



# A Review of Norwegian Humanitarian Organizations' awareness and practical implementation of gender and the Inter-Agency Standing Committee's (IASC) Gender Handbook in Humanitarian Action



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Responsibility for the contents and presentation of findings and recommendations rests with the study team.  
The views and opinions expressed in the report do not necessarily correspond with those of Norad.

# Report

A Review of Norwegian Humanitarian Organizations' awareness and practical implementation of gender and the Inter-Agency Standing Committee's (IASC) Gender Handbook in Humanitarian Action



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## List of abbreviations

ACT -	Action by Churches Together
CAD –	Core Activity Database
GBV –	Gender Based Violence
GPoA -	Gender Plan of Action
IASC –	Inter Agency Standing Comity
ICLA –	Information, counselling and legal assistance
ICRC -	International Committee of the Red Cross
MFA –	The Norwegian Ministry of Foreign Affairs
NCR -	Norwegian Church Aid
NPA -	Norwegian People’s Aid
NRC -	Norwegian Refugee Council
RC/RC -	Red Cross/Red Crescent
SCN -	Save the Children Norway
Norcross -	The Norwegian Red Cross
OCHA -	The United Nations Office for the Coordination of Humanitarian Affairs
TIA -	Task Impact Assessment
ToR –	Terms of Reference
ToT -	Trainer of Trainers
UKS -	Utenriktjenestens kompetansesenter
UN –	United Nations
UNHCR –	United Nations High Commissioner for Refugees
UN SCR –	United Nations Security Council Resolution
VAW -	Violence against Women
WRGE -	Women’s rights and gender equality

## Executive Summary

The seven organizations taking part in this review have strategies and policies outlining their work for women's rights and gender equality. Many have also made a substantial effort to strengthen their implementation and of women's rights and gender equality in their humanitarian assistance by integrating gender in their monitoring systems, institutional structures and capacity building. The achievements do, however, vary from organization to organization and for some also within the organization. The implementation of gender mainstreaming in a systematic and comprehensive way is therefore a common challenge across the organizations.

The overall impression is that relatively few resources are put into developing gender expertise in the organizations. The gender focal points and gender advisers are expressing the need for having at least one full time position as a gender expert in each organization. A gender adviser or a gender focal point alone cannot mainstream gender in an entire organization. There is therefore a need for high-level commitment and authority. The management level of the organizations is playing a key role in this process by continuously focusing on gender concerns in the day-to-day dialogue with employees and other stakeholders.

A common challenge among the seven organizations is the fact that gender is often translated into women as a vulnerable group, while at the organizational level there is a commitment to gender mainstreaming, which requires a holistic approach focusing on the socially constructed differences between men and women and the need to challenge existing gender roles and relations. With a mainstreaming strategy gender concerns are seen as important to all aspects of all sectors and areas of activity and need to be an integral part of all planning processes.

Gender knowledge and awareness, skills and will to implement are important for employees involved in humanitarian assistance at all levels. Many of the interviewees are expressing a need for more gender training for all, both at head office and in the field. The overwhelmingly positive response from the IASC ToT in Nairobi clearly shows that gender training can have direct positive impacts and is viewed as a useful intervention.

At the same time some of the interviewees have put a valid question mark at the effects of and the need for traditional gender training. It is seen as difficult to address gender in training as the participants often already have substantial theoretical gender knowledge. The challenge is seen not so much as a matter of knowledge and awareness, but as a matter of skills, ability and will to implement gender in the day-to-day programme work.

The increased attention to gender among the organizations can partly be attributed to donor requirements. The MFA gender templates in formats for applications and reports oblige the organizations to consider gender aspects in their programmes. In general the organizations reviewed welcome the MFA gender requirements and see them as constructive. There is, however, an expressed uncertainty among some of the organizations of what MFA actually expects from the organisations in terms of gender integration. Clarity of the requirements and consistency in the handling of gender issues could contribute to improved gender integration work.

The IASC handbook is widely used as a reference for policy development among the organizations. In most cases, however, the handbook is viewed as a useful tool in field operations, whereas only a few organizations use it actively for providing competent backstopping from the head office. Some are feeling overwhelmed by the magnitude of the handbook, which subsequently leads to resistance. Others report that it works well as a reference book and that using the check lists is useful. Some of the most active users of the handbook argue that it has to be adjusted to "our way" but they still regard it as extremely relevant.

## Recommendations

The recommendations from the review all point in the same direction as regards measures to reinforce efforts to promote gender mainstreaming; organisations must invest more resources and organise their work more systematically including efficient training and mechanisms for making management accountable.

Recommendations for the organisations include:

- Integrate gender into all of the existing policies and programmes, focusing on adapting institutional procedures to achieve this, i.e. integrate a gender perspective into monitoring and reporting systems, indicators, evaluation routines, contracts and ToRs. The IASC handbook should be used as the main reference. The collection of sex disaggregated data should be a minimum requirement.
- Develop a time bound action plan helping to keep the system accountable for the implementation of the gender policies and strategies. Introducing incentive structures which reward gender work and the development of gender-specific operational tools such as checklists and guidelines is recommended.
- Establish a gender working group with a clear mandate can be a valuable tool. The gender work should be included in the working group members' job descriptions.
- Appoint gender advisers or gender focal points with a policy oversight and monitoring role to keep the gender wheels rolling. Appointing junior staff to these positions should be avoided.
- Unpack the academic terminology and concepts and raise awareness on the practical implications of gender for the humanitarian operations. Emphasize gender as part of the quality insurance work of the organization ensuring that all beneficiaries are reached.
- Institute relevant gender training to the organizations needs. The three hour self paced E-Learning course, developed by the IASC Sub Working Group on Gender and Humanitarian Action, is made mandatory for all those involved in humanitarian assistance, including management.

Recommendations for MFA include:

- MFA should continue to request gender integration in reports and applications and work more systematically to ensure that gender is properly mainstreamed throughout the programme documents by developing simple guidelines to clarify their expectations related to the gender templates. The guidelines should reflect the gender approach of the IASC handbook as well as relevant government policy papers and would provide an internal and external tool to handle gender in a more systematic way.
- MFA/Norad should support gender capacity building initiatives in the organizations and strengthen systems and procedures as well as securing gender expertise in the organizations.
- Make the IASC E-Learning course mandatory for relevant MFA staff and/or as part of the UKS capacity building services

Recommendations for future IASC training include:

- Similar training efforts are recommended
- Future trainings should have several participants from the same country in order to create synergy effects by building networks and lay the ground for cross organizational cooperation.
- Allocate sufficient resources to secure good coordination and develop a detailed plan for follow up in order for the skills acquired to be utilized in a systematic way.

## Definitions<sup>1</sup>

**Sex and Gender:** Sex refers to the biological characteristics that categorise someone as either female or male, whereas gender refers to the socially determined ideas and practices of what it is to be female or male

**Gender Mainstreaming:** An organisational strategy to bring a gender perspective to all aspects of an institution's policy and activities, through building gender capacity and accountability

**A targeted approach** is addressing the specific needs or rights of women, men, girls or boys. In humanitarian situations women and girls are often at risk of gender based violence, but boys or men may also have special needs for targeted interventions.

**Integrating a gender perspective** means recognizing and addressing the different needs, vulnerabilities, capacities, contributions and rights of women, men, girls and boys, both through mainstreamed and targeted approaches.

**Gender Equality** exists when both women and men are able to share equally the distribution of power and influence; have equal opportunities, rights and obligations in the public and private spheres; have equal access to quality education and capacity building opportunities; have equal possibility to develop their full potential; have equal access to resources and services within families, communities and societies at large; and are treated equally in laws and policies; regardless of their sex.

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<sup>1</sup> The definitions are based on several sources such as the IASC handbook, Norwegian Red Cross Gender Plan og Action and bridge report no 55, Gender and Development: Concepts and Definitions Prepared for the Department for International Development (DFID) for its gender mainstreaming intranet resource

## Background

A number of policy papers<sup>2</sup> on humanitarian assistance from the Government over the last years are promoting increased action on the integration of a gender perspective in all humanitarian work and by all actors and stakeholders involved in humanitarian responses. Since 2006 it has been an explicit requirement for grants from the Humanitarian Section at the MFA that the organizations incorporate the gender perspective into their activities, report specifically on this issue and assess the project's relevance of UN SC Res. 1325 (2000) on Women, peace and security.

With increased focus on improved strategies, guidelines, standards and methods for integration of gender aspects in humanitarian work, it is of importance to know more about how these commitments are used and implemented in practice by the humanitarian actors.

*The IASC Gender Handbook in Humanitarian Action – Women, Girls, Boys and Men, Different Needs – Equal Opportunities, Dec. 2006*<sup>3</sup> has become an important and recognized tool for various actors in humanitarian response in an effort to increase the quality, sustainability, effectiveness and efficiency of their interventions.

In 2008, MFA (HUM) funded a project called “*Gender Capacity Building in Humanitarian Assistance*” organised by six of the main Norwegian humanitarian organizations (Norwegian Refugee Council , The Norwegian Red Cross, Norwegian Church Aid, Norwegian People’s Aid, Caritas, Save the Children). The objectives of the project were to increase the awareness on gender in humanitarian assistance and put it on the agenda of the leadership in the organizations, as well as to build skills and capacity by training of staff at headquarters and in the field offices and operations in applying the IASC handbook. The project was coordinated by NRC and submitted reports to MFA. From the MFA, this was considered a targeted funding with the aim of integrating the gender perspective in all the activities of the organizations.

The purpose of the review is to assess to what extent the humanitarian organizations (the six mentioned above and CARE) have knowledge of and integrate the standards of the IASC handbook, and to what extent it is being used and implemented as a guiding tool in headquarters, field offices and operations.

The scope of the assignment is to review and assess the following:

- IASC guidelines and gender as part of the organization's policies and programme work
- Gender knowledge and capacity building
- Follow up of the IASC Training in Nairobi

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<sup>2</sup> Govt. proposition no 40 - Norwegian Humanitarian Policy (St.meld.no.40 (2008-2009) Norsk humanitær politikk), Govt. Proposition no.9 – Norwegian Policy on prevention of humanitarian disasters (St.meld.9 (2007-2008) – Norsk politikk for forebygging av humanitære katastrofer, Govt. Proposition n. 13 (2008-2009) ,Climate, Conflict and Capital, and Govt. Action Plan for implementation of UN SC Res.1325(2000) on women, peace and security, 2006

<sup>3</sup> [www.humanitarianinfo.org/iasc/gender](http://www.humanitarianinfo.org/iasc/gender) The handbook will in the following be referred to as the IASC handbook.

# 1. Methodology

The review has been carried out in November and December 2009. The review team employed the following evaluation tools and techniques in the conduct of the review:

- Review of policy and programme documents
- Interviews with relevant staff at the Norwegian organizations at head office level
- E-mail interviews with field office staff participating in the Trainer of Trainers (ToT) seminar in Nairobi<sup>4</sup>

The review team aimed at interviewing 3-5 people per organization, preferably in the following categories:

- Head of humanitarian assistance
- Programme officers working with humanitarian assistance
- Gender adviser/gender focal point
- Participants at the ToT in Nairobi and heads of Field Offices

All the reviewed organizations have been extremely positive to this review and have been more than willing to set aside time for interviews. Many have said that they look at this as a welcomed opportunity to put gender on the agenda yet again. However, due to tight travel schedules as well as illness, some interviews were not possible to conduct. Still we find the information collected as being sufficient for the purpose of this review.

29 people have been interviewed for this review. 21 of them are women. We emphasized function rather than gender in selection of the interviewees. The high number of females may result from the fact that there are more women working in the development sector or that more women are designated or devoted to work on gender issues. This may potentially have influenced the answers.

We have received answers from 20 of the 24 ToT participants. This is a very high number considering that some of the participants are no longer working with the organizations. Due to practical reasons the answers were not anonymous.

The great diversity among the organizations has had some methodological implications. Some of the organizations are large, some are small, some work exclusively with humanitarian assistance, some have separate divisions or departments for the humanitarian assistance, and for some it is almost impossible to separate the long term work and the humanitarian assistance. Moreover, each organization has a unique structure regarding monitoring and implementation. Some are part of and dependant on a larger global network, some work through local offices, others through other partner organizations, and this may also vary within each organization. These factors all influence the answers and decide the degree to which the organizations themselves are able to determine the inclusion of gender in their work. The diversity of the organizations also influenced the number of and the choice of interviewees in each organization as well as which and how many policy documents that was reviewed.

Programme documents assessed in this review was selected by the MFA based on the most updated documentation available. The documents reviewed may not be representative of the gender work of the organization.

Assessing a number of gender aspects within seven organizations in a report limited to 25 pages is challenging, and provides a limitation in the sense that not all aspects and nuances can possibly be described and analyzed. Although a relatively large material is collected, the report focuses on best

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<sup>4</sup> 24 participants (13 female, 11 male) from the following 15 countries participated: Afghanistan, Angola, DR Congo, Guatemala, Ethiopia, Iraq, Kenya, Lebanon, Norway, Sri Lanka, Sudan, Tanzania, Uganda, Zambia and Zimbabwe.

practices and real achievements that can be used as lessons learned for how to mainstream gender in emergency relief.

The review team has assessed the use and usefulness of the IASC handbook as well as how the organizations have included gender in their humanitarian assistance in a broader sense. The handbook is an important resource, but a humanitarian actor may have a complete gender perspective without being influenced of this particular handbook.

## 2. The gender work of the organizations

### 2.1. Norwegian Refugee Council (NRC)

#### 2.1.1. IASC guidelines and gender as part of the organization's policies and strategies

NRC has a clear cut hierarchy of policies and strategic documents. The NRC Policy paper, which lays out the guiding principles of the organization, does not reflect any thoughts on gender or women. A revision of the Policy paper is in the pipeline although it is unclear when this work will commence.

Through the 2007 Gender Policy NRC has, however, committed itself to mainstreaming gender into projects and ensure that NRC's assistance is based on gender analysis as well as implementing targeted interventions to strengthen women's participation and rights. The policy recognizes that women, men, boys and girls are affected differently by crisis and therefore have different exposure to risks, different needs and priorities. It further specifies that mainstreaming should aim at capturing this diversity by disaggregating all data by sex and go beyond a quantitative representation of beneficiaries, ensuring the qualitative participation of all diverse groups in NRC activities. The policy moreover reflects NRC's commitment to advance gender equality at an institutional level.

In order to ensure the implementation of the Gender Policy a detailed Gender Plan was developed for 2008-09. The Gender Plan includes timing and responsibility for implementation of the 12 "action items" in the Gender Policy. Many of the planned actions have been implemented or implementation has started. Other items have not yet been implemented due to the lack of capacity, but an approved application to the MFA will give support to additional gender capacity in the organization, enabling more action items to be carried through.

For each of NRC's five core activities<sup>5</sup> there are policies and for each policy there are more detailed handbooks guiding the work in each core activity. Gender integration is mentioned in some of the policies, but they are largely gender blind. The comprehensive handbooks for the five core activities are recently revised and commented upon in terms of gender integration, and gender aspects are integrated.

The team has reviewed two of the handbooks, and they are found to address gender differently from one another. In the ICLA handbook gender issues and women's rights are thoroughly mainstreamed throughout the text. This handbook also includes GBV as one of three main themes, and there is a separate chapter on GBV, also referring to the IASC handbook and the IASC Guidelines for Gender-based Violence Interventions in Humanitarian Settings. There is also a separate part on reaching female beneficiaries, a part on addressing gender balance in recruitment, and information on the importance of collecting data disaggregated by sex. Moreover there is a part on the gender policy with references to the IASC handbook and the UNHCR handbook for the protection of women and girls as further resources. The Shelter handbook has integrated gender to some extent but not as comprehensively as the ICLA handbook. It lists gender issues but provides no thorough analysis or deeper explanations as to how and why gender is relevant for the core area of shelter in particular. It has, however, a short chapter on gender giving some analysis and references to the NRC gender policy and also to the IASC handbook.

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<sup>5</sup> The five NRC core activities are: camp management, education, food security and distribution, ICLA (Information, counseling and legal assistance) and shelter

The policy documents of the NRC build directly on the IASC handbook, which is considered the most relevant tool for addressing gender issues in NRC. The handbook covers gender in four of the five core activities of the organization, and for the last core activity (ICLA) NRC has developed the handbook referred to above, which addresses gender in a comprehensive way. The IASC Guidelines for Gender-based Violence is also frequently used as an important reference.

### **2.1.2. IASC guidelines and gender as part of the organization's programme work**

NRC is in the process of mainstreaming gender into all programme work. At the same time there are separate programmes for particularly vulnerable groups such as survivors of GBV<sup>6</sup>, primarily targeting women. As an example of the work on a targeted approach NRC is implementing a 12 month pilot GBV project in three counties with Liberia as the first pilot. The project is aiming at decreasing the level of GBV against Liberian women and children. Lessons learned from the pilots will be used to help find the best ways of addressing GBV.

The organization realizes that *"...NRC needs to strengthen its capacity to mainstream gender in all parts of the project cycle. To ensure gender equality programming in NRCs operations, NRC must increase its capacity to analyze, design, implement and monitor projects in a way which is gender sensitive..."*<sup>7</sup> Plans for 2010 show that NRC will increase the emphasis on gender next year, focusing on improving programming. A full time gender adviser will be employed for 10 months, giving NRC leverage to reach what they describe as "cruising altitude" in terms of gender integration. The increased capacity will enable a gender revision of the remaining policy documents and institutional processes. Staff at the field offices will receive gender training, and a baseline for all NRC programme work will be developed in order to be able to measure progress on gender mainstreaming.

A new monthly project monitoring system is in place from 2009, collecting information disaggregated by sex for all data on target groups. This Core Activity Database (CAD) is mainly measuring output and is still under revision, aiming at creating a system focusing more on the outcome level in order to better capture impact. It is said that the CAD system forces the organization to integrate gender from the early planning stages of a programme. One employee puts it this way: *"When you see that there are 80% boys and 20% girls it forces you to have a discussion"*. To what extent the figures collected are analyzed and used to feed back into programming is considered to vary among the field offices. *"It is a little bit ad hoc now, and we realize that we need to be better"*, the review team is told. Although there is concern that gender is not considered in a sufficiently systematic manner, it is clear to the review team that NRC is moving in the right direction and that there has been significant positive changes the last few years.

In the programme documents assessed<sup>8</sup> gender is presented as a cross cutting issue with efforts of mainstreaming as well as addressing some of the needs of women and girls in particular. The applications include an analysis of the gender dimensions, but a gender focus applied throughout the document would have left a stronger impression of gender being substantially integrated in the programme. Beneficiaries are generally listed in a gender blind manner as families, parents, students etc. and gender concerns are not included in the description of the overall or the specific objectives. The education part of the project includes gender better than the other components, with main emphasis is on quantitative measures such as gender balance among teachers and pupils. A more thorough analysis would better demonstrate the qualitative aspects of education explaining why a gender focus is important in this context and how to address it.

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6 Gender-based Violence

7 MFA application "Gender Mainstreaming at NRC, 26.8.09"

8 See annex 3 for references to the reviewed documents

The general section on gender in the final report is short. It contains no analysis of the results reported on and it contains no reference to the SCR 1325<sup>9</sup>. Description of target groups are largely gender blind, making it difficult to assess whether both women and men have been reached and whether gender balance is achieved. Some of the components, such as education and camp management, however, report very well on gender with analyses exploring the reasons for having or not having achieved the expected results and data disaggregated by sex. Other parts fail to report adequately on gender, highlighting the need for a more systematic approach. With the new CAD system in place it is to be expected that gender concerns will be maintained more holistically in the reporting.

### **2.1.3. Knowledge and capacity building**

NRC has a senior adviser with gender as one of three main areas of work. Together with a self established gender working group the senior adviser has been instrumental for the development of the gender perspective of NRC the last few years. An additional full time gender adviser is in the process of being employed for 10 months in order to work systematically with further implementation of the NRC gender policy.

The gender skills and knowledge in the organization is said to be relatively good, but varying. It is said that gender is usually translated into a one sex issue related to women as a vulnerable group. There is, however, a growing awareness of the importance of engaging men and adopting a gender perspective which includes both women and men and the relations between them. The gender adviser states that engaging men as well as looking at SCR 1325 as an instrument for empowerment rather than focusing on women as victims, will be areas that NRC will work on.

At head office level there is no systematic gender training, and none of the interviewees have undergone gender training since employed with NRC. All new project managers and country directors at the field offices are, however, undergoing a two weeks induction training which includes a separate gender session as well as gender being addressed as a cross cutting issue in other sessions. Moreover, gender is included as a cross cutting issue in the six training modules developed for training of national staff. New members of the emergency roster receive four days of training, which has included gender as a separate session since 2008 as well as treating gender as a cross cutting issue throughout the four days. All gender training is based on the IASC handbook, which is widely distributed throughout the organization.

## **2.2. The Norwegian Red Cross (Norcross)**

### **2.2.1. IASC guidelines and gender as part of the organization's policies and strategies**

The Norwegian Red Cross Gender Plan of Action 2009-2014 (GPoA) was developed by a gender working group with the facilitation of external gender consultants and approved in August this year. Through the GPoA Norcross commits itself to work holistically with gender integration in all the international work, covering humanitarian assistance as well as the long term development work. The GPoA outlines the Norcross policy on gender issues, emphasizing a rights based approach and the need to recognize and address *"...the different needs, vulnerabilities, capacities, contributions and rights of women, men, girls and boys, both through mainstreamed and targeted approaches."*<sup>10</sup> The GPoA moreover includes a detailed plan of the organization's gender objectives with activities

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<sup>9</sup> UN Security Council Resolution 1325 (2000) on Women, peace and security

<sup>10</sup> International Gender Plan of Action for Norwegian Red Cross' Humanitarian and Development Assistance 2009-2014

to be implemented, including indicators and responsibilities. The IASC guidelines were actively used in the development of the GPoA.

Norcross has also recently finalized a new strategy for their international work (2009-2014), mainstreaming gender in line with the Gender Plan of Action. The international strategy highlights the importance of recognizing the different needs and rights of men, women, boys and girls in disaster management.

Norcross is working closely with the RC/RC Movement<sup>11</sup> and must be seen in relation to the gender work of the rest of the Movement. A 2008 gender review of the Red Cross Federation is concerned “...whether a Red Cross/Red Crescent policy based on **gender equity** is adequate for the 21<sup>st</sup> century when much of the international community has moved on to a **gender equality approach**.” As a response to the review a senior gender adviser focused on moving the Federation in the direction of a rights based approach is in place. The Federation is currently in the process of developing a new Gender Policy/Strategy, and Norcross is one of the main drivers in this work. ICRC’s work on gender issues still has a gender equity stance with a focus on women rather than gender. As a response to the relatively slow progress on gender in the RC/RC system, Norcross has appointed itself to play a leading role and work systematically to improve the gender perspective across the RC/RC Movement. Through the active participation in the Federation’s global gender network, through initiating the establishment of a Nordic gender network, and through active liaising with ICRC’s gender advisers Norcross seeks to effect change by strengthening the Federation’s and the ICRC’s gender work. Norcross is particularly focused on ensuring gender integration in all technical sectors, especially disaster response and disaster risk reduction. We are told that good gender work is being done among the national societies throughout the world, although it needs to be more systematic and institutionalized.

### **2.2.2. IASC guidelines and gender as part of the organization’s programme work**

In addition to developing a Gender Plan of Action, Norcross’ international division has made several efforts during the last year in order to mainstream gender in planning documents, procedures and routines. The monitoring system has undergone a gender review integrating gender where appropriate. This includes formats for applications and reporting, and the related guidelines now include a checklist with ten gender related factors to consider in all programmes and three additional factors to consider for emergency assistance. There is an increased attention to the collection of sex disaggregated data, and gender is strengthened in the lists of indicators and in formats for partner contracts. This process has led to internal discussions and is said to have raised awareness among the programme staff. The review team is told that “*The changes in the monitoring system are forcing people to do a gender analysis*”.

For the humanitarian work the IASC manual is said to be an important resource. It is however unclear to what degree it is being used in a systematic way. The RC/RC Movement assessment tools do not have a clear gender perspective. Several interviewees are concerned with this and say that improvements need to be made in order to ensure a systematic gender perspective throughout the emergency assistance cycle. According to several interviewees the gender integration work is much stronger in the long term work than in the humanitarian assistance, where there is some felt resistance to the issue. It is argued that “*Gender is not perceived as so important in the emergency response work. Being concerned with vulnerable groups is used as an excuse not to include a gender perspective.*” Related to this there has been an internal discussion on the degree to which gender should be included in a task force document, illustrating the different views on the need to have an explicit gender perspective in order to secure the inclusion of gender concerns.

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11 The Red Cross/Red Crescent RC/RC Movement incorporates the Geneva-based International Committee of the Red Cross (ICRC) and the International Federation of Red Cross and Red Crescent Societies (the Federation), as well as National Societies in 186 countries.

The documents reviewed all have a specific focus on the protection of women, assistance targeted to women, and an analysis of how conflicts affect men and women differently. In the final report data is sex disaggregated and there is a description of how women have benefitted. There is less attention to women as active contributors, and it is difficult to assess the real gender mainstreaming in the programmes due to the level of detail in the documents. The documents do, however, show a clear gender perspective, and with the improved monitoring system and the new gender action plan securing gender mainstreaming in all programmes will be easier.

### **2.2.3. Knowledge and capacity building**

There are two gender focal points in the International division, of whom one is Head of the External Resources and Policy department, with gender constituting about 20% for each. In May 2009 a gender working group was established with representatives from each department in the international division as well as relevant departments from other divisions. Together with the focal points the gender working group will be monitoring the implementation of the gender action plan and contribute to gender mainstreaming in the various departments. The working group will report on the gender action plan on an annual basis. The gender focal points and the gender working group has important backing from the head of the international division, who is seen as a positive driving force, advocating for gender integration as a means of improving the quality of the services that Norcross provides.

The gender knowledge and interest in the organization is said to be varying, and the focus is often on women rather than gender. Most of the staff knows about the IASC handbook, but it is not being used actively by all programme officers working on humanitarian assistance. A challenge is the perception that gender is something which is “popular” at the moment, but will soon vanish as other issues become the talk of the day. The recent process of improving gender integration is said to have raised awareness at all levels although it is too soon to assess the results from this work. Some interviewees are expressing concern related to how it will translate into action in the field. It is said, however, that the improved monitoring systems will force everyone to report on gender issues and collect sex disaggregated data, which in turn will lead to greater awareness.

About 55 staff went through one day of gender training last September. This is said to have raised awareness but at the same time it is seen as a challenge to make the training relevant for all. According to the new GPoA an overall gender training plan is to be developed with training modules based on the IASC handbook and the Federation’s Training Pack on Gender. Gender will also be integrated into other existing training programmes. Gender is already included in the annual delegate training, based on the IASC handbook.

A lot of ground work has been done in Norcross this year, which has also had a spill over effect to the national work of Norcross. There is now an ongoing process of developing a gender plan of action for the national work, which will be added to the existing GPoA. The full fruits of the collective efforts to strengthen the gender work will be seen in the years to come.

## **2.3. Norwegian Church Aid (NCA)**

### **2.3.1. IASC guidelines and gender as part of the organization’s policies and strategies**

NCA’s Principles emphasizes women’s rights and gender equality as a core commitment to the work of NCA. Similarly this is a central concern in the Global Strategic Plan (2005-2011), which is the guiding document for both long term development aid and humanitarian assistance. Rather than

developing a separate gender strategy, women's rights issues are mainstreamed in the overall strategy, emphasizing women and girls' vulnerability and the work towards women's empowerment. Gender-based violence is addressed specifically as a thematic priority, addressing gender discrimination and unequal power relations in disfavour of women and girls in particular. Gender-based violence against men is not specifically addressed. A separate gender strategy is planned to be developed during 2010. This work has been in the pipeline for some years, but has been delayed due to various internal structural circumstances as well as budgetary concerns. All NCA strategic documents are said to build on the IASC handbook.

For the humanitarian work NCA adheres to the ACT<sup>12</sup> International Gender Policy Principles. The document has a gender equality approach promoting awareness of the importance of paying attention to the different needs, capacities and contributions of women and men, girls and boys in humanitarian interventions. The IASC handbook is referred to throughout the document stating that ACT adheres to the standards as described in detail in the IASC handbook. The review team is told that NCA has been instrumental in fighting to improve the gender perspective in the ACT Alliance. The NCA gender advisers have mainstreamed gender in all the ACT formats and policies, and The NCA Secretary General has been an important driving force in committing ACT to the IASC handbook.

### **2.3.2. IASC guidelines and gender as part of the organization's programme work**

Gender mainstreaming is part of the official NCA strategy. However, as one of the interviewees puts it: *"We are doing well on the strategic level, the challenge is to translate it into the practical level"*. Only the larger emergency operations are controlled by the NCA head office. Many of the smaller emergency interventions are handled directly by the country offices, which write the appeals and handle the implementation. Including a gender perspective in the appeals is part of the quality assurance being performed by the programme officers at the NCA head office, and the review team is told that applications to the MFA needs to have a strong gender perspective to go through. Tracking the real implementation of the gender perspective may, however, be challenging. Head office quality assurance is done in a very early phase, and as gender awareness and skills are varying among the country offices, there is great variation regarding the ability to implement programmes in a gender sensitive way. Even though monitoring systems require an emphasis on gender and issues like SCR 1325, and check lists and formats are in place, the lack of a deeper understanding of what gender mainstreaming is and how to implement it is a real challenge. The result is often that country offices with gender competence and capacity work well with gender whereas the gender perspective is largely absent at other offices. The challenge is seen as how to institutionalize this better: *"Although gender is meant to be a cross cutting issue, many NCA people think that it needs to be a separate gender project on the side"*.

Gender is said to be better integrated in the long term development work than in the humanitarian assistance. This is partly because in emergencies NCA cooperates with ACT partners and ACT forums in the field, over which NCA has no direct control in terms of gender training. NCA is, however, currently discussing how to arrange gender training for the relevant actors prior to an emergency. Gender aspects are integrated into ToRs and personnel briefings within NCA's control, and NCA is developing gender mainstreamed emergency preparedness plans in the different country offices. The IASC handbook is expected to be used actively when conducting all assessments, including assessments carried out by ACT. The local emergency workers are said to be improving and are generally including gender perspectives in the area of protection. There has also been an improvement when it comes to the use and adherence to the Code of Conduct and this is reported to have *"...a spill over effect to a more gender sensitive approach"*. Gender in terms

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12 Action by Churches Together (ACT) International is a global alliance of churches and related agencies working to save lives and support communities in emergencies worldwide. NCA is a member of ACT

of participation is still perceived as being a challenge, although the head office is putting pressure on the field workers to include a gender perspective throughout the intervention. This is said to be *“...easier for us to do when we send out personnel from the Emergency preparedness roster, as they are more thoroughly trained in using the IASC handbook”*.

Where possible sex disaggregated data are collected, although in many instances NCA has to rely on other sources such as the UN or local statistics, and they do not always provide disaggregated data. The degree to which the programme coordinators at the head office ask for such data is said to vary. The actual use and analysis of the data is perceived as even more challenging. The review team is told that *“...counting heads is not enough, we have to measure the successes in a different way, but finding good indicators to work with the more qualitative sides of gender is a challenge”*. The NCA gender network among the field offices in eastern Africa is a good example of a success story in terms of gender integration. It works to strengthen the gender work and the GBV work in the region and is seen as an important tool for mainstreaming gender at the field level.

The programme documents reviewed by the review team show a clear gender awareness and commitment to women’s participation. The application contains some gender analysis in the description of problems to be addressed and in the situational analysis. Women’s participation is seen as important both in terms of releasing their burdens related to fetching water but also in efforts aiming at achieving peace and security. There is a clear concern that women must be represented in committees and as “important peace contributors”. The evaluation report reviewed by the team is for a different programme. Gender is virtually nonexistent in the report except from a short paragraph, and gender is not mentioned in the ToR for the evaluation. This may illustrate a need for a more systematic integration of gender. The findings are in line with a NCA organizational review<sup>13</sup>, stating that *“...The link between technical expertise on gender in the Head Office and influence on development and follow-up on the programme side seems to be more of a challenge.”*

### **2.3.3. Knowledge and capacity building**

The gender knowledge and capacity in NCA as a whole is said to be uneven. Gender is often translated into a women’s issue, although including and involving men and looking into the structural relationship between men and women is increasingly seen as a central issue. Many of the programme coordinators are said to have adequate knowledge, but much of it remains an unused resource. Part of this is said to be due to the squeezed time between administrative and thematic issues.

NCA has two full time gender advisers, one working with humanitarian assistance and the other being a GBV adviser. The advisers have been instrumental in bringing the organization to the current level of gender integration. Moreover they are responsible for gender capacity building and giving advice on programmatic issues. These are all huge tasks in a large organization like NCA. A gender team consisting of people from various parts of the organization meets about once a month. The mandate for the work of the gender team seems unclear and it is said to be difficult for the programme coordinators to take on a lot of work as it is not part of their job description.

There is very little gender training for head office staff, and only one of the programme coordinators interviewed has received some gender training. More training has been targeted towards the heads of the country offices, which are said to be instrumental in determining the actual gender work in the field. Training on security issues does also include a gender component taking the different risks and security issues for women and men into account. Gender constitutes a substantial part of the

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<sup>13</sup> Partnership for a Just World: Organizational Performance Review Norwegian Church Aid (NCA) 2007

three days training for the emergency preparedness roster personnel, and it is mainstreamed into all aspects that are dealt with during the training programme. The ISAC gender handbook is the main resource and basis for this training which is given each year. Furthermore, all staff in humanitarian operations must undergo training related to the NCA code of conduct, and all country offices will receive training on the code of conduct.

The proper mainstreaming of gender and involving more people in the gender work is perceived to remain as a major challenge for the NCA. One of the gender advisers say that that gender mainstreaming training for the programme coordinators could be beneficial and contribute to making everyone accountable.

## **2.4. Norwegian People's Aid (NPA)**

### **2.4.1. IASC guidelines and gender as part of the organization's policies and strategies**

Working for gender equality and against violence and abuse is one of the four main pillars of NPA. The organization has two policy documents on gender; "Strategy for Women, Gender Equality and Development", originally made for NPA's international work 1998 – 2002 and "NPA's policy for Combating Violence against Women (VAW)", which was made in the previous strategy period 2004 – 07, when combating VAW was one of 5 priority issues in NPA's international work. Their "Principles and Value Base, 2007-2011" is a guiding document for their emergency work in addition to the strategy on "Gender and Emergency assistance – Internally displaced and Refugees".

The Annual Report for 2008 and the international strategy for 2008 – 2011 state that NPA will actively promote a gender perspective in programs and partner organizations, facilitate and support women's empowerment, especially in respect of young women, strengthen the ability of organizations and groups to work actively in combating the oppression of women, and maintain focus on organizations aiming to end violence against women. NPA's work on gender is concentrated towards women. From the interviews this is also a common agreement: *"We have noticed that the focus is often on women and not on mainstreaming gender in all our activities."*

The Task Impact Assessment handbook developed by the mine clearance department centre its attention to the gender imbalance to avoid TIA becoming dominated by men. The handbook states that; *"it is a good idea to have women interviewing women, and men interviewing men. It is important that the opinions of both men and women are considered as they tend to perform different roles within the household and community – women may walk to one place in order to collect water and fuel wood where as men may go to somewhere different in order to farm"*.

One area where NPA has a gender focus in their emergency work is the promotion of female mine-clearance workers. They aim at 20% female mine-clearing staff. It is unclear, however, how close they are to reaching this goal. It was underlined during the interviews that their main aim is to clear as much land as possible in a cost efficient manner. Considering cross cutting issues, like gender, might make their work more time consuming and therefore less efficient.

NPA staffs interviewed underline the fact that it is an advantage to have in-depth knowledge of the context from their long term development work when working in emergencies. At the same time they have experienced the risk *"that we forget gender when the time is limited and things have to happen fast"*.

### **2.4.2. IASC guidelines and gender as part of the organization's programme work**

Financial resources are reported not to be the main obstacle. *“We have the money, but we just have to remember to budget for gender issues.”* The staffs interviewed also state that they have little data on gender and have not been systematic enough to monitor their work and document results. A new monitoring system is now being developed. One person interviewed expressed it like this: *“We have good policies, but we have not managed to institutionalise gender in our system. We have got a checklist from our gender adviser to bring with us when talking to our field office, but there is no system that makes sure that everybody complies and inquires for the use of it. Our monitoring must be better. The leaders must ask for this kind of reports”*. The Organizational Performance Review of NPA in 2007 confirms that it has been particularly difficult to integrate gender and equity issues, HIV/AIDS and environmental concerns, due to no systematic reporting on the results of the cross cutting issues; i.e. how to operationalize and measure achievements.

The review team has assessed the documents for NPA’s 2007 project proposal on Emergency Mine Action Programme in Lebanon to MFA and related correspondence. The proposal states that the project will address the needs with reference to gender and age through its activities where cleared land and infrastructure benefits all. NPA has recruited both male and female Community Liaison Assistants and Paramedics in order to be able to gather data from both men and women and if needed, provide medical assistance to all. If the project was to be extended one of the aims would be to get more females actively involved in the activities.

There is no reference to SCR 1325 in the document and gender is not mainstreamed throughout the proposal. MFA underlines in their approval letter that all activities are to consider gender equality issues and report accordingly, and also referring to SCR 1325. In NPA’s report to MFA there is, however, no mention of SCR 1325. The application and report from NPA have not mainstreamed gender, but have a separate paragraph where they highlight how they have included women. This has been accepted by MFA without requesting further information on how NPA has mainstreamed gender or how SCR 1325 is considered in all activities, as underlined in MFA’s approval letter.

#### **2.4.3. Knowledge and capacity building**

The management of NPA feels that their staff has the gender competence required, but they mention the need to raise the basic knowledge among all staff. *“We have to break down the aid language and make it simple. We have to unpack what gender really means. While some staff members are including gender in their work others might not be as sensitive. If we do not have gender on board the analysis produced for policy and programme work will be less valid”*.

New employees in NPA’s international development work usually have a one hour introduction to NPA’s policies/strategies and practice by the International Program Department’s gender adviser. Training on gender issues in general is on an ad hoc basis. This finding is backed up by the above mentioned 2007 review, stating that *“the weakest aspect of human resource management in NPA is the lack of a comprehensive approach to organizational learning and knowledge management.”* The report found that there was nobody with a special mandate and responsibility to teach, transfer to the others, and follow up knowledge in respect of gender.

NPA have a full time gender adviser in the International Program Department. Her main focus is to support the management and staff of the department and the external offices in order to secure gender equality goals in policy and practice. She will be asked to read through applications and reports to assess if the gender perspective is included. Before field visits staff are encouraged to get a briefing by the adviser to make sure they include gender in their talks with partners. A checklist developed by the adviser as mentioned above, can be used in these talks. However, the briefing and use of the checklist is not mandatory. One interviewee states that *“The gender adviser position is crucial to make sure we are mainstreaming gender. We have leaders in our organization that are positive, but the adviser is reminding us all that we have to include gender.”*

The IASC handbook was used briefly last year as a reference book when writing the proposal going to MFA concerning the flood in Burma. NPA has not been using the IASC handbook much, because they see it as less relevant as they do not have emergency aid as a main focus. Only about 20% of their activities are within humanitarian assistance. One person interviewed underlines that the introduction and general gender arguments in the handbook are useful when arguing for mainstreaming gender and can be used in long term development aid programmes as well as in emergency.

## **2.5. Caritas**

### **2.5.1. IASC guidelines and gender as part of the organization's policies and strategies**

Caritas Norway is the development and relief organization of the Catholic Church and part of the Caritas Internationalis Confederation. The staff interviewed hold that Caritas Norway is an important gender ambassador within the Confederation. Within the Caritas Europe network Caritas Norway has worked to ensure that a gender perspective is taken into account, as the secretary general of Caritas Norway is the vice-president of Caritas Europe, and has focused on this issue. Caritas Norway usually raises the issue of gender in humanitarian meetings and European partner meetings, and has promoted a gender perspective during bilateral partner meetings. Caritas Norway has also been lobbying for an international working group on gender within the Caritas network.

In 2007 Caritas Internationalis developed a strategy which included a toolkit for their national members to be able to develop their own action plans on gender. A year after the release this strategy was withdrawn and it is currently under clerical review to assess if it is in line with the social teachings of the Church. The Caritas Internationalis confederation has a gender working group which will be strengthened from next year.

Caritas Norway has both a separate policy on gender as well as gender being included in their overall strategies. The IASC handbook is not being used to develop strategies as their strategies are based on the work of their partners. *"We try to have a best practice outline for our strategies with a South-South exchange."*

Gender is one of five thematic areas for Caritas Norway's work. These five areas are highlighted in a revolving manner every year, gender in 2008. They see it as positive to be a small organization when it comes to mainstreaming and cross-cutting issues, making it possible to have gender as their main topic for both the long term and emergency work.

### **2.5.2. IASC guidelines and gender as part of the organization's programme work**

According to their annual report of 2008 44% of Caritas Norway's total budget was dedicated to emergency relief. To be able to turn policies into action Caritas underlines that they focus on the budget. They state that the commitment to gender has to be followed by money. *"If there is no money set aside, our partners might only do ad hoc gender activities and their commitment will be just lip service"*. From their experience it is easier to include gender in the bilateral long term development cooperation. *"Here it is possible to influence partners on gender issues. We also try doing this in short term cooperation where we contribute with a substantial amount of money."*

Sex disaggregated data and analysis are part of the long term development work, but to a lesser extent the emergency work. Emergency appeals coming through the Caritas Internationalis

confederation are general reports and applications without much detailed information. We are explained that most of the data is not included in a report that will be distributed to 162 national organizations due to the need to make it easily accessible to all. If needed, Caritas Norway contacts the local partner directly to ask for more information. All humanitarian projects (emergency appeals through the Caritas Internationalis confederation) follow a standard project design format that includes a chapter on gender. For long-term development projects, sex disaggregated data is collected in the majority of projects by the partner organizations. *"In humanitarian assistance the focus tends to be on the household, at best we get data on female-headed households. Unfortunately, we use this data to a lesser extent. We should use it more in our analysis."*

It was highlighted during the interviews that the emergency sector is dominated by a high turnover, a short term perspective and male staff. *"We call them Rambo-men and we are struggling to get them to focus on gender. When we say gender they often immediately think of women and girls, not men and boys. In emergencies they think there is no time to consider gender."*

The staffs interviewed say that Caritas tries to mainstream a gender perspective in their applications and not only treat gender as an ad hoc issue. The review team has assessed the documents concerning the proposal for Peru from 2007. It is worth mentioning that this was a one-off emergency project with a partner Caritas had not worked with before. Caritas state that they most likely will not work with this partner again, and feel that this cooperation is not representative for their emergency work.

The review team finds no mention of gender in the proposal. MFA's approval letter underlines that gender considerations are to be incorporated into all project activities and the relevance to SCR 1325 must be reported on. This request from MFA is expressed by Caritas as an important incentive to push the partners for this information. *"If we cannot find gender included in the partner's report we will ask them to make a separate one on gender. Partners often report on numbers and not so much on how activities are performed. We think this is an especially important aspect concerning gender issues."* The report to MFA from Caritas has a paragraph on gender stating the importance of women as key actors in the project running the community kitchen. This is also referred to by MFA in their approval of the report without commenting on the lack of gender mainstreaming and reference to SCR 1325 in Caritas' documentation.

Caritas underlines that among some partners it is easier than among others to raise gender issues and get good reports. *"In DR Congo they have an UN-driven gender committee with different stakeholders. Gender is something they include in their activities, because they think this is a prerequisite for their work. Still they might forget gender in their reports. The challenge here is underreporting. With others we have to follow up closely, monitor constantly. Gender gets donor driven as we have to remind them all the time. Partners say what they think we want to hear. To make this work we have to make them understand why this is important."*

### **2.5.3. Knowledge and capacity building**

To strengthen gender in the emergency work Caritas has shifted the gender focal point position to the person responsible for their humanitarian assistance as they think more focus on gender is needed here. The focal point spends about half a day per week in addition to meetings on gender issues. All project staff at Caritas Norway spends approximately 10-20% on gender issues. Advocacy and communication staffs probably spend less although more when there are specific campaigns such as the White Ribbon campaign on violence against women. Caritas Internationalis also has a focal point for gender and advocacy.

Having only nine staff members in the office is regarded an advantage for everybody to get a basic knowledge as they have to work across sectors all the time. *"We do not have departments working*

*separately. Being a small office we get to know each other's areas of expertise.*" They state that everyone knows the IASC handbook, although to varying degrees. All are aware of it and know its purpose, but only those who work with emergencies have a more in-depth knowledge of it. They find the IASC handbook comprehensive, but use it as a checklist. One interviewee says that she brings it with her to partner meetings as a useful gift.

After the IASC ToT in Nairobi all their international partners attended a one week partnership seminar in Norway focusing on gender. Two participants who represented Caritas in Nairobi introduced the IASC handbook as a valuable toolkit at the seminar.

Caritas does not have systematic training on gender specifically. They mention a particular training performed by the former gender focal point on the Gender Empowerment Assessment manual last year as one example of ad hoc training. Caritas states that they have got earmarked funds from MFA for gender training, but as funding partners they often have to remind their partners to include this in the budget.

## **2.6. Save the Children Norway (SCN)**

### **2.6.1. IASC guidelines and gender as part of the organization's policies and strategies**

SCN is a member of the International Save the Children Alliance, which has 27 members working in more than 110 countries and is the world's largest independent organization for children. SCN has no separate gender policy, but the Alliance has a gender policy from 1999, which is under revision. This gender policy document is, however, not actively in use by SCN. The interviewees still hold that the Alliance policy suits them better than the IASC handbook, which only includes children's individual rights to a limited degree. The lack of a children's perspective makes the IASC handbook less relevant for them to use as a reference or tool book. The IASC handbook is also too comprehensive; *"We need something which is short and easy accessible."*

SCN believe that the Alliance gender policy to a larger extent than the handbook is challenging the structural aspects of gender equality, but they underline that their policy is focusing on long term development programmes rather than emergency assistance. The Alliance has a separate humanitarian assistance policy, and SCN is currently in a process of developing a position paper on humanitarian assistance, but do not know how gender will be included in this document.

SCN looks at gender from a right based approach and are mainly focusing on children's needs and rights. An organizational review of SCN carried out in February 2009<sup>14</sup>, confirms this: *"The operations of the SCN International Programme Department are solidly anchored in the Convention on the Rights of the Child. We have not come across any activities, projects or programmes that do not follow from a rights-based approach to the international Conventions."* Gender as a cross-cutting issue is not raised as an issue in the report, but it states that the approaches of SCN are firmly anchored in objectives and values that are characteristic of Norwegian cooperation, namely education for children, partnerships, participation and gender equity.

The Policy Brief, Protecting Children in Emergencies from SCN in 2005 is a guiding tool for SCN's relief work. This document raises gender issues in emergencies in connection with gender-based violence: *"Although girls and women tend to be the primary victims, boys and men may also be*

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*targeted in certain situations. Humanitarian crises and armed conflict in particular can exacerbate the incidence of such violence due to the breakdown of traditional social structures and protective mechanisms.”*

The Save the Children Alliance publication on Child Protection in Emergencies from 2007 have also a GBV approach to gender, but no mention of SCR 1325: *“The ways boys and girls are socialised to behave are rooted in child-rearing practices from birth. At the age of three, girls and boys already imitate the behaviour of family members of the same sex. Boys who observe men in their communities and the media being violent towards women, treating them as sex objects and inferiors, believe that this is a normal male behaviour.”*

### **2.6.2. IASC guidelines and gender as part of the organization’s programme work**

The review team has assessed documents concerning SCN's 2006 MFA application for Sudan. The application includes gender issues such as mentioning that the majority of street and working children are boys, girls constituting 15% and 10% of each of these groups respectively. In addition, sensitisation on gender issues is part of the activities. Children from female headed households are also a target group. GBV with special emphasis on girls is mentioned, but there is no reference to SCR 1325. In its approval letter MFA underlines that they expect reporting on the project’s relevance to gender in all project activities as well as SCR 1325.

The report from SCN has a separate chapter on gender issues and SCR 1325. Even though gender equality is not mentioned in the application objectives, SCN state that; *“gender equality was the key objective of the project as SCUK’s focus and policies are rooted on empowerment of women”*. Their main arguments for a gender focus are a predominately female staff, gender-training targeting boys and men, and prevention and response to GBV, in particular protection of women and girls. In the approval of the report, MFA refers to these same activities without asking for a mainstreamed report corresponding to the formulation in the approval letter.

The above documents have not managed to mainstream gender, even though they focus on GBV and women and girls in some sections. This is also confirmed by the interviews: *“When considering gender our main focus is often women, but we have programmes on GBV targeting boys and men.”* Staff interviewed also emphasizes the importance of MFA and Norad in requesting reports which includes a gender perspective. *“When we have to report we are forced to reflect on the issue.”* They include in their remarks that they think Norad is giving them more constructive feedback than MFA on how to improve their work on gender.

To be able to improve the gender perspective in their work SCN expresses the need for better data. This is also highlighted in a Save the Children Alliance publication on Child Protection in Emergencies from 2007: *“All humanitarian agencies should contribute to child protection by collecting and disaggregating data by age and gender as part of any assessment. Through regular sharing of this data with mandated child protection agencies, the humanitarian community could achieve a clearer picture of the child protection situation.”* SCN are now in a process of implementing a new monitoring system which will also lead to improvements of the data collected.

### **2.6.3. Knowledge and capacity building**

It is voiced during the interviews with SCN that; *“We all agree that gender is important, but nothing happens”*. To meet this challenge SCN is now in the process of appointing a gender focal point. Parts of a position will be dedicated to giving advice related to gender, but the staff interviewed say that it is not decided how much time this person will set aside for this work. There has not been a designated gender advisor or gender focal point in SCN before.

In addition to having a gender focal point the SCN staff see the need for more systematic training, expressing an interest in making compulsory the IASC gender e-learning course, which is currently under development. They also underline the importance of including leaders in the training as they are ultimately responsible for ensuring that gender is being systematically implemented in the organization.

The only gender training given on a regular basis involves the emergency standby team personnel who are trained in Geneva by OCHA and UNHCR. The training given in Geneva has gender components. The emergency standby team members are seconded to UNHCR or Save the Children Alliance and work as specialist advisors on children in teams, which may not have any gender competence. The interviewed staff points out that the emergency team within UNHCR or Save the Children Alliance should also include a gender specialist, but it is unclear if this is the case.

During the interviews it is stated that SCN need a gender focus in their work: *“We have gender well included in our policies, but we do not manage to be systematic. This review has raised our awareness that we have to do something. We have to be more systematic to get it on board, because initiatives are often stopped by not setting aside enough resources, man power and budget.”* Developing a checklist for all staff on how to mainstream gender is one suggestion from the interviewees.

## **2.7. CARE Norway**

### **2.7.1. IASC guidelines and gender as part of the organization’s policies and strategies**

The CARE International gender policy was developed in 2008. The policy applies to all of CARE’s work, both emergency assistance and long term development work. It defines CARE’s commitments to support gender equality and is built on the gender Policy of CARE Norway, demonstrating that a relatively small member organization has succeeded in influencing the whole CARE system. The accompanying implementation guideline sets out mechanisms and minimum common standards for all CARE members and Country Offices. Reference is also made to the IASC policy statement on Gender Equality Programming in Humanitarian Action.

Gender is furthermore identified as a priority issue within CARE International’s overall emergency strategy. There is also a “CARE International strategy for strengthening our gender approach in emergencies”. The IASC handbook is specifically mentioned in this document, which is outlining specific actions to implement and mainstream gender within CARE’s broader emergency capacity building efforts. There is also a Gender in Emergencies Strategy Implementation Plan (2008 – 2010) outlining in more detail concrete activities, indicators and responsibilities. The plan contains numerous references to the IASC handbook.

The strategies and plans show a good conceptual understanding of gender equality and reflect that the organization has incorporated a gender perspective in its analysis. They refer to girls, women, boys and men as well as being concerned with the empowerment of women in particular. Moreover, they clearly demonstrate an awareness of the different impacts an emergency situation can have on women and men and the challenges related to gender in the planning and implementation of emergency response.

55 of the 70 Country Offices in the CARE system have an emergency preparedness plan. Gender is a cross cutting issue in these plans, but the review team was told that despite good strategies and plans, there is always a risk that the cross cutting issues are sometimes forgotten when working in

the field. On the practical use of the IASC handbook, we are told that it is mainly used by the Country Offices and by the Geneva Secretariat, which is administrating and coordinating all humanitarian assistance. CARE is one of the organizations having contributed to the development of the IASC handbook.

### **2.7.2. IASC guidelines and gender as part of the organization's programme work**

Funding from the MFA HUM section constitutes about one third of CARE Norway's budget. CARE Norway is one of 14 member organizations sharing the above mentioned Geneva secretariat through which emergency appeals are sent from the country offices to the 14 member countries. In addition to administrating emergency appeals CARE Norway is committed to influencing the gender integration work of the Geneva secretariat. From 2009 CARE Norway has taken the lead on gender issues, which means funding a full time position as a gender adviser in the secretariat. The gender adviser will have his or her institutional backing in CARE Norway, but will be employed by the Geneva secretariat. CARE Norway is also currently establishing a fund to be earmarked applications with a clear gender dimension.

Gender is a central issue for CARE Norway both within the long term development work and in emergency interventions. However, the team is told that many country offices who are working well on gender issues in the long term work are not as successful in mainstreaming gender in emergencies. CARE Norway is therefore concerned with constantly paying attention to the gender aspects, asking for sex disaggregated data and emphasizing gender analysis in the assessments done the first 48 hours. However, the initial assessments are normally coordinated by UN OCHA and ensuring the integration of gender in the analysis is seen as a common challenge for all actors involved. The review team is told that CARE has taken a strong position in recovery work, promoting women's participation and using the emergency situation to break gender stereotypes and develop gender relations.

The programme documents reviewed show a strong awareness of women's situation and women as an important entry point and target group. The application contains some analysis of the situation for the women in the area, whereas other parts such as the log frame and indicators are gender blind. There is a statement that CARE generally is conscious to mainstream gender in all their work, but the documents do not reflect a mainstreamed approach. This is consistent with the findings of the 2008 organizational review of CARE Norway<sup>15</sup>, stating that *"CARE Norway has placed gender high on the agenda but has not applied a state-of the-art approach to gender and development...Nor did the team find signs of efforts to mainstream gender aspects in the work, whereby different roles and needs of women and men would inform programme choices in the specific context."* However, it is important to note that the review was actually conducted in 2006 and 2007 and that the programme documents reviewed are from 2007. Much is said to have changed the last few years related to the implementation of the gender policy and we are told that the organisational review is no longer viewed as relevant.

### **2.7.3. Knowledge and capacity building**

The review team is told that CARE' mandate is to work for women's empowerment, but we are also told that CARE Norway is increasingly paying attention to men's role in empowering women and that they are cooperating with organizations like MenEngage.

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<sup>15</sup> CARE Norway Organizational Review 2008

All programme coordinators in CARE Norway works with gender issues, and there is also a gender focal point that is representing CARE Norway in a global gender network, which is monitoring the implementation of the gender policy.

CARE Norway has no specific humanitarian response programme coordinator. When emergency situations appear and CARE Norway decides to appeal for funding for an intervention, the programme coordinator with responsibility for the country in question will handle coordination of the emergency assistance. There has been no specific training among the employees on gender in humanitarian assistance or training related to the IASC handbook in particular. However, some of the employees have received such training in previous jobs. It is argued that the employees have the necessary gender skills as gender is so fundamental to all the work of CARE.

The IASC handbook is looked upon as a tool for the country offices and the Geneva secretariat rather than for the CARE Norway staff. The review team is told that there is great variation among the country offices in terms of gender awareness, skills and knowledge. Building capacity on gender is seen as a particular challenge among those involved in humanitarian assistance. Through the new Geneva based gender adviser CARE Norway hopes to increase the capacity of gender in humanitarian assistance in the country offices.

### 3. The 2008 IASC conference and training

In 2008, MFA funded the project “*Gender Capacity Building in Humanitarian Assistance*” organised by six of the main Norwegian humanitarian organizations.<sup>16</sup> The objectives of the project were to increase the awareness of gender in humanitarian assistance and put gender on the agenda of the leadership in the organizations. Moreover the objectives involved building skills and capacity by the training of staff at head offices as well as field offices in applying the IASC handbook. A conference and gender training was carried out for Norwegian staff and a five days Gender Training of Trainers (ToT) was subsequently arranged in Nairobi with the attendance of 24 national staff from 15 countries. The participants in Nairobi were trained to develop gender training related to their specific context and needs, actively using the IASC handbook as a guiding tool. MFA considered this targeted funding with the aim of integrating the gender perspective in all the activities of the organizations.

#### 3.1. *Head offices’ views*

The conference and training in Oslo is seen as useful in terms of putting gender on the agenda internally and for raising awareness and ensure commitment among the leaders and employees of the six organizations. Although many of the organizations had been working with gender integration in humanitarian assistance for some time, it was considered an important signal and recognition from the MFA that gender is relevant for all. It is even described as “...*a kick-start for awareness rising at all levels promoting discussions about the gender implications of our reporting and our programme work.*” The training in Oslo was by some considered too basic but at the same time it was seen as useful in terms of demystifying the concept of “*gender*” which is “...*often looked upon as difficult and dangerous.*” Several of the interviewees say that the IASC handbook became an important tool for the organization as a direct result of the conference and training. The cooperation between the six organizations is seen as being rewarding although the coordination was time consuming.

Interviews at the Norwegian head offices clearly indicate that the IASC ToT in Nairobi is considered relevant and useful. One interviewee says that “...*the effect has been greater than we could have hoped.*” Although staff at head office level generally says that they have not followed up the training in a consistent manner, they have given support to the follow up initiatives taken by the field offices. They report that many of their partner organizations have strengthened their gender focus and are implementing a more systematic effort to incorporate the IASC handbook into their humanitarian assistance as a direct result of the training. Several organizations highlight the synergy effects created where there were more participants from the same country, resulting in subsequent collaborations across organizations. One of the persons interviewed also highlights the fact that the gender trainer was surprised by the level of activity and email correspondence between the participants during the following months after the training.

#### 3.2. *Participants’ follow up*

There has been an extremely positive response on the Nairobi ToT from the participants and the training has been said to be “*important, interesting and useful.*” There is a general agreement that the training has resulted in an increased awareness of gender issues at the field offices. First and foremost it made the organizations note the gender gaps at institutional and programme levels. Several participants report that the training has helped them to consider gender as a core issue in strategic plans, to look at representation in the institutional decision making forums, to link up with

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16 Norwegian Refugee Council , The Norwegian Red Cross, Norwegian Church Aid, Norwegian People’s Aid, Caritas, Save the Children

other humanitarian and development actors on gender issues for better activity impact, and to raise the issue of gender-based violence. It is said that *"In general it has very much increased the gender lens of my organization and me."*

Some of the participants report that the training has helped them to influence their leaders to place gender on their agenda. For one organization the training resulted in the management agreeing to find the resources to support an organization-wide gender training programme. Another participant describes how the leaders became aware of the gender gaps and are now in the process of developing a gender policy and strategy to guide mainstreaming of gender in the activities, and to come up with a follow up mechanism to measure the effectiveness of the strategy. Another case demonstrates improved awareness galvanizing the management to assign a focal person among the staff, who reviews programs from a gender perspective and advise the organization on gender: *"Gender issues were not adequately addressed at programme and project level. Project Officers saw it as an ad-on that should be done after having accomplished other targets. We realised the need to have a fully dedicated focal point to ensure that gender issues were addressed at every level. Gender was supposed to be everyone's responsibility thereby ending up being no one's. The idea is now to guarantee that there is someone specifically responsible to ensure that gender issues are taken on board."*

Most of the participants state that they have trained fellow and/or partner staffs, and shared the IASC handbook as a tool to undertake gender analysis in the programme design. Other activities include organising consultative gender workshops for the development of a gender policy and strategy for both operational staff and executive members of the organization, ensuring that the gender gaps and issues identified after the training are being addressed, and developing checklists and indicators to monitor gender mainstreaming efforts. One country office reports that the ToT *"...was very useful because it led directly to us launching an organization-wide gender training programme which was organised and facilitated for national staff by national staff."* Subsequently 75 staff has taken part in a two days gender training, and according to the action plan for 2009 *"at least 75% of local staff will be trained on gender"*. They intend to have another round of training to reach more staff. Another participant who is no longer working with the organization has been re-hired as a consultant to work specifically on supporting the management in mainstreaming gender.

There are numerous illustrative cases in the email interviews conducted with the participants. As an example one organization had always recorded as an achievement the high number of women registered at programme implementation. After the training in Nairobi it was noted that counting heads might not give the full picture for documenting programme result and that conducting gender analysis is also necessary. A gender analysis revealed that their activities were mainly targeting women, which increased the work burden for them and left out the men. *"Some of the core learning was to understand the different needs from a gender perspective. When designing projects I see activities in view of who is benefiting, who is left out, how is the activity affecting boys and girls etc. I am also using a gender perspective when collecting data."* Another participant account for how they have reviewed the annual plan of a project for inclusion of gender issues. To enhance the understanding of gender the project selected 60 gender focal persons from 30 villages. They were given one week training to be able to perform gender analysis in the communities. These focal persons are responsible for raising awareness in the target communities on gender issues in view of household resource utilization, consideration in making decisions at household level, local government levels and community levels.

The training is regarded to have had significant positive impact on the participants and their offices. The combination of a training of trainers and gender in humanitarian assistance proved to work well. The ToT part is seen to have added value to the training on gender, equipping the participants with the necessary skills to disseminate their gender knowledge to others. There is substantial interest for similar training for more staff. However, interest and support from the management to follow up and use the skills acquired are seen to be crucial for achieving the desired results.

## 4. Concluding discussion

### 4.1. The organization's policies and programme work

It may generally be concluded that progress has definitely been achieved with respect to the development of gender policies and mainstreaming strategies, mechanisms put in place to facilitate the process of gender integration, capacity-building for gender, as well as accountability tools and measures. The achievements do, however, vary from organization to organization and for some also within the organization. None of the organisations can be said to have achieved complete gender mainstreaming, which means bringing a gender perspective to all aspects of an institution's policy and activities, through building gender capacity and accountability.

All of the organizations reviewed have strategies and policies outlining their work for women's rights and gender equality. Most of the organizations aim at mainstreaming gender, whereas some are mainly focused towards working for women's empowerment or gender-based violence against women in particular. Many have made a substantial effort to strengthen their implementation of women's rights and gender equality in their humanitarian assistance. The last few years there has been an increased awareness that integrating a gender perspective is important and even necessary in order to produce the desired programme results on the ground. Several of the organizations have worked to integrate gender into their monitoring systems and strive to collect sex disaggregated data. It appears to be less progress with gender mainstreaming in humanitarian assistance than in long term development although here too several of the organizations have made substantial progress. The short term and hurried nature of humanitarian assistance is sometimes not seen as being compatible with the more long term aspects of changing gender relations.

What can generally be concluded from the documentation review and interviews is that there is still some way to go in respect of institutionalizing gender as a "mindset", i.e. ensuring that within the organizations gender is automatically addressed as part of the day-to-day work. In other words, even if substantial progress has been made in terms of developing policies, strategies and systems, collective ownership of gender mainstreaming does not appear to be as widespread as required. A large part of the actual gender work still often depends on persons with a particular interest for gender and it is often included on an ad hoc basis. The implementation of gender mainstreaming in a systematic and comprehensive way is therefore a common challenge across the organizations.

### 4.2. The organizations' gender knowledge

*"This review has documented once again that mainstreaming is an uphill struggle and requires top management commitment, middle managers' priority setting and dedicated staff on the ground, and good management systems. However, system improvement of plans and procedures cannot solve the issue of improving the WRGE<sup>17</sup> work alone. The development cooperation system also has to address the question of what can make a substantial and lasting difference for women and their rights and improve gender equality and justice in a time where women in many countries face a worsening situation."<sup>18</sup>*

The quote above is taken from a review of the gender work of MFA and Norad, but the relevance to this study is striking. Many studies have concluded that gender mainstreaming will not happen unless substantial efforts on many levels are effectuated. Although not sufficient in itself, getting the

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<sup>17</sup> Women's rights and gender equality

<sup>18</sup> Mid-Term Review of the Norwegian Action Plan for Women's Rights and Gender Equality in Development Cooperation (2007-2009)

right systems and procedures in place is crucial. In order to develop and to maintain the systems, gender expertise is required. Six of the seven organizations have one or two gender focal points or gender advisers with parts of their job description allocated to gender work, and the remaining organization is in the process of establishing a gender focal point. The three organizations with gender working groups say that the groups are to a large extent doing their gender work as an “ad on” in addition to the primary day-to-day tasks of each person.

The overall impression is that relatively few resources are put into developing the gender expertise in the organizations. The gender focal points and gender advisers are all expressing the need for having at least one full time position as a gender expert in each organization. In some cases more resources would be needed. Sufficient resources are required in order to have a realistic hope of achieving real gender mainstreaming ensuring that gender is integrated throughout the organization. In order to avoid “gender fatigue” among those voluntarily fighting for gender integration and to legitimize gender it is considered important that the management give gender credibility by providing more resources for gender expertise. There is also an expressed concern that the MFA must appreciate the need for more gender resources and help funding gender positions.

A gender adviser or a gender focal point alone cannot mainstream gender in an entire organization. There is a need for high-level commitment and authority and the management level of the organizations is playing a key role in this process by continuously focusing on gender concerns in the day-to-day dialogue with employees and other stakeholders. They are responsible for integrating gender in the overall plans and in the dialogue with donors and counterparts. The management of the communications and information departments as well as the policy departments is vital in terms of communicating gender awareness internally and externally.

A common challenge among the seven organizations is the fact that gender is often translated into women as a vulnerable group, while at the organizational level there is a commitment to gender mainstreaming, which requires an approach focusing on the socially constructed differences between men and women and the need to challenge existing gender roles and relations. With a mainstreaming strategy gender concerns are seen as important to all aspects of all sectors and areas of activity and need to be an integral part of all planning processes. In order for the organizations to actually mainstream gender an increased understanding throughout the organizations about what this entails is required. Increased knowledge and analysis of gender in humanitarian assistance and programming, as well as a good understanding of local barriers to gender equality is necessary in order to achieve real gender mainstreaming.

### **4.3. Capacity building in the organizations**

Gender knowledge and awareness, skills and will to implement are important for employees involved in humanitarian assistance at all levels. Many of the interviewees are expressing a need for more gender training for all, both at head office and in the field. The training which is being provided is generally said to be useful. Several of the organizations have seen immediate effects of giving very practical related gender training, such as including gender issues in role plays of humanitarian situations. The overwhelmingly positive response from the IASC ToT in Nairobi clearly shows that gender training can have direct positive impacts and is viewed as a useful intervention.

At the same time some of the interviewees have put a valid question mark at the effects of and the need for traditional gender training. It is seen as difficult to address gender in training as the participants often already have substantial theoretical gender knowledge. The challenge is seen not so much as a matter of knowledge and awareness, but as a matter of skills, ability and will to implement gender in the day-to-day programme work. Large training sessions can make the organization appear to handle gender issues, but it does not always translate into action. “*Perhaps*

*we need to DO gender instead of preaching it*” the review team is told. Real gender mainstreaming as a systematic approach throughout the organization including gender templates in the reporting system and demands from the leaders forcing all staff to take gender into account and thus raising gender awareness, is by some, seen as more valid than training per se.

This is an important discussion which should continue among the humanitarian actors. Gender training for all may not be the answer to the lack of gender integration. Most of the organizations do, however, welcome more training resources. The majority also report that there is resistance to gender integration as well as lacking awareness at various levels, at head offices and field offices. Systems and procedures alone will not solve these challenges. Providing the right training to the right people will be a key issue. A tailor made coaching approach for management as well as for other staff might prove to be a useful approach in some cases. There is an evident need to find the right way of closing the gap between knowledge and implementation.

#### **4.4. The role of the MFA**

The increased attention to gender among the organizations can partly be attributed to donor requirements. The MFA gender templates in formats for applications and reports oblige the organizations to consider gender aspects in their programmes. In general the organizations reviewed welcome the MFA gender requirements and see them as constructive. It is even described as an enormous support for those working with gender in the organizations. One respondent says that *“...the MFA templates are a first necessary step, forcing people to think about gender”*. The perception that MFA is taking gender seriously is said to be reiterated through conducting this review.

*“There is still a challenge, though, to move gender from the one paragraph that we are required to fill in to integrate it in the whole project document”*, we are told. Related to this the question arises of what the MFA requirements actually are. In the approval letter and the final report template there is a *“...condition that all grant recipients incorporate the gender perspective into their activities, and that reports are prepared specifically on this issue.”* Other documents say that *“The Ministry requires that gender considerations are incorporated into all project activities...”*. There is an expressed uncertainty among some of the organizations of what this actually means. How do MFA define *“the gender perspective”*? What does *“incorporate the gender perspective into their activities”* mean in practical terms? How do the MFA want the organizations to report on SCR 1325 and the IASC guidelines? If *“...incorporating a gender perspective in (all) their activities”* is a way of encouraging gender mainstreaming, one would expect MFA to want gender to be integrated throughout the document rather than being isolated in the one gender question. This is, however, not seen to be followed up in the reporting or in the feedback from the MFA.

Interviews and the document study demonstrate that in addition to the set gender templates MFA is to some extent asking the organizations to elaborate on gender issues where information is regarded insufficient. This is, however, not seen as being done consistently. The team is told that *“MFA should also build capacity of their staff, and be more consistent in their feedback, so that it won't depend on who you talk to.”* Being more consistent would provide a better basis for the organizations' understanding of the MFA requirements. Clarity of the requirements may also lead to less under-reporting of good gender mainstreaming work which is being done. In general the organizations welcome more technical and in depth gender discussions with MFA.

The interest for cross cutting issues such as gender is often seen to vanish after some time. In order to be able to motivate and engage there is a felt need among the organizations for the MFA to focus more on WHY gender is a requirement and be a stronger advocate and provide arguments for the importance of integrating a gender perspective. Furthermore several of the interviewees highlight the need for being provided with resources as gender is struggling to “compete” with other important

concerns: *“Mainstreaming gender and being an active gender advocate demands resources and time. It is not a one year project. If MFA wants us to take this position they have to provide us with the resources needed”*.

## **4.5. The IASC handbook**

Most of the employees in the seven organizations reviewed are said to have knowledge of the IASC handbook. Only some of the organizations, however, are actively using it at the head quarter level. NRC, NCA and Caritas are among the most active users of the handbook. They regard it as the most important reference material on gender in humanitarian action as it provides detailed and well explained guidance on gender analysis, planning and actions to ensure that the needs, contributions and capacities of women, girls, boys and men are considered in all aspects of humanitarian response. It also offers checklists to assist in monitoring gender equality programming. Furthermore the handbook is seen a useful tool to ensure the inclusion of gender in needs assessments and evaluations and as a tool to mainstreaming gender as a cross-cutting issue in the various sectors in emergencies. The handbook is seen as an important supplement to the Sphere standard, which despite revisions, is not seen as addressing gender issues adequately.

### **4.5.1. Relevance**

The IASC handbook undoubtedly meets a real need among humanitarian organizations and is generally seen as the most relevant tool for addressing gender in humanitarian assistance. It is consistent with Norwegian donor policies and it also relevant to important humanitarian actors like the UN system. It is regarded a common standard contributing to increased coordination and awareness of the gender concerns that need to be addressed in humanitarian assistance.

The IASC handbook is widely used as a reference for policy development among the organizations. In most cases, however, the handbook is viewed as a useful tool in field operations, whereas only a few organizations use it actively for providing competent backstopping from the head office. Some are feeling overwhelmed by the magnitude of the handbook, which subsequently leads to resistance. Others report that it works well as a reference book and that using the checklists is useful. Some of the most active users of the handbook argue that it has to be adjusted to “our way” but they still regard it as extremely relevant.

The handbook is considered to have an unused potential in terms of overcoming the barriers to using it. Although it is said to be overwhelming for some, the response from the IASC ToT in Nairobi shows that the handbook is perceived as a useful tool. Complimentary training related to the handbook may be required in order to be able to utilize the book to the full extent.

### **4.5.2. Sustainability**

The IASC handbook is increasingly being used by a growing number of people involved in humanitarian assistance and it is regarded the single most important document on gender. It is translated into a number of languages and is therefore accessible by many actors world wide. Parts of the handbook is even used by some as an important reference for gender integration in long term development as it is perceived to be the most updated tool on gender, capturing and explaining the gender essentials well.

Assessing outcomes of the humanitarian interventions is beyond the scope of this review, but the team has found several indicators that the use of the handbook has contributed to lifting gender awareness and thus improved the quality of the humanitarian assistance provided. Using the

handbook to build the gender capacities and skills of the people involved in humanitarian action will lead to improved and more sustainable interventions both short term and in the long run.

#### **4.5.3. Efficiency and effectiveness**

Utilizing the potential of the handbook efficiently requires gender expertise and capacity building. The related costs are seen as necessary and appropriate in order to achieve the desired outputs in terms of quantitatively and qualitatively good gendered humanitarian assistance reaching all target groups in the best possible way.

Some of the experiences from the follow up of the TOT in Nairobi should be seen as a best practice for replication other places. The participant from Burundi has for instance trained 75 local staff during the year following the TOT, which in this perspective must be regarded as a cost effective intervention. This shows that with minimal input training efforts can be duplicated at relatively low costs. Assessing the quality of these trainings is beyond the scope of this review, and could be investigated further in order to be able to measure cost effectiveness more accurately. To what degree the handbook is contributing to the effectiveness of humanitarian response will need to be reviewed case by case and is beyond the scope of this review.

## 5. Recommendations

The seven organizations in this review are different in size and organizational structure, and they all have different approaches to working with gender. All the organizations reviewed have strategies and policies outlining their work for women's rights and gender equality. Many have also made a substantial effort to strengthen their implementation of women's rights and gender equality in their humanitarian assistance. There are, however, some common challenges, the main one being to operationalize the good policies and strategies and achieve systematic integration of gender in the humanitarian work, through gender mainstreaming of all activities as well as targeted support to strengthen particularly vulnerable groups.

The IASC handbook provides a useful tool to help integrating gender in humanitarian assistance, and should be used actively by the organizations as well as the MFA in planning, monitoring and evaluating interventions. The systematic application of the Act and Adapt framework of the handbook could contribute to ensure that gender is fully integrated in the projects throughout the programme cycle in order to “...meet the needs and concerns of women, girls, boys and men in an equal manner.”<sup>19</sup>

### 5.1. Recommendations for the organizations

#### 5.1.1. Adopting gendered institutional procedures

In order to achieve systematic gender mainstreaming gender concerns must be seen as important to all aspects of the humanitarian assistance, for all sectors and areas of activity, and as a fundamental part of the planning process. Gender must be integrated into all of the existing policies and programmes, focusing on adapting institutional procedures to achieve this. Many of the organizations have good policies, and some are working well with operationalizing the policies and strategies into annual plans and monitoring systems. Several of the organizations still need to integrate a gender perspective into monitoring and reporting systems, indicators, evaluation routines, contracts and ToRs. The collection of sex disaggregated data should be a minimum requirement. All organizations should have a time bound action plan helping to keep the system accountable for the implementation of the gender policies and strategies. The IASC handbook should be used as the main reference for gender in policy and programme development in humanitarian assistance. Introducing incentive structures which reward gender work and the development of gender-specific operational tools such as checklists and guidelines is recommended.

#### 5.1.2. Structuring the gender work

A mainstreaming approach requires sufficient human resources. It is seen as an advantage if the responsibility for the implementation of the gender policies is distributed across the organizational structure, rather than concentrated in one or two gender focal points or gender advisers. Proper mainstreaming of gender into monitoring systems will ultimately force everyone to consider gender issues. Until getting to that level, a gender working group with a clear mandate can be a valuable tool. The gender work should be included in the working group members' job descriptions. Gender expertise in terms of gender advisers or gender focal points with a policy oversight and monitoring role is necessary to keep the gender wheels rolling. Being more than one gender adviser or gender focal point will generally increase the potential impact of the gender work, and it is strongly recommended that the gender adviser(s) or gender focal point(s) constitute at least one full time position in the larger organizations. Appointing junior staff to these positions should be avoided.

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<sup>19</sup> IASC handbook

Any approach to mainstreaming requires high-level commitment and authority and the ultimate responsibility lies at the management level. The management level should encourage gender integration and be an advocate for gender issues internally and externally.

### ***5.1.3. Unpacking gender***

There is clearly a lot of gender expertise in the seven organizations. Much of it remains an unused resource and could be utilized better. At the same time, the review shows that the gender competency varies and that many would benefit from a better understanding of what “gender issues” are and why it is relevant in their day-to-day work. Unpacking the academic terminology and concepts and raise awareness on the practical implications of gender for the humanitarian operations is seen to be a useful approach, emphasizing gender as part of the quality insurance work of the organization ensuring that all beneficiaries are reached.

Making gender training relevant is challenging and approaches to capacity building need to be discussed in each case. Where traditional gender training is not seen as relevant or effective other forms of building capacity must be explored. A coaching approach or tailor made work sessions might prove more pertinent for some, whereas methods such as role plays has proved effective for others.

The IASC Sub Working Group on Gender and Humanitarian Action are currently developing an E-Learning course to help humanitarian workers mainstream gender strategies into their work. The course, which will be available early 2010, will provide illustrative examples to help participants learn how to develop programming that ensures the needs and capacities of women, girls, boys and men are met in humanitarian situations. It is recommended that this three hour self paced course is made mandatory for all those involved in humanitarian assistance, including management.

## ***5.2. Recommendations for MFA***

MFA is seen as a positive force in giving attention to gender in the humanitarian assistance provided by the seven organizations. The gender requirements are found to be useful and constructive and seen as a welcomed support from those working with gender in particular.

### ***5.2.1. Gender guidelines***

It is recommended that MFA continues to request gender integration in reports and applications. There is, however, a need for a stronger commitment to gender mainstreaming. MFA should work more systematically to ensure that gender is properly mainstreamed throughout the programme documents. There is a need to move beyond the “counting of heads” and look more closely into the qualitative aspects of the gender work. It is advisable that MFA develops simple guidelines to clarify their expectations related to the gender templates. The guidelines should reflect the gender approach of the IASC handbook as well as relevant government policy papers and would provide an internal and external tool to handle gender in a more systematic way.

### ***5.2.2. Capacity building***

In order to assist the organizations’ efforts to mainstream gender in humanitarian operations MFA needs to ensure relevant gender capacity in all MFA staff working with humanitarian assistance. Making the IASC E-Learning course mandatory for the staff and/or as part of the UKS capacity building services is recommended.

The MFA funding for the gender in humanitarian assistance conference and trainings in 2008 is seen as an important message from the government and a way of keeping the organizations accountable for delivering gender sensitive programmes. It is recommended that MFA continues to keep gender in humanitarian action high on the agenda by funding similar activities in the future. MFA/Norad should also support other gender capacity building initiatives in the organizations, be it seminars, workshops, coaching or other approaches.

### ***5.2.3. Funding***

There is sometimes a mismatch between the nature of humanitarian assistance being short term and gender integration, which need to have a long term focus. In order for the organizations to achieve gender mainstreaming they need to be well prepared and have relevant high quality systems in place. MFA/Norad should support organizational initiatives to strengthen systems and procedures as well as securing gender expertise in the organizations.

## ***5.3. Recommendations for further IASC training***

The IASC gender ToT in Nairobi has led to increased gender awareness and to concrete improvements in the gender work of many local offices. Most of the participants have used the knowledge acquired at the training to train others, and many have strong support from their management. The combination of gender training and training of trainers (ToT) was seen as particularly useful. There is still an unmet need for gender knowledge and skills, and it is recommended that similar trainings are arranged again so that more staff can benefit from increased skills and knowledge on gender in humanitarian assistance.

If new training efforts are planned, it will be important to have a detailed plan for follow up in order for the skills acquired to be utilized in a systematic way. Sufficient resources must be allocated to secure good coordination of the training per se as well as the follow up.

Future trainings should have several participants from the same country in order create synergy effects by building networks and lay the ground for cross organizational cooperation. Having more than one participant from each local office should also be considered as the participants could support one another on initiatives after the training.

## **Annex 1: ToR**

### Terms of Reference

A Review of Norwegian Humanitarian Organizations' awareness and practical implementation of the guidelines *Inter-Agency Standing Committee's (IASC) Gender handbook in Humanitarian Action*

#### **1. Background**

A number of policy papers<sup>20</sup> on humanitarian assistance from the Government over the last years are promoting increased action on the integration of a gender perspective in all humanitarian work and by all actors and stakeholders involved in humanitarian responses. Since 2006 it has been an explicit requirement for grants from the Humanitarian Section at the MFA that the organizations incorporate the gender perspective into their activities, report specifically on this issue and assess the project's relevance of UN SC Res. 1325 (2000) on Women, peace and security.

It is well documented that war, conflict and disasters affect women and men, girls and boys, differently, and also that they have different strategies for coping with crisis and during and after the crisis. Humanitarian action and responses are never gender neutral, and should be guided by principles of gender equality in order to serve the whole population.

Lack of protection against various forms of violence, including sexual violence and rape, have disastrous effect upon the individual as well as the population, especially for women and children. Promoting gender equality and gender sensitivity, which include to the special needs of women and children, are called for in humanitarian actions.

With increased focus on improved strategies, guidelines, standards and methods for integration of gender aspects in humanitarian work, it is of importance to know more about how these commitments are used and implemented in practice by the humanitarian actors.

Inter-Agency Standing Committee (IASC), with funding from MFA, has developed a guideline with principles and methods on how to apply a gender perspective within all sectors and phases of humanitarian work; from camp management, food distribution, health, education, water and sanitation, to protection and response to sexual violence.

***IASC Gender Handbook in Humanitarian Action – Women, Girls, Boys and Men. Different Needs – Equal Opportunities, Dec. 2006***<sup>21</sup> has become an important and recognized tool for various actors in humanitarian response in an effort to increase the quality, sustainability, effectiveness and efficiency of their interventions.

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<sup>20</sup> Govt. proposition no 40 - Norwegian Humanitarian Policy" (St.meld.no.40 (2008-2009) Norsk humanitær politikk), Govt. Proposition no.9 – Norwegian Policy on prevention of humanitarian disasters (St.meld.9 (2007-2008) – Norsk politikk for forebygging av humanitære katastrofer, Govt. Proposition n. 13 (2008-2009) ,Climate, Conflict and Capital, and Govt. Action Plan for implementation of UN SC Res.1325(2000) on women, peace and security, 2006

<sup>21</sup> [www.humanitarianinfo.org/iasc/gender](http://www.humanitarianinfo.org/iasc/gender)

In 2008, MFA (HUM) funded a project called “*Gender Capacity Building in Humanitarian Assistance*” organised by six of the main Norwegian humanitarian organizations (Norwegian Refugee Council (NRC), The Norwegian Red Cross, Norwegian Church Aid, Norwegian People’s Aid, Caritas, Save the Children). The objectives of the project were to increase the awareness on gender in humanitarian assistance and put it on the agenda of the leadership in the organizations, as well as to build skills and capacity by training of staff at headquarters and in the field offices and operations in applying the IASC handbook. The project was coordinated by NRC and submitted reports to MFA. From the MFA, this was considered a targeted funding with the aim of integrating the gender perspective in all the activities of the organizations.

MFA/HUM would like to review the results of these efforts from the humanitarian organizations to find out to what extent IASC gender standards are integrated in their work and how the organizations are implementing them in their work in the field when responding to crisis.

## **2. Purpose**

Review and assess to what extent the humanitarian organizations (the six mentioned above and CARE) have knowledge of and integrate the standards of the IASC Gender Handbook, and to what extent it is being used and implemented as a guiding tool in headquarters, field offices and operations.

## **3. Scope of work**

1. The Review should focus on how and to what extent the organizations are building knowledge and capacity on gender aspects in humanitarian work and to what extent they are making use of the standards of the IASC Gender Handbook.
2. To what extent the IASC guidelines is part of the planning, monitoring, reporting and evaluation guidelines of the organizations and in relevant documents like principles, strategies and policies.
3. Existence of gender policies and strategies of the organizations
4. Use of baseline analysis, indicators and statistics on gender in humanitarian responses
5. Gender competence (staff and positions) in the organization at headquarter, in field offices and in humanitarian responses
6. Knowledge of and capacity building in the IASC Gender Handbook of staff - in headquarters and in the field offices
7. Provide information about the follow up of the Trainers of Trainer Course of 24 field staff from the six mentioned Norwegian humanitarian organizations from 15 countries (ref. *Gender Capacity Building in humanitarian assistance, Nairobi 21-26 Sept.2008 – report to MFA*)
8. How and to what extent the organizations have integrated gender perspectives and the IASC standards in their staff training materials/module/courses
9. Based on the findings of the Review, the Report should make some recommendations to follow up.

The Review should assess to what extent the IASC Gender Handbook is of relevance to the organizations, and to what extent it contributes to sustainability, efficiency and effectiveness of humanitarian responses.

#### **4. Methodology**

Methods to be used will be interviews, email or phone interviews and desk studies of documents.

The Review should, when applicable, make use of the Norad/MFA Guidelines: *Results Management in Norwegian Development Cooperation, 2008*, and *Assessment of Sustainability/Key Risk Factors, 2007*.

#### **5. Implementation of the Review**

1. Norad/FLID will engage a Consultant (or consultant team of two) with proven understanding of gender aspects in humanitarian response
2. The consultants will do the review, which will be carried through interviews of relevant staff of different positions in the organizations (heads of humanitarian response, project coordinators, gender advisers, etc), and by desk studies of relevant documents and other materials of the organizations chosen in advance.
3. If possible, email or phone interviews with the participants of the Trainer of Trainers Course in Nairobi (mentioned above) on the how they are using the training received in their work in their organizations.

#### **6. Reporting**

1. A Draft Report in English will be submitted electronically to Norad/FLID by **7.December 2009**.
2. A Debrief meeting between Norad/FLID and the Consultant(s) will be held shortly after.
3. Norad/FLID will give comments to the Draft report in three days.
4. The Consultants(s) will finalize and submit the report by **14.December**.
5. The Report should not exceed 25 pages. Appendixes can be added.

#### **7. Time frame**

The starting date of the Review should be as soon as possible after signing of the contract and preferably early November. The Review is estimated to take 30 work days, including a preparatory meeting as well as a debrief meeting, and can include one or two consultants.

#### **8. Contact person in Norad/FLID:**

Thora Holter, Norad/FLID, [thora.holter@norad.no](mailto:thora.holter@norad.no) Phone 22 24 03 32

## ***Annex 2: People interviewed***

### **Norwegian Refugee Council**

Adam Combs, program Coordinator Somalia and Sudan  
Selvi Vikan, Food Security adviser  
Fernando de Medina Rosales, adviser ICLA (Information, Counselling and legal aid)  
Astrid Sween, Adviser rooster development, former CenCap coordinator  
Oddhild Günther, Senior adviser, evaluation, hiv/aids and gender  
Nina Juell, Learning adviser

### **Norwegian Red Cross**

Gro Anett Nicolaysen Head of department for External Relations and Resources  
Bente MacBeath Senior adviser, international development  
Erling Kvernevik Senior adviser disaster prevention and climate  
Marianne Monclair, senior adviser health  
Kjersti Tokle Fjellhaug, adviser mine and weapons  
Ingvild Aultun, internal coordinator  
Trine Moa, adviser administration

### **Norwegian Church Aid**

Eirin Næss-Sørensen, GBV adviser  
Irene Wenaas Holtet, adviser GBV and emergency response  
Veslemøy Ask, Programme Coordinator Guatemala and Nicaragua  
Liv Snesrud, Programme Coordinator Afghanistan  
Benedicte Petersen, Programme Coordinator Kenya

### **Norwegian People's Aid**

Orrvar Dalby, Head of International Programme  
Sveinung Torgersen, Deputy Leader  
Inger Sandberg, Advisor South East Asia  
Liv Bremer, Advisor – Violence against women/gender  
Per Nergaard, Head of Mine Unit

### **Caritas**

Kari-Mette Eidem, Secretary General  
Kirsten S. Natvig, Programme Coordinator for Latin America  
Darya Rekdal, Programme coordinator Emergency

### **Save the Children**

Anne Kristine Iván, Programme Coordinator Emergency  
Petter Nuland, Head of Emergency Unit  
Bente Damsleth, Senior Advisor children in war and conflict

### **CARE**

Jan Olav Baarøy, Program Director

### **MFA**

Hilde Salvesen  
Halvor Sætre

**20 out of 24 ToT participants were interviewed by e-mail.**

### ***Annex 3: Documents reviewed***

The IASC Gender Handbook in Humanitarian Action – Women, Girls, Boys and Men, Different Needs – Equal Opportunities, Dec. 2006  
Mid-Term Review of the Norwegian Action Plan for Women’s Rights and Gender Equality in Development Cooperation (2007-2009)  
Template approval letter MFA  
Template final report MFA Version 12, 12 December 2007

#### **NRC:**

[www.nrc.no](http://www.nrc.no)

NRC Policy Paper (prinsippprogram)

5 core activity policy documents:

- Camp management
- Education
- Food security and distribution
- ICLA (Information, counselling and legal assistance)
- Shelter

Core activity handbook for Education

Core activity handbook for ICLA (Information, counselling and legal assistance)

NRC Gender Policy

NRC Gender Plan 2008-09

Core Activity Database (CAD)

MFA Applications and related documents and correspondence to “Support to the return and reintegration of internally displaced persons and refugees in the eastern part of the Democratic Republic of Congo 2007”.

#### **Red Cross**

[www.rodekors.no](http://www.rodekors.no)

International Gender Plan of Action for Norwegian Red Cross’ Humanitarian and Development Assistance (2009-2014)

Strategy for the International work of Norwegian Red Cross (2009-2014)

Red Cross Federation gender review 2008

Gender integrated monitoring system

MFA Applications and related documents and correspondence to Søknader om støtte til Palestinske områder for 2007

#### **Norwegian Church Aid**

[www.kirkesnodhjelp.no](http://www.kirkesnodhjelp.no)

Prinsippdokument for Kirkens Nødhjelp

NCA Global Strategic Plan

CODE OF CONDUCT ON SEXUAL EXPLOITATION, ABUSE OF POWER AND CORRUPTION FOR STAFF MEMBERS OF THE ACT INTERNATIONAL ALLIANCE incl. annex 1 and 2

ACT International, Gender Policy Principles 2008

MFA Applications and related documents and correspondence to Ethiopia Water Schemes development and community capacity building in water sources management and peaceful coexistence in Borana, Guji and Liban Zones 2007.

Terminal evaluation Report and related correspondence to Relief food outlets construction projects implemented by NCAE and SCNE, July 2008

#### **Norwegian People’s Aid**

[www.npaid.org](http://www.npaid.org)

Norsk Folkehjelps politiske plattform for bekjempelse av vold mot kvinner, 2004–2007

Internasjonal strategi, 2008 – 2011

The Task Impact Assessment handbook

Organizational Performance Review of Norwegian People's Aid Published: June 2007 by Norad  
MFA Applications and related documents and correspondence to LBN 1073068 –  
mineryddingsprogram, Lebanon  
Annual Report for 2008

### **Save the Children**

[www.reddbarna.no](http://www.reddbarna.no)

Norads organisasjonsgjennomgang av Redd Barna (fra februar 2009)

Save the Children Alliance publication on Child Protection in Emergencies (fra 2007)

Save the Children Alliance publication on Delivering Education for Children in Emergencies (fra 2008)

Save the Children Alliance Policy on Gender Equity (under revidering)

Save the Children Alliance "Forgotten casualties of war: Girls in armed conflict"

Save the Children Alliance Policy Brief on Protecting Children in Emergencies (fra 2005)

MFA Applications and related documents and correspondence to SDN 1073072 – Child Protection Project Sudan

### **Caritas**

[www.caritas.no](http://www.caritas.no)

Caritas Internationalis Emergency Guidelines

Caritas Internationalis Emergency Response Toolkit

MFA Applications and related documents and correspondence to PER 1073418 – Relief and rehabilitation activities for earthquake affected people, Peru

Caritas Norges handlingsplan og strategier 2008 – 2012, inkludert Temastrategi for likestilling mellom kvinner og menn

### **CARE**

[www.care.no](http://www.care.no)

CARE International Gender Policy

CARE International strategy for Strengthening our gender approach in emergencies

Gender in Emergencies Strategy Implementation Plan, 2008 – 2010

CARE emergency toolkit

MFA Applications and related documents and correspondence to Water, Sanitation and health project in Somalia (WASH) Phase II 2007.

## Annex 4: MFA formats

\*

Your ref

Our ref  
\*

Date  
\*

### (Ref nr) – (Overskrift)

We refer to \* (*søknad, korrespondanse, annen kommunikasjon*) seeking support in the sum of NOK/USD \* for...

\* (*kort beskrivelse av prosjektet, inkludert mål, målgruppe(er), planlagte resultater, planlagte aktiviteter, tidsplan, risikofaktorer/-håndtering, samarbeidspartnere og planer for koordinering*)

\* (*Departementets vurdering av den humanitære/politiske/menneskerettslige situasjonen og prosjektets relevans. Evt instruksjer/retningslinjer/signaler.*)

\* (*Dersom tilsagnsbeløpet avviker betydelig fra søknadsbeløpet må mottaker innen en måned etter tilsagnsdato oversende revidert budsjett for prosjektet. Dersom departementet har preferanser på hvilke aktiviteter/budsjettposter som bør kuttes skal dette fremkomme i tilskuddsbrevet.*)

\* (*Evt. egenandel bør fremkomme*)

### Faste formuleringer:

The Ministry makes grants on the condition that all grant recipients incorporate the gender perspective into their activities, and that reports are prepared specifically on this issue. The question of the project's relevance to the implementation of Security Council resolution 1325 on women, peace and security is particularly important in this respect.

The Ministry has decided to support the project with the sum of **NOK** \*. (*dersom det søkes om det, kan det gis et administrativt tilskudd på opp til 5% (hjemmeadministrasjon). Følgende tekst kan evt. tas inn:)* An administrative grant of \* % is being provided. This is included in the total amount.)

The grant is given on the conditions stated in this letter. The conditions will be taken to be accepted upon receipt of the funds, which will be transferred to your bank account no. \*. The reference number for the grant is \*. Please quote this number in all future

correspondence relating to this matter, including when submitting the report and accounts relating to the use of the funds.

The grant is being made for a period of 12 months from the date of this letter. *(Dette er en hovedregel, men kortere prosjektperiode kan benyttes dersom særskilte hensyn tilsier dette.)*

Any substantial alterations to the project must be approved by the Ministry in advance. Please note that the Ministry's grants are one-off payments.

The grant recipient is obliged to organise the project in such a way as to prevent corruption, irregularities and the misuse of funds. The grant recipient must inform the Ministry without unnecessary delay of any indications of corruption or the misuse of Norwegian funds of which the grant recipient becomes aware during the implementation of the project. Further, the grant recipient is obliged not to accept, in connection with any part of the project, any form of gift, offer, payment or advantage that constitutes unlawful or corrupt practice.

Any unused funds must be paid into the Ministry's account no. 7694.05.12618 with DnB NOR bank (IBAN number: NO83 7694 0512 618) as soon as possible after the project has been completed. The credit transfer should be marked "unused funds" and quote the grant reference number. A bank statement showing the amount should be attached. A separate bank account must be set up for grants from the Ministry. Amounts of less than NOK 100 are not required to be repaid. Interest accrued on grant funds must be used for the project in respect of which the grant has been made.

A final report on how the funds have been used must be submitted no later than six months after completion of the project. The final report is to consist of a narrative report and audited project accounts prepared in accordance with the enclosed Template for Final Report. The final report must confirm that any unused funds have been paid in to the Ministry's account. The accounts are to be audited by an independent auditor in accordance with auditing standard ISA 800 – *Auditor's Report on Special Purpose Audit Engagements*. Moreover, the auditor's statement must include confirmation by the auditor that the funds have been accounted for in accordance with generally accepted accounting principles and that the funds have been used in accordance with the application and letter of allocation. Grant recipients are responsible for informing the auditor of the Ministry's auditing requirements.

*(For tilskudd under kr 100.000,- kreves det ikke at prosjektreknskapet skal være revidert. Følgende tekst skal da erstatte det foregående avsnitt: A final report on how the funds have been used must be submitted no later than six months after completion of the project. The final report is to consist of a narrative report and project accounts prepared in accordance with the enclosed Template for Final Report. The final report must confirm that any unused funds have been paid in to the Ministry's account.)*

Grant recipients are obliged to inform the Ministry if the deadline cannot be met.

In accordance with the Act relating to the Office of the Auditor General of Norway and section 10 of the Appropriation Regulations, the Office of the Auditor General and/or the Ministry of Foreign Affairs may institute control measures to ensure that the funds are used as intended.

The Ministry of Foreign Affairs may require all or part of funds paid out to be repaid if the grant recipient does not act in accordance with the conditions for the allocation of the grant. Repayment will be required where the proper use of the monies is not sufficiently documented.

Yours sincerely,

*(For samtlige tilskuddsmottakere vedlegges dokumentet "Template for Final Report". For nye tilskuddsmottakere vedlegges også dokumentet "Guidelines for Grant Recipients")*

**TEMPLATE FOR FINAL REPORT TO THE NORWEGIAN MINISTRY OF FOREIGN AFFAIRS ON THE USE OF GRANTS MADE UNDER BUDGET CHAPTER 163 AND BUDGET ITEM 164.70  
(Version 12 December 2007)**

This template is to be used for final reports relating to grants received from the Section for Humanitarian Affairs, the Section for Human Rights and Democracy and the Section for Peace and Reconciliation.

Project accounts and the auditor's report must be annexed to the final report. (Project accounts for grants of less than NOK 100 000 do not need to be audited.)

The final report, project accounts and auditor's report must be submitted at the latest six months after completion of the project.

The grant recipient is requested to cover the following points in the final report, with a view to providing as complete an account as possible of the project's implementation.

**GENERAL PROJECT INFORMATION**

PROJECT NO.:

PROJECT NAME:

NAME OF ORGANISATION:

COOPERATION PARTNERS (if applicable):

AREA/COUNTRY:

FUNDS RECEIVED

(from the Section for Humanitarian Affairs,  
the Section for Human Rights and Democracy and/or  
the Section for Peace and Reconciliation)

.....

Funds earmarked for administrative costs	.....
PROJECT EXPENSES	.....
OTHER FUNDING (incl. support from the Ministry/Norad under other budget chapters and support from other donors)	.....
FUNDS PROVIDED BY THE GRANT RECIPIENT	.....
TOTAL COSTS	.....

## **EFFECTIVENESS AND RESULTS**

By reference to the project description set out in the application and letter of allocation:

Assess the achievements of the project as compared with its objective(s).

Assess the extent to which the intended target group was reached.

Provide an in-depth assessment and description of the achievements of the project by reference to the planned results.

Describe the activities carried out as compared with the planned activities and the timetable for their implementation.

Describe how internal and external risk factors have affected the achievement of the objective(s) of the project and the planned results, and how this has been dealt with.

## **COORDINATION AND COOPERATION**

Describe and assess the coordination and cooperation with other actors, including UN organisations, local actors, cooperation partners, the authorities in the recipient country, etc.

## **THE GENDER PERSPECTIVE**

The Ministry makes grants on the condition that all grant recipients incorporate the gender perspective into their activities, and that reports are prepared specifically on this issue. The question of the project's relevance to the implementation of Security Council resolution 1325 on women, peace and security is particularly important in this respect. A special assessment should be made of the project activities in light of the IASC (Inter-Agency Standing Committee) guidelines on implementing the gender perspective into humanitarian projects (see the *IASC Gender Handbook in Humanitarian Action*, December 2006).

## **THE NEEDS OF CHILDREN AND YOUNG PEOPLE**

The report should specifically cover whether children and young people have been affected by the project, and the extent to which their needs and wishes have been safeguarded (see Security Council resolution 1612 on children and armed conflict).

## **COMMENTS ON THE PROJECT ACCOUNTS**

Provide comments on all significant differences between the approved budget and the figures in the enclosed project accounts. The accounts must adopt the same format as the approved budget.

Place and date:

Authorised signature:

Signature/Stamp

## **ENCLOSURES:**

Project accounts structured to accord with the format of the approved budget

Auditor's report

**Norad**

Norwegian Agency for Development Cooperation

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