideals are consistent with their own values. Making those values explicit and sharing them with others motivates the analysis and debate of which social practices will help to achieve the new communally determined vision and which ones need to be changed. As the discussions bring to light the differential treatment of girls and boys and of women and men, they generate dialogue about discriminatory practices that violate the rights of girls and women. Experience has shown that this leads to changes in which girls and women are perceived and treated and that the change is manifested by decreases in domestic violence and abandonment of such harmful practices as child marriage and female genital mutilation/cutting.

The process can reaffirm positive traditional values, such as those relating to dignity and fairness, while stimulating discussion on how these relate to current social practices. Instead of focusing on the eradication of ‘bad’ traditions, the discourse centres on reaffirming positive values and building a positive vision for the future.

SPECIAL CONSIDERATIONS IN EMERGENCIES

GENDER, CHILD PROTECTION AND EMERGENCIES

Emergencies provide additional challenges in terms of child protection. Armed conflicts and natural disasters expose girls and boys to new forms of violence, such as recruitment, separation from families, abduction and sexual exploitation, while exacerbating pre-existing types of violence, such as violence in schools or child labour. The number of children in emergency situations is considerable, with an estimated 18.1 million children displaced in 2006. Of an estimated 26 million people currently displaced by armed conflict and violence alone, some 50 per cent are children. This problem is further exacerbated by the growing number of emergencies that have unfolded in recent years, ranging from devastating natural disasters in China, Haiti, Myanmar and to deteriorating conflict situations in eastern Democratic Republic of the Congo, Occupied Palestinian Territory and Sri Lanka. The changing nature of conflict and increased severity and intensity of natural disasters puts severe strain on protection mechanisms for children affected by emergencies and presents new challenges to protection actors.

In terms of the impact of and risks posed by emergencies, boys and girls, and women and men face differing challenges that need to be factored into the planning and response. Girls are often targeted in armed conflict because of their vulnerability and prevailing gender norms. They can be subjected to death, mutilation, rape, trafficking and sexual slavery, forced prostitution, forced pregnancy, forced combat, abduction, or forced labour. This is not limited to a particular context but reflects a global phenomenon.
In emergencies, disruption of the social fabric undermines protective norms, sharply increasing children’s vulnerability to violations of their rights and compounding factors such as displacement and loss of shelter. In communities affected by HIV, discriminatory attitudes and practices aggravate the vulnerability of affected children and their families.33

Local cultural practices can also be extremely damaging in emergencies as they limit the access girls and women have to resources and services, particularly if humanitarian actors do not adequately identify and address the links between cultural traditions and humanitarian access and protection. For instance, in the 2009 floods in Pakistan, UNICEF identified that many women and girls were being confined in tents in some of the camps. For example, in many camps no females older than 12 years old were seen at all; they were all hidden in their tents. Women’s spaces had been set up in the camp, but these were only used by a minority of women/girls, and merely for part of the day. While Pakistani women and girls from certain regions have always experienced limitations on their ability to move around in their villages due to social norms, in some camps they were even more limited due to the lack of private spaces adjoining their tents and the mixing of people from different areas together in the one location.

Other risks and differential impacts on girls and boys, including female and male adolescents and youth, might include:

- **Child recruitment and use by armed actors:** While many boys were forcibly recruited and participated in direct hostilities during the war in Sierra Leone, an estimated 12,000 girls were also associated with armed forces and groups but were excluded from formal demobilization exercises and benefits, as the disarmament, demobilization and reintegration process was largely gender blind. A total of 6,181 boys went through the formal disarmament, demobilization and reintegration programme in Sierra Leone, compared with 506 girls.34 Boys were separated from adult men at cantonment sites, while girls and women were not. Many combatants claimed that the girls who accompanied them were their ‘wives’, although these girls had been abducted and forcibly recruited.

- **Family separation and child or youth-headed households:** According to a 1999 government survey, 37 per cent of Sierra Leone’s prostitutes were under age 15; of those, more than 80 per cent were unaccompanied children or children displaced by the war. Girl mothers who are on their own and separated from their families face very immediate livelihood needs. Without other options, they often resort to prostitution and continued sexual exploitation. Separated boys may face higher risks of malnutrition, as they may not know how to cook for themselves or have adequate access to food distributions.

- **Exposure to landmines and explosive remnants of war:** Boys may face greater exposure to landmines and unexploded ordnance in countries where they are responsible for livestock or farming, as these activities can take them into remote areas that have not been cleared of explosive remnants of war. Girls, who are often responsible for collecting water and firewood, may also be at increased risks if these routes are not cleared.

- **Sexual exploitation and abuse by aid workers and others, survival sex, HIV and AIDS:** The lack of livelihood and income opportunities and insufficient access to basic resources drive significant numbers of displaced and refugee girls into sexually and other exploitative activities simply to meet their own and their families’ survival needs. This type of risky behaviour can increase exposure to HIV.

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34 Sierra Leone National Committee on Disarmament, Demobilization and Reintegration.
• **Gender-based violence, including sexual violence during and after emergencies:** As previously noted, while men and boys can also be survivors of gender-based violence, women and girls are more often survivors of such violence because their subordinate status in society derived from their gender roles increases their vulnerability to violence. Boys, however, may also experience sexual violence and because gender-based violence programmes are often designed to meet the specific needs of girls and women, boys may not seek out or receive life-saving or compassionate care.

• **Children born of rape:** In countless conflicts around the world, female survivors of rape often become pregnant. Many women will not have the resources or support services to be able to cope with the distress of the assault or the pregnancy. Many children of rape may be mistreated by their mothers or abandoned, exposing them to a number of other threats to their safety and well-being. The needs of male and female children born of sexual violence can be very different.

Among the relevant areas of focus, UNICEF aims to work with partners in:

• Addressing inequalities and disparities in analysis, programme design, implementation and monitoring, recognizing that inequalities may cause or exacerbate vulnerabilities in humanitarian crises.

• Promoting the participation of girls and boys, female and male adolescents, and women and affected populations, including in the analysis, design and monitoring of humanitarian programmes.

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### CASE STUDY: PROTECTING GIRLS IN CHILD-FRIENDLY SPACES IN THE DEMOCRATIC REPUBLIC OF THE CONGO

Working through local partners in eastern Democratic Republic of the Congo, UNICEF set up child-friendly spaces for boys and girls living in camps for internally displaced people. Child protection staff noticed that adolescent girls were not accessing the child-friendly spaces. They conducted an assessment, using participatory approaches, with boys and girls in two camps for internally displaced persons and identified the following factors that reduced girl's participation:

- Girls undertake tasks, such as fetching water, which limit the time they can spend in the child-friendly spaces.
- Child-friendly spaces are commonly staffed by men, partly as a result of the academic requirements for staff, which many women do not have.
- Staff lack understanding about the different experiences and threats to boys and girls and do not organize single-sex activities.
- Boys and girls are not consulted in the design of activities.

Using the assessment outcomes, a strategy was developed to address the needs and challenges mentioned above, with the following input and recommendations for adolescent girls:

- Create dedicated time and space for adolescent girls where they can be together and where they do not have to compete with boys.
- Ensure that a female facilitator is available to work with the girls, who can offer confidentiality, warmth and advice.
- Provide the girls with the opportunity to safely talk about sexual violence and other concerns, such as bodily hygiene, menstruation and relationships with boys.

The revised project encouraged greater girl participation and provided space for girls, in an otherwise dangerous environment, to be heard. It also enhanced the ability of child protection staff to detect and support survivors of gender-based violence, and increased girls’ knowledge and awareness about possible threats, allowing them to better protect themselves. The exercise demonstrates how effective protection programming cannot be gender blind, as well as how meeting the protection needs of girls and boys takes a variety of approaches.
• Advocating for the rights and voices of girls, boys and women as an integral component of humanitarian action.35

While emergencies36 increase the range of protection risks to which boys and girls are exposed, “humanitarian crises can, however, also provide opportunities for positive change, allowing for a shift in traditional roles, attitudes, beliefs and exclusion practices” and an opportunity for gender-transformative programming.37 Adolescent boys and girls can play an active role in community-based prevention and protection, disaster risk reduction and post-crisis recovery.

EMERGENCY CYCLE: PREPAREDNESS AND PREVENTION

Given the challenges of ensuring a gender-sensitive and transformative response to humanitarian emergencies, whether they are complex emergencies or natural disasters, UNICEF has an obligation to put in place measures that a) anticipate, and plan for, future emergency response via such mechanisms as the emergency preparedness and response plan and b) prepare potential stakeholders to ensure that they will be able to contribute appropriately, which might include conducting vulnerability and capacity assessments. UNICEF staff often encounter challenges in trying to ensure that the voices of women and girls are heard. As a result, it is necessary to create separate discussion groups for girls, young girls and boys from marginalized groups, and minorities so that their views can be adequately captured and their security can be maximized.

A number of preparedness actions should be taken to enable rapid implementation of gender-sensitive child protection in emergencies:

• Ensure that child protection staff, government actors and partners are aware of, or trained on, the increased protection risks for boys and girls in emergencies;

• Work with partners to develop contingency plans, which form the basis of draft proposals that are prepared in advance to ensure a minimum time frame for implementation. Such preparedness will help ensure that activities to address the unique risks, vulnerabilities and capacities are in place for boys and girls of different age groups.

What are vulnerability and capacity assessments?

Vulnerability and capacity assessments are participatory, usually grassroots, exercises whereby communities are facilitated to explore hazards they are exposed to, identifying their vulnerability in relation to those hazards and then articulating the capacities they, and others, have to manage the risks.

VCAs are closely linked to disaster risk reduction and they are a logical link between development programming and emergency response. By reducing vulnerability through developmental intervention, UNICEF can increase the likelihood of communities to deal with hazards, thus reducing their vulnerability. An “in-depth vulnerability analysis helps to define underlying causes of potential crises, and to identify vulnerable girls, boys and local coping capacities on which to build”.

A VCA can identify strategies and an action plan for a community to become more resilient and mitigate the impact of disasters. VCAs often have a strong capacity-building element and participants learn tools that they and their communities can then apply, thus enabling them to become more empowered in the face of disaster (see Guidance Note: Vulnerability and Capacity Assessments. Guide to using existing VCA tools & methodology ensuring a socially inclusive approach, UNICEF Kenya, January 2010.)


• Ensure that a package of information, education and communication materials on key child protection issues is prepared in advance for rapid dissemination in times of emergency. The tools should be designed to reflect the context and vernacular languages. Materials should be tailored to meet the unique age-specific needs of girls and boys, and the prevailing gender norms that might limit their accessibility for different groups. In areas where emergencies frequently occur, conduct socially inclusive vulnerability and capacity assessments.

• Ensure that all UNICEF staff and partners are trained and sign the Secretary-General's Bulletin on special measures for protection from sexual exploitation and sexual abuse. Also ensure that reporting and complaint mechanisms are in place for staff and persons of concern.

### TABLE 4: GENDER-BLIND ASSUMPTIONS CREATE CHILD PROTECTION CHALLENGES

<table>
<thead>
<tr>
<th>EXAMPLES OF GENDER-BLIND ASSUMPTIONS</th>
<th>COMMON CHALLENGES IN CHILD PROTECTION PROGRAMMING</th>
</tr>
</thead>
<tbody>
<tr>
<td>Do not need privacy when using latrines</td>
<td>• Latrines for children in schools or in camps for internally displaced people or refugees are not sex-segregated and/or are placed very close together.</td>
</tr>
<tr>
<td>Do not menstruate</td>
<td>• The shame and stigma associated with menstruation can often prevent girls of menstruating age from participating in external activities, particularly where they have limited access to sanitary materials.</td>
</tr>
<tr>
<td>Can all cook</td>
<td>• Separated or unaccompanied boys may risk malnutrition if they cannot access food distributions or if they do not know how to cook because it is largely a task assigned to girls and women.</td>
</tr>
<tr>
<td>Share their food equitably</td>
<td>• Girls in some cultures may be expected to allow adults and male members of their families to eat first, increasing risks of malnutrition because they often do not get any protein when they eat last.</td>
</tr>
<tr>
<td>Have equal access to school/work</td>
<td>• Families may elect to send boys to school over girls if funds are limited, thus limiting girls’ economic and educational outcomes, and also reducing the impact of social marketing messaging and other activities undertaken at schools.</td>
</tr>
<tr>
<td>Have the same domestic (reproductive) obligations</td>
<td>• Girls are often required to cook and clean in their families, while boys may have additional responsibilities related to the security or economic stability of their families. In some situations, girls may be expected to ‘use’ their bodies to gain economic resources or other services for the family, while boys may be expected to use manual labour.</td>
</tr>
<tr>
<td>Are equally vulnerable to gender-based violence</td>
<td>• Women and girls are more often survivors of gender-based violence because their subordinate status in society, derived from their gender roles, increases their vulnerability to violence.</td>
</tr>
<tr>
<td>Are equally likely to be consulted during assessments</td>
<td>• Research and assessment methodologies do not always explicitly include strategies to reach out to girls, women, boys and men, or to equally incorporate their views.</td>
</tr>
</tbody>
</table>
INTEGRATING GENDER THROUGHOUT THE CHILD PROTECTION PROJECT CYCLE

Gender-equality programming takes into account the interests, needs and priorities of both women and men, as well as girls and boys. Gender-blind programming makes assumptions that men, women, boys and girls have the same needs, are vulnerable to the same abuses, and have the same responsibilities and decision-making opportunities. Making such assumptions can be detrimental not just in terms of poor programming, but in terms of the possible negative impact on the rights of a particular group. The impact such assumptions can have on child protection programming is outlined in Table 4. Gender considerations can be integrated throughout the programme or project cycle, beginning assessment and analysis, and including with programme design, implementation, and monitoring and evaluation. Each of these areas is elaborated in further detail below.

ASSESSMENT, ANALYSIS AND STRATEGIC PLANNING

This section looks at how to integrate gender considerations in programme assessments, analysis and strategic planning. It covers data collection, assessment methodology and gender analysis.

Data concerning key child protection areas – such as the number of CAAFAG, survivors of gender-based violence or trafficked children – are notoriously scant and hard to identify. Efforts to collect data on child sexual violence and other forms of gender-based violence and other forms of gender-based violence must adhere to key ethical standards and best practices, among which include WHO Ethical and Safety Recommendations for Researching, Documenting and Monitoring Sexual Violence in Emergencies.

Information about gender inequality and sex-specific challenges and solutions cannot be generated solely from quantitative data. Quantitative data are useful for identifying the gaps and trends, but does not answer all of the key questions necessary for effective and targeted programming. For example, quantitative data might reveal that boys are increasingly joining gangs or engaging in antisocial behaviour, but will not explain why they are doing so. Or, data may reveal a very strong relationship between girls’ limited access to education and their increased risk of early marriage, but will not explain why this relationship exists. To ensure that an appropriate programmatic response is designed and implemented, it is necessary to understand the root causes and contributing factors regarding trends. Qualitative data collection also provides an important opportunity to engage directly with boys, girls, women and men and allow them to participate in the planning process and hold organizations accountable.
Yet, there are a number of barriers to collecting accurate qualitative information, such as:

- In some communities there may be ‘gatekeepers’, both male and female, who may limit access by outsiders to those whose needs UNICEF is trying to address. This may include youth leaders, commanding officers within armed groups or forces or influencers within the commercial sex work industry who may deny access to children who are forced into prostitution.

- In other communities, boys and girls may not speak freely together and it may be necessary to have single-sex discussions. In some situations, a teacher (both male and female) may inhibit free speech. All of these possible constraints should be considered in advance of the data collection exercise.

**Participation**

Assessments should be as participatory as possible. Not only is participation a right, it is empowering because it enables boys and girls to contribute to build on other protective strategies:

*Participation rights help achieve the empowerment of girl children, thus contributing to women’s empowerment. Empowerment of girls is an important goal in itself but is also part of a strategy for protection from violence.*

When girls and boys are able to provide feedback to humanitarian and development actors, they are exercising their agency. Ensuring child participation is also an important exercise in clarifying any preconceptions child protection workers may have about the needs and vulnerabilities of girls and boys. More importantly, unless girls and boys are asked the right questions, in the right way and in the right environment, child protection staff will base interventions on assumptions, which can lead to the project’s failure or to something worse.

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**CASE STUDY: GIRLS’ ADVISORY COMMITTEES**

Primary schools are the one location in Ethiopia where girls and boys who may be vulnerable to forced early marriage are brought together. The creation of Girls’ Advisory Committees is an innovation in Ethiopian primary schools aimed at preventing child marriage and other forms of gender discrimination. Girls’ Advisory Committees are school committees linked to the parent-teacher association and include male and female teachers, a community member and a female teacher as an adviser. The student members act as links between the community and the school, reporting on upcoming child marriages, abduction, teasing, harassment and extended absence of girls from school. When an impending marriage is announced, the committee visits the parents to attempt to dissuade them. If the parents refuse to listen, they are invited to school, where the teachers encourage them to cancel the marriage, explaining that it is illegal. Mothers are reported to have said they were glad their daughters were not forced into marriage as they were, but that they would have been unable to protest without the support of the school.

This case study illustrates the positive effects of employing a gender-sensitive cross-sectoral strategy that links education and child protection.

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38 Gooneskeere. 2006
Girls and boys are often marginalized by the most powerful individuals in a community, typically adult male leaders. When an assessment team arrives, community elders generally make themselves known and attempt to share their knowledge and opinions. While this information is important, it does not necessarily reflect all of the challenges, risks and vulnerabilities that girls, boys, and women face. Girls, boys and women must be consulted in a safe way to ensure that their views, opinions and concerns are adequately identified and considered. Strategies to improve the participation of girls and boys in assessments and programme design include:

- Conducting assessments when boys and girls are most able to participate, e.g., after school when children are home;

- Ensuring that both men and women are on the assessment team to address the needs of girls who wish to speak only to women, and boys who wish to speak only to men;

- Where feasible, adolescent girls and boys can also participate in assessments. This adolescent participatory assessment methodology has been used in several countries to help collect information that may be difficult to otherwise gather. For example, in Southern Sudan, UNICEF trained adolescent girls from a variety of socio-economic backgrounds to facilitate focus groups with other girls on sexual exploitation and relationships with Sudanese soldiers.

Other strategies for ensuring participation are included in UNICEF’s *Programme, Policy and Procedures Manual*, Chapter 6, Section 15: Guidance Note on Promoting Participation of Children and Young People.

**Gender analysis**

Gender analysis is central to the ability of child protection staff to design programmes that will help to create a protective environment for both boys and girls, take into account practical needs and strategic interests, and address gender inequalities. Solid gender analysis will identify the issues as well as a number of opportunities for addressing gender imbalances as part of creating a protective environment.

Child protection staff must also acknowledge and take into account that we are all affected by our own social and cultural conditioning, the legacy of which are our own gender biases and assumptions about appropriate and non-appropriate behaviour, and how all of this may have a negative impact on their work. For example, global understandings and stereotypes of males as warriors and females as caregivers have sometimes impacted the understanding of the roles that boys and girls play in armed groups or forces and subsequently the way that disarmament, demobilization and reintegration programmes are designed.

Gender analysis is not the domain of experts; gender analyses are essentially about asking the right questions to the right people. Child protection staff should be trained in gender analyses and audits, relying on institutional support from regional offices and headquarters. When designing questionnaires and methods for gender analyses, child protection staff should share these for comments and input from gender experts.

See the following ‘Annexes’ for more information:

**Annex 2**: Checklist on conducting field-based assessments and creating opportunities for boys and girls to participate

**Annex 3**: Adolescent girls: Five actions to make the unheard heard

**Annex 5**: Checklist: Identifying women and girls at risk

See Annex 4 for more information:

Key research questions on cash transfers and gender relations
**GENDER ANALYSIS EXAMPLE: CASH TRANSFER PROGRAMMES FOR ORPHANS AND VULNERABLE CHILDREN**

Cash transfer programmes have been found to have important benefits for both orphans and vulnerable children and their primary carers. For example, in Kenya, UNICEF’s orphans and vulnerable children cash transfer programme was found to have a significant impact on women’s empowerment among 86 per cent of families benefiting from the programme. There is further evidence that cash transfers can reduce gender conflicts in times of economic shock. Cash transfers can also help lower rates of child labour and keep children in school, making them important activities and key elements for broader child protection programmes.

Gender analysis is important at both planning stages but also in terms of evaluating impact. Focus areas should include not just the impact on the boys and girls who benefit from such programmes, but also the impact on the primary carer. For example, does the programme have a significant impact on women’s empowerment or in decision-making at the household or community level? Does the cash transfer programme increase other risks, such as gender-based violence or theft for boys or girls?
PROGRAMME DESIGN

During the programme design phase, the following steps are critical:

- Bringing local organizations and those with expertise on child protection and gender equality into the design process, using programme design as an opportunity for building coalitions and identifying partners for advocacy. This includes consulting with the gender-based violence sub-cluster or gender working group/theme groups, where such bodies exist and closing the gap between the spheres of child protection and gender.

- Developing a clear strategy and action plan for promoting gender equality within child protection programmes, ensuring that adequate resources and the necessary expertise and leadership are in place. This could include recruiting specific staff with experience in both child-protection and gender programming.

- Establishing clear benchmarks and gender-disaggregated indicators for each programmatic area and ensure these are reflected in the monitoring and evaluation plans of programmes.

- Ensure that documentation avoids generic terminology, which, in effect, perpetuates the myth of homogeneity amongst children. Instead, program documents should refer to boys and girls, which will necessitate reference to their differing issues and needs.

- Verifying that interventions and activities are accessible to girls, boys and women.

- Because of gender discrimination, sometimes it is necessary to treat girls or boys differently in order to ensure gender equality. If boys and girls need different interventions in order to ensure equitable access to services, ensure that this is included in both UNICEF and partner’s planning.

- When planning for support to training professionals, for example social workers or police officers, ensure that training on gender equality is included.

- Include gender expertise and experience in promoting gender equality within the terms of reference of implementing non-governmental organizations and consultants in all programmatic areas – and budget for necessary capacity development of partners in the area of gender.

- Draft contracts and terms of reference such that they clearly define roles, responsibilities and expected results in the area of child protection and gender equality.

- Ensure that performance evaluation reviews reflect clearly defined goals for staff roles in promoting and supporting the rights of girls and boys and gender equality.

- Sensitize local authorities, communities and faith-based organizations about activities and programmes involving female and male children and young people; and identify partners within these

See Annex 6 for further information: Checklist: What we can do to protect women and girls

PROGRAMME IMPLEMENTATION

UNICEF country offices are required to conduct a gender audit as part of the programming cycle.1 The rigour with which an audit is conducted will vary according to the needs of the country office. A thorough audit will review each section’s procedures, strategies and practices to assess the degree to which the child protection programme is addressing gender equality and the specific needs of both boys and girls. This is a useful starting point for two reasons: a) it will provide a baseline as to how well gender is mainstreamed in the child protection programme; b) the gender expert should carry out capacity building for staff as part of the audit; and c) it will provide useful suggestions and guidance as to steps the section can take to strengthen gender-equality programming.

- Include gender expertise and experience in promoting gender equality within the terms of reference of implementing non-governmental organizations and
groups that can advocate for the equal participation of girls and boys.

- Ensure that programmes that seek to address societal norms and practices which are injurious to gender equality involve men and boys as partners in implementation as well as beneficiaries.

- Consistently refer back to results of the gender analysis conducted during the assessment and design phase; check assumptions, incorporate emerging issues and concerns related to the protection of boys and girls and adjust interventions accordingly.

- Ensure that child protection programmes are effectively meeting the needs of girls and boys by conducting a gender audit (see below).

GENDER REVIEWS – CHILDREN AND AIDS REGIONAL INITIATIVE

As part of UNICEF’s response to the Year III CARI (the Central Agriculture Research Institute) Aide Memoire, the Eastern and Southern Africa Regional Office (ESARO) contracted the International Center for Research on Women (ICRW) to conduct gender reviews of the CARI and other HIV-related programming for orphans and vulnerable children in five southern African countries: Botswana, Lesotho, Namibia, South Africa and Zimbabwe. CARI supported ICRW’s work to identify opportunities and challenges in integrating and operationalizing gender into UNICEF programmes, with an emphasis on CARI and HIV-related work. The review considered operational considerations regarding how country teams are currently positioned to address gender issues in their work related to orphans and vulnerable children and HIV. It highlighted several promising gender-related initiatives already underway in the five countries. These initiatives include evidence building, policy engagement and service delivery. Finally, it summarized several limitations or gaps in the current gender response, including overarching gender-related themes that could be incorporated in moving forward.
MONITORING AND EVALUATION

UNICEF’s Gender Policy stipulates that programme results must be designed specifically and explicitly based on prior research and analysis of gaps in the realization of the rights and the differential power relations and dynamics between girls, boys, women and men. In each case, gendered inequalities and the discriminatory social norms sustaining them need to be analysed and documented.

Protection staff need to identify both quantitative and qualitative indicators to measure and record the promotion of gender equality in programmatic interventions, and the impact it has had on practices, attitudes and knowledge. While it is important to include national and local partners in the development of indicators that are relevant and appropriate, staff should ensure that the gender role assumptions and biases are not incorporated into monitoring tools and indicators.

UNICEF should aim to ensure that all data collection is disaggregated by sex and age.

Outcome indicators should be grounded in the analysis conducted during the analysis and assessment phase and be clearly worded to ensure their relevance to gender equality is measurable.

Outcome indicators should be designed to measure impact on both practical barriers and strategic interests.

Gender-equality experts should be included in the design of indicators – including those for ‘general’ programming – and should be part of evaluation and monitoring teams.

CHILD PROTECTION INDICATORS

A gender-sensitive indicator can be defined as an indicator that captures gender-related changes in society over time.

Thus an example of a gender statistic would be: Thirty per cent of girls 5–14 years old are engaged in child labour in country X. An example of a gender-sensitive indicator would be: Forty-three per cent of girls are engaged in child labour in country X, as compared with 37 per cent of boys, and compared with 46 per cent and 43 per cent, respectively, five years ago.

See the following Annexes for more information:

Annex 7: Checklist: Important indicators of progress on monitoring progress and ending discrimination and violence against girls

Annex 8: Indicators for monitoring and evaluation of gender responsive programming in humanitarian crises
RESOURCES


Kumar, Bal, et al., ‘Nepal Trafficking in Girls with Special Reference to Prostitution: A rapid assessment’.


Save the Children’s Policy on Gender Equity, 1999.


ANNEXES

ANNEX 1: INTERNATIONAL HUMAN RIGHTS INSTRUMENTS

International human rights instruments that include provisions to promote equality and prevent discrimination, and which provide frameworks and accountability mechanisms for eliminating discrimination and violence against girls and addressing their exclusion from entitlements, rights and equal opportunities.

Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and its optional protocol;
Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children of the UN Convention against Transnational Organized Crime;
International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families;
International Labour Organization Conventions 138 on Minimum Age for Admission to Employment and 182 on the Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labour.

The consensus on the rights of the girl child is also reflected in policy outcomes of intergovernmental processes and their follow-up, such as:

Beijing Platform for Action (1995) and the outcome of the 23rd Special Session of the UN General Assembly (2000);
International Conference on Population and Development (1994);
World Summit for Children (1990);
Millennium Declaration (2000) leading to the Millennium Development Goals and the 2005 World Summit;
Security Council Resolutions 1325, 1820, 1888 and 1889 on Women, Peace and Security; and Resolutions 1261, 1314, 1379, 1539, 1612 and 1882 on Children and Armed Conflict.

ANNEX 2: CHECKLIST: CONDUCTING FIELD-BASED ASSESSMENTS AND CREATING OPPORTUNITIES FOR BOYS AND GIRLS TO PARTICIPATE

CHECKLIST: CONDUCTING FIELD-BASED ASSESSMENTS

- Collect and analyse all data in a disaggregated manner by sex and age.
- Keep the data disaggregated throughout the analysis.
- Consult each component of the society – women and men, boys and girls, and people with special needs.
- Consider the time constraints of those being assessed, given their multiple domestic and community roles.
- Conduct house-to-house visits to reach women, men, girls and boys who are not aware of the assessment or who are unable to participate, e.g., due to disabilities or child-care/work obligations.
- Spread information on assessments and surveys objectives, time and location to ensure that both women and men understand the importance of bringing up their views.
- Ensure that community meetings are held at times and locations that are appropriate for, and accessible to, both women and men.
- Design assessments with particular strategies for ensuring quality participation of all, e.g., separate sessions for men and women, and boys and girls.
- Ensure space for the voices of both boys and girls – special arrangements will have to be made, including ensuring the permission of parents and children to use their data.
- Organize child-care support at the community level to enable women to attend meetings, training sessions and other activities outside the home.
- Train and hire both women and men to conduct assessments and surveys.
- Ensure that all staff, consultants and partners have signed and understand the Code of Conduct (SGB 2003/13) to prevent inappropriate behaviour and protect vulnerable individuals.
- Consult both women and men in the process of prioritizing issues.
- Train and hire both women and men in all activities. Provide separate facilities needed for women and men to carry out their work.
- Revise job requirement profiles, and assess and select on the basis of qualifications – not perceptions.
- Ensure that employment offers welcome both women and men.

CREATING OPPORTUNITIES FOR BOYS AND GIRLS TO PARTICIPATE

Every effort must be made to incorporate boys and girls of all ages in the assessment.

It is not always appropriate to have children participate throughout an entire workshop or assessment, yet children's voices can be heard in other ways, such as:

- Ensure people who work with boys and girls are part of the assessment (teachers, children's officers, children's advocates, etc.).

- Arrange for separate but complimentary sessions with children (divided by sex and age), either as part of the assessment or in partnership with an organization that already works with children, e.g., ActionAid or Save the Children.

- Ensure that the involvement of both boys and girls is meaningful and not superficial. Possible entry points are: scout or guide groups, after-school groups, out-of-school groups or other existing children's forums.

- Ensure that staff/partners conducting the assessment are trained in collecting information from boys and girls of different ages.
Adolescent girls are often invisible during assessments for several reasons, such as because the assessment takes place during the school day, they are married, or they are in purdah. The International Center for Research on Women attempts to identify strategies for the more meaningful engagement of adolescent girls, in order to address the underinvestment in this segment of the population.

**Listen to girls and learn about their aspirations, and engage them in decision-making processes.**
Shift the paradigm from working for adolescent girls to working with them as partners. Listen to girls’ unique insights into their lives and work alongside them to achieve their goals. Cultivate girls’ voices and engage them in developing, executing and evaluating programmes and services.

**Engage families, teachers and traditional leaders as girl champions.**
Build a network of community-based local girl champions that prepare the terrain for long-term, sustainable change. Create an enabling environment that facilitates girls’ socio-economic development, participation and self-expression.

**Provide safe and inclusive community spaces where girls can develop and raise their voices.**
Designate safe space areas and times when girls can meet, talk, play and learn about girls’ rights and hold leaders accountable when girls are excluded from public spaces, including sports fields, community centres and police stations.

**Give girls public platforms to amplify their voices.**
Include girls’ voices within institutions, in media, at events and in campaigns. Provide girls with a platform to voice their opinions, and work with them to strengthen and amplify their voices.

**Change social norms that stifle girls’ voices.**
Deliver true long-term change by addressing the most powerful silencer of girls: harmful social and gender norms that govern all aspects of a girl’s life, including family, education, health care and livelihood. Commit to change those discriminatory norms in all interventions, across all sectors, through innovative solutions and collaboration.
ANNEX 4: KEY RESEARCH QUESTIONS ON CASH TRANSFERS AND GENDER RELATIONS


- What are the key features of gender relations within the society during non-crisis periods (with a particular focus on gender divisions of labour and livelihood options and social issues of domestic violence and alcohol abuse)?

- How have these been affected by the crisis, and what are the different coping strategies of women, men, boys and girls, such as consumption, reduction, migration, increased casual labour and other income-earning opportunities?

- What impact has the receipt of food aid or cash had on gender relations within recipient households? Has it eased conflict related to scarce resources, or created conflict regarding how to use or spend food aid or cash? How does this compare to households in similar economic circumstances who have not received food or cash?

- What difference, if any, do distribution modalities make? Is it helpful to try and distribute food or cash specifically to women within the household?

- Who controls decisions regarding how to spend cash received as part of emergency aid projects? How does this compare to normal decision-making about cash income?

- Are women or men more likely to spend cash or sell food and use it for antisocial expenditure (alcohol, cigarettes or something else)?

- Are there differences in how cash is used between female-headed and male-headed households?

- How are decisions being made about how widely to share cash or food within and between households?

- What are the perceptions of key actors (non-governmental staff, government officials, donors) about the likely gender impacts of cash and food, and does this influence decision-making about the appropriateness of cash and food?
*ANNEX 5. CHECKLIST: IDENTIFYING WOMEN AND GIRLS AT RISK*


**Criteria for identification:** The identification of women and girls at risk is difficult and labour-intensive. It requires a thorough knowledge of the community and an assessment of protection risks. The following criteria provide some guidance as to who humanitarian workers should be aware of, assess and monitor:

<table>
<thead>
<tr>
<th>External risk factors: While the criteria do not make abuse inevitable, women and girls who fall into one/more of the cited criteria, and also face one or more of the following risk factors, may be at high risk of abuse. These risk factors may lead to displacement, plague women and girls during displacement and be problematic in the context of return and reintegration. Women and girls may face multiple risks and the risks may change over time during the period of displacement and return.</th>
</tr>
</thead>
<tbody>
<tr>
<td>□ Rape victim/survivor</td>
</tr>
<tr>
<td>□ Mixed marriage/relationship (across ethnic, religious or clan lines) when conflict is inter-ethnic, inter-racial, inter-religious or inter-clan</td>
</tr>
<tr>
<td>□ Female head of household</td>
</tr>
<tr>
<td>□ Unaccompanied and separated girls</td>
</tr>
<tr>
<td>□ In same-sex relationship</td>
</tr>
<tr>
<td>□ Widow</td>
</tr>
<tr>
<td>□ Single woman alone</td>
</tr>
<tr>
<td>□ Trauma/torture survivor</td>
</tr>
<tr>
<td>□ Victim of gender-based violence, including domestic abuse</td>
</tr>
<tr>
<td>□ Victim or potential victim of harmful traditional practices, such as female genital mutilation/cutting</td>
</tr>
<tr>
<td>□ HIV-positive</td>
</tr>
<tr>
<td>□ Physical, mental or medical disability</td>
</tr>
<tr>
<td>□ Victim of trafficking</td>
</tr>
<tr>
<td>□ Lack of male, familial or community support systems</td>
</tr>
<tr>
<td>□ Escaping forced or early marriage</td>
</tr>
<tr>
<td>□ Victim of frequent harassment and intimidation</td>
</tr>
<tr>
<td>□ Former combatant, forced labourer or sex slave of armed factions</td>
</tr>
<tr>
<td>□ Victim of coerced family planning practices – forced abortion or sterilization – or at risk of such</td>
</tr>
<tr>
<td>□ Armed conflict</td>
</tr>
<tr>
<td>□ Human rights violations</td>
</tr>
<tr>
<td>□ Poverty</td>
</tr>
<tr>
<td>□ Inequality/social exclusion of women</td>
</tr>
<tr>
<td>□ Discrimination/marginalization of women and/or ethnic, religious and linguistic minorities</td>
</tr>
<tr>
<td>□ Gender-based violence</td>
</tr>
<tr>
<td>□ Physical insecurity</td>
</tr>
<tr>
<td>□ Recruitment by armed factions</td>
</tr>
<tr>
<td>□ Food insecurity</td>
</tr>
<tr>
<td>□ Lack of documentation</td>
</tr>
<tr>
<td>□ Insecure areas for firewood collection</td>
</tr>
<tr>
<td>□ Abuses by persons in positions of authority</td>
</tr>
<tr>
<td>□ Harmful traditional practices</td>
</tr>
<tr>
<td>□ Lack of educational opportunities</td>
</tr>
<tr>
<td>□ Loss of traditional male role</td>
</tr>
<tr>
<td>□ Trafficking for sexual or exploitative labour purposes</td>
</tr>
<tr>
<td>□ Child labour</td>
</tr>
<tr>
<td>□ Family separation</td>
</tr>
<tr>
<td>□ Traditional systems of justice</td>
</tr>
<tr>
<td>□ Traditional leadership structures that do not give voice to women/young</td>
</tr>
<tr>
<td>□ Breakdown of community structures, values and morals</td>
</tr>
<tr>
<td>□ Lack of presence of female/international humanitarian staff</td>
</tr>
<tr>
<td>□ Lack of opportunities to participate in peace building/reconstruction</td>
</tr>
<tr>
<td>□ Lack of male and community support systems</td>
</tr>
<tr>
<td>□ Unemployment/unregulated or harmful work</td>
</tr>
<tr>
<td>□ Inequitable land, inheritance and property rights</td>
</tr>
<tr>
<td>□ Landmines and unexploded ordnance</td>
</tr>
</tbody>
</table>
**ANNEX 6: CHECKLIST: WHAT WE CAN DO TO PROTECT WOMEN AND GIRLS AT RISK**


Mitigating identified risks may require different strategies and approaches depending on the community, the context of their displacement and available resources. We can, however, collectively enhance the protection of displaced women and girls through a variety of actions:

<table>
<thead>
<tr>
<th>Action</th>
<th>Action</th>
<th>Action</th>
</tr>
</thead>
<tbody>
<tr>
<td>Including women and girls in the identification of risks and proposed solutions</td>
<td>Ensuring that asylum claims recognize gender persecution</td>
<td>Establishing effective return monitoring mechanisms</td>
</tr>
<tr>
<td>Ensuring that all solutions are community based</td>
<td>Resettling women and girls at risk to a third country if it is the only available safe durable solution</td>
<td>Engaging local civil society groups in protection, reconstruction and peace-building</td>
</tr>
<tr>
<td>Deploying security personnel in/around camps, border areas and impacted host communities</td>
<td>Pursuing all durable solutions early and simultaneously in order to mitigate risks that evolve as displacement becomes protracted</td>
<td>Negotiating the participation of women and youth in leadership and decision-making structures both during displacement and in communities and countries of return</td>
</tr>
<tr>
<td>Recruiting and deploying female staff in all agencies that provide assistance</td>
<td>Linking with national development plans to ensure inclusion of displaced and locally integrating populations</td>
<td>Including host communities in refugee/internally displaced persons assistance and services in mitigating discrimination, resentment and the targeting of the displaced for criminal activities</td>
</tr>
<tr>
<td>Ensuring that camp layout and the placement of water points and essential services enhance protection and safe access</td>
<td>Including host communities in refugee/internally displaced persons assistance and services in mitigating discrimination, resentment and the targeting of the displaced for criminal activities</td>
<td>Establishing Codes of Conduct for humanitarian and security personnel</td>
</tr>
<tr>
<td>Establishing protected areas or safe houses, if appropriate, for short-term, immediate protection</td>
<td>Ensuring that human rights legislation is in place and in practice</td>
<td>Putting regular monitoring mechanisms in place</td>
</tr>
<tr>
<td>Registering all displaced individuals and providing all women and girls with their own identity documents</td>
<td>Providing economic opportunities for women and girls throughout the cycle of displacement so that they are not forced to resort to negative coping strategies, such as transactional sex</td>
<td>Developing educational programmes that promote tolerance between all affected communities</td>
</tr>
<tr>
<td>Ensuring equal access for women and girls to health care, education, training programmes and income-generating activities</td>
<td>Ensuring that transitional systems of justice are in place in post-conflict return situations</td>
<td>Ensuring that human rights legislation is in place and in practice</td>
</tr>
<tr>
<td>Ensuring the safe provision of firewood and/or fuel alternatives</td>
<td>Providing educational opportunities for children and youth that ensure equal access for girls and boys</td>
<td>Ensuring that human rights legislation is in place and in practice</td>
</tr>
<tr>
<td>Ensuring appropriate, timely legal responses for serious crimes committed against women and girls</td>
<td>Providing health services that address the specific health needs of women and girls</td>
<td>Developing mechanisms to share cross-border/country-of-origin information with all segments of the displaced community and to ensure that women are able to make independent decisions about if and when to return</td>
</tr>
<tr>
<td>Relocating women and girls to safe areas, including outside of camps, when necessary for their protection</td>
<td>Implementing landmine awareness education programmes</td>
<td>Developing mechanisms to share cross-border/country-of-origin information with all segments of the displaced community and to ensure that women are able to make independent decisions about if and when to return</td>
</tr>
</tbody>
</table>
Data should be drawn at national and sub-national levels. Collecting data and reporting findings is essential in presenting an accurate depiction of the situation of girls and progress in identifying and addressing gaps.

It is paramount that data be disaggregated not only by sex, but also by age:
- Infant to 5 years of age;
- Children 6–9 years old;
- Children 10–14 years old;
- Children and youth 15–19 years old; and
- Youth 20–24 years old.

The Expert Group recommends that governments and non-governmental organizations work together to collect, analyse and monitor data in the following areas:

<table>
<thead>
<tr>
<th>Health status</th>
<th>Prevalence of underweight girls/boys (under 5 years old).</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Mortality rates of girls/boys (under 5 years old).</td>
</tr>
<tr>
<td></td>
<td>Proportion of girls giving birth under 18 years old.</td>
</tr>
<tr>
<td></td>
<td>Proportion of births attended by skilled health professionals by mother’s age and parity.</td>
</tr>
<tr>
<td></td>
<td>Prevalence of HIV by age and sex.</td>
</tr>
<tr>
<td></td>
<td>Percentage of girls/boys reporting first sexual relation was non-consensual (i.e., forced or tricked).</td>
</tr>
<tr>
<td></td>
<td>Ratio of new incident HIV infections female-to-male detected in youth 20–24 years old.</td>
</tr>
<tr>
<td></td>
<td>Percentage of girls (ages 5–9, 10–14, 15–19, 20–24) who have undergone female genital mutilation/cutting.</td>
</tr>
<tr>
<td></td>
<td>Percentage of girls/boys (ages 5–9, 10–14, 15–19, 20–24) subject to violence and battery inside or outside the family.</td>
</tr>
<tr>
<td></td>
<td>Percentage of girls/boys with comprehensive and correct knowledge of HIV and AIDS.</td>
</tr>
<tr>
<td></td>
<td>Percentage of voluntarily sexually active girls seeking to avoid pregnancy by contraceptive prevalence rate and by condom use at last high-risk sex.</td>
</tr>
</tbody>
</table>

| Educational status | Percentage of girls/boys starting in Grade 1 (by age 8) who reach Grade 5. |
|                   | Percentage of girls/boys (10–14 years old) out of school who have never been to school. |
|                   | Percentage of girls/boys (10–14 years old) out of school who have between one and four years of schooling. |
|                   | Percentage of girls/boys (10–14 years old) who are in school at appropriate grade for age. |
|                   | Percentage of girls/boys (15–19 years old) who completed primary school. |
|                   | Percentage of young women/men (20–24 years old) who completed secondary school. |

| Protection, rights, empowerment | Percentage of girls/boys who have been away from home for more than six months. |
|                                | Percentage of girls/boys living apart from one parent. |
|                                | Percentage of girls/boys (10–14 years old) living apart from both parents. |
|                                | Percentage of girls/boys (10–14 years old) living apart from both parents and out of school. |
|                                | Ratio of school attendance of male/female orphans. |
|                                | Ratio of school attendance of non-orphans (10–14 years old). |
The Expert Group recommends that governments and non-governmental organizations work together to collect, analyse and monitor data in the following areas:

<table>
<thead>
<tr>
<th>Child marriage</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Percentage of girls/women currently aged 10–24 who were married under age 15, and under age 18.</td>
</tr>
<tr>
<td>• Average spousal age differences for girls married (under 15 years old, under 18 years old) compared with those married over 20 years old.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Participation and access to civil society</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Percentage of girls/boys of age of consent who are issued vital documents, including personal identification documentation, health certificates and other vital forms of personal identification.</td>
</tr>
<tr>
<td>• Percentage and age distribution of girls/boys who participate in youth programmes.</td>
</tr>
<tr>
<td>• Percentage and funding allocation for girl-focused programmes within youth programmes, including programmes where girls can safely meet each other, find mentoring, develop leadership skills and receive programme benefits.</td>
</tr>
<tr>
<td>• Percentage of activities designed specifically to meet girls’ needs that are age, gender, life cycle and context appropriate (such as specially designed financial literacy, citizenship programmes and sports).</td>
</tr>
<tr>
<td>• Percentage and funding allocation for programmes focused on reaching disadvantaged and marginalized girls/boys.</td>
</tr>
<tr>
<td>• In youth-serving initiatives, percentage of peer educators, peer leaders and mentors that are female/male.</td>
</tr>
<tr>
<td>• Percentage of girls/boys that participate regularly in group sports.</td>
</tr>
<tr>
<td>• Collect by age, gender and marital status for those (ages 10–14, 15–19) who have:</td>
</tr>
<tr>
<td>- Regularly attended a youth programme or youth centre in the last week.</td>
</tr>
<tr>
<td>- Had contact with a peer educator.</td>
</tr>
<tr>
<td>- Been a peer educator or leader.</td>
</tr>
<tr>
<td>- Attended an HIV lecture.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Community support, safety and protection</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Percentage of girls/boys (of the specific age categories noted above) who:</td>
</tr>
<tr>
<td>- Have trusted adults to whom to turn.</td>
</tr>
<tr>
<td>- Report having many friends in their neighbourhoods.</td>
</tr>
<tr>
<td>- Have a place in which to reliably and safely meet same-sex peers.</td>
</tr>
<tr>
<td>- Feel comfortable in their neighbourhood.</td>
</tr>
<tr>
<td>- Have an emergency place to spend the night if necessary.</td>
</tr>
<tr>
<td>- Have someone from whom they can borrow money in case of an emergency.</td>
</tr>
<tr>
<td>- Are able to live and move about in their neighbourhood without fear of being beaten or assaulted.</td>
</tr>
<tr>
<td>- Have experienced harassment and crime.</td>
</tr>
</tbody>
</table>
ANNEX 8: INDICATORS FOR MONITORING AND EVALUATION OF GENDER RESPONSIVE PROGRAMMING IN HUMANITARIAN CRISIES

Do the indicators consistently measure the participation of girls and boys, and women and men? Do they monitor the extent to which activities are responsive to the needs of girls and boys, and women and men?

- In responding to unstable environments, develop strategies to secure baseline data disaggregated by sex.
- Evaluate the percentage of girls and boys, and women and men, who benefit from the strategies and programmes developed to meet the needs of emergency situations.
- What percentage of the managers and front-line workers will receive gender training?
- How many institutional, administrative, and/or legal arrangements which are responsive to the needs of girls and boys, and women and men, will have been put in place as a result of these activities?
- How many community groups are involved in project planning, design and implementation?
- How many women's non-governmental organizations are involved? How many meetings/consultations will be held with them?
- What percentage of the resources will be allocated towards addressing the inequalities of girls and women?
- Develop communication strategies that ensure the participation of girls and boys, and women and men equally.
- How have UNICEF and partners operating in crises ensured the proper compilation of data in their respective fields and sectors broken down by gender, age, etc.?
- To what extent has the specific and differential impact of the particular crisis situation on the various parts of the community been underscored?
- In budgeting, programme planning and reporting, how has the amount of expenditure, the type of relief commodities, etc., that have been distributed/utilized by different sections of the community been indicated?

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Post-crisis evaluation

• To what extent do strategies promote the participation of girls and boys, and women and men in design, implementation and management in the recovery and post-emergency stage?

• Adopt strategies to enhance and protect the opportunities and gains made, particularly by women in the post-conflict phase, where there may be a tendency to revert to tradition and new constraints imposed.

• How and to what extent will these strategies reduce and change stereotypical roles and social relationships of girls and boys, and women and men?

• How have opportunities for change created by crisis situations, which may have led to the re-making of roles and opportunities for women been further developed?

• In conflict situations, have women been involved as mediators, and their inputs been taken into account in official peace-mediating initiatives?

• In the post-conflict phase, with an emphasis on the more formal levels of establishing systems of ‘governance’, have the role and voices of women – who at the ‘informal’ and community level have much to contribute in helping define terms for peace and security – been accorded equal importance?

• To what extent has there been a greater involvement of internally displaced women in the planning, designing and monitoring of programmes?

• To what extent will these strategies reduce or eliminate disparities between girls and boys?

• How and to what extent will these strategies result in the improved condition and position of girls and women?

• What measures have been put in place to counter the trafficking of girls and women in both conflict and post-conflict situations?

• To what extent do the strategies address institutional, administrative and legal obstacles to the equality between girls and boys, and women and men?

• To what extent do the strategies enable girls and women to influence decisions that affect their lives and control of resources?

• To what extent does the strategy lead to and include participation of and partnership with women’s non-governmental organizations and members of civil society?

• Will there be ongoing consultation with community groups, including women’s groups?

• Do women and men have equal access to information and opportunities for participation in rehabilitation programmes? (resettlement, repatriation, reintegration)