



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

Practical guide on how to eliminate gender-based violence and protect rural communities through food security and agriculture interventions

*Guidance for FAO staff and partners
Second edition*



Cover photo: A fishery couple showing a basket of their joint daily yield of catfishes.
FAO project: GCP/CMB/o47/SWI - Strengthening livelihood recovery of COVID-19 most affected rural communities in Cambodia.

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Given the new challenges the world is facing beyond situations of armed conflicts, including multiple disasters occurring due to climate variability and climate-change-related events as well as the COVID-19 pandemic that have exacerbated the situation and created new risks, it was time for a new guide. The *Practical guide on how to eliminate gender-based violence and protect rural communities through food security and agriculture interventions: Guidance for FAO staff and partners*, updated in 2022, was developed by Elizabeth Koechlein, Gender Expert, Ilaria Sisto (ESP), Omnia Rizk (ESP), Indira Joshi (OER), Marta Speciale (ESP), Alisha Kersbergen (ESP), and has benefited from the valuable technical contributions of Zsuzsanna Kacso (OER), Maria Norton (OER), Floyd Dalton (OER) and Laura Jane Tiberi (OER).

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ABBREVIATIONS AND ACRONYMS

AAP	Accountability to Affected Populations
AI	Amnesty International
CEDAW	Convention on the Elimination of all Forms of Discrimination Against Women
CFS-FFA	Committee on World Food Security Framework for Action for Food Security and Nutrition in Protracted Crises
CGA	Country Gender Assessments
CSW	Commission on the Status of Women
DFID	Department for International Development
ECHO	European Union Humanitarian Aid and Civil Protection department
FAO	Food and Agriculture Organization of the United Nations
GBV	Gender-based violence
GBVIMS	Gender-based violence information management system
GDP	Gross domestic product
GTA	Gender-transformative approaches
HIV/AIDS	Human immunodeficiency virus infection and acquired immune deficiency syndrome
IASC	Inter-Agency Standing Committee
ICRC	International Committee of the Red Cross
IDP	Internally displaced people
IFAD	International Fund for Agricultural Development
IFRC	International Federation of Red Cross and Red Crescent Societies
INGO	International non-governmental organization
IOM	International Organisation for Migration
IPV	intimate partner violence
JFFLS	Junior Farmer Field and Life School
JP-RWEE	Joint Programme on Accelerating Progress Towards the Economic Empowerment of Rural Women
LGBTQI+	Lesbian, Gay, Bisexual, Transgender, Queer, Intersex and others
MRM	UN Security Council Monitoring and Reporting Mechanism
MSF	Médecins Sans Frontières
NGO	non-governmental organizations
OHCHR	Office of the High Commissioner for Human Rights
PSEA	Protection from sexual exploitation and abuse
SAFE	Safe Access to Fuel and Energy
SDG	Sustainable Development Goal
UN	United Nations
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNHCR	United Nations Refugee Agency
UNICEF	United Nations Children’s Fund
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
VAW	violence against women
WHO	World Health organization
WHS	World Humanitarian Summit
WFP	World Food Programme

FOREWORD

Gender-based violence (GBV) is a pervasive, persistent and global reality. Increasingly, it affects the environments where the Food and Agriculture Organization of the United Nations (FAO) operates, with impacts on agricultural and rural development, food security and nutrition, and rural poverty. Humanitarian emergencies, hunger, malnutrition and poverty tend to increase the prevalence of GBV, which, in turn, undermines households, communities, and national food security and nutrition by impacting people's livelihoods, health, skills and knowledge. This significantly reduces the resilience of survivors and weakens their capacity to be productive workers, earners and carers for the next generation, setting off a terrible circle of violence. Since it mostly affects women and girls during their most productive years, GBV perpetuates gender inequality and stalls progress in poverty reduction and food security.

It is important to recognize that food security and agriculture interventions can create or exacerbate risks of gender-based violence, particularly if the socio-cultural context and protection aspects are not well understood. The three Cs – the COVID-19 pandemic, conflicts and climate change – are worsening poverty, food insecurity and gender-based violence. At the same time, food insecurity and poverty contribute to increasing gender inequalities and violence. In designing agricultural and rural development and food security policies and programmes, addressing existing inequalities and intersecting forms of discrimination is essential, as well as protecting women and men, girls and boys, against any risk, including GBV, by removing structural barriers to gender equality and women's empowerment in order to build sustainable agri-food systems and resilient livelihoods. This also means that no one can be left behind, which is in line with the 2030 Agenda. Over the years, special measures have been adopted to ensure Accountability to Affected Populations (AAP) and protection from sexual exploitation and abuse (PSEA) and tools were developed to ensure safety in work and to assist FAO staff and partners in meeting the needs of men, women, girls and boys in vulnerable situations.

Worldwide gender-based violence has been increasing and has been further exacerbated by the COVID-19 pandemic, requiring immediate actions to fight against violence and protect vulnerable people. The ubiquity and persistence of violence, particularly affecting women and girls, calls for gender-transformative approaches (GTAs) to be adopted to address the root causes of inequalities and GBV.

Tackling Uncovering the root causes of gender inequalities is essential to triggering the transformative change processes that lead to gender equality and women's socioeconomic empowerment, involving all members of a community, especially men and boys as agents of change and not only as perpetrators of discrimination and subordination of women and girls. Gender-transformative approaches attempt to provide equal access to men and women to resources, services, economic opportunities, decent jobs and institutions. They challenge the allocation of roles and responsibilities between men and women, foster more equitable gender relations within households, communities and organizations, build equal power dynamics and improve the situation of women and youth. Moreover, they challenge rigid gender norms and roles, by facilitating dialogue, trust and behavioural change at multiple levels, and try to prevent gender-blind or discriminatory legislative and policy frameworks.

FAO's work, when delivered in safety and dignity, aims at protecting the target populations, particularly the poor and most vulnerable and men and women at high risk of violence. Through food security and agriculture interventions that build sustainable agriculture and food systems, countries can protect individuals and households from the destitution that often leads the most vulnerable people to trade their safety or that of their dependents for survival. When humanitarian and development interventions are delivered in gender-transformative ways, they can overcome underlying vulnerabilities, overcome multiple and intersecting forms of discrimination, build the resilience of rural livelihoods and agrifood systems, and produce better overall outcomes to achieve food security and reduce poverty. With this in mind, FAO has developed a guide to strengthen the gender awareness and capacity of FAO staff and its partners to better understand the links that exist between gender-based violence, poverty, food security and agricultural productivity, and to protect vulnerable men and women, boys and girls, through their interventions, policy advice and capacity development.

The guide *How can we protect men, women and children from gender-based violence? Addressing GBV in the food security and agriculture sector* was originally developed in 2018 to provide guidance on how to systematize and mainstream protection issues such as gender-based violence throughout all FAO areas of work. In 2022, FAO decided to update the guide, now called the *Practical guide on how to eliminate gender-based violence and protect rural communities through food security and agriculture interventions: Guidance for FAO staff and partners*. The revised guide addresses the emerging and intertwined challenges the world is now facing, such as climate change, conflicts, economic instability and food crises. It is meant to support the fight against any form of gender-based violence, facilitate the integration of protection issues in an FAO project cycle, and support the collection and analysis of data disaggregated by gender and other social variables for generating the evidence for policymaking and planning of gender-responsive and gender-transformative interventions.

The guide's target audiences are Country Offices, FAO staff and strategic partners involved in normative and technical work. It was developed by building on the promising approaches and experiences of the last decade used successfully to address gender-based violence and protection risks, such as the Junior Farmer Field and Life School projects in Kenya and Uganda; the Dimitra Clubs in Burundi, the Democratic Republic of the Congo, the Niger and Senegal; the Safe Access to Fuel and Energy initiatives in Kenya, Somalia and South Sudan; the Joint Programme of FAO, the International Fund for Agricultural Development (IFAD) and the World Food Programme (WFP) on Gender Transformative Approaches for Food Security, Improved Nutrition and Sustainable Agriculture; as well as the Joint Programme on Accelerating Progress Towards the Economic Empowerment of Rural Women (JP-RWEE), among others.

This guide is a continuing project that will evolve as FAO accumulates experiences and lessons learned in an ever-changing working environment.

KEY MESSAGES

- **Gender inequality and discrimination against women reinforce unequal power relations between women and men and exacerbate the risks of gender-based violence and poor protection**

Gender roles and social norms can contribute to a tolerance or an acceptance of violence. Men's use of violence against women also reinforces gender inequalities, creating a vicious circle. The only way to end violence against women and girls is to achieve gender equality and empower women, to challenge negative social norms and gender roles and address the multiple and intersecting forms of discrimination and inequality.

- **Gender-based violence is a serious impediment to achieving food and nutrition security**

Gender-based violence can take different forms and be physical, sexual, psychological, economic or socio-cultural in nature, and is based upon gender inequality and abuse of power. It is widespread globally and has severe negative consequences not only for victims and survivors of violence, but also for their families and wider communities, affecting the whole society and economy. Since it mainly affects women and girls in their productive years (between 15 and 49), gender-based violence has a devastating impact on agricultural productivity, food security and nutrition reducing the capacity and productivity of survivors (FAO, undated).

- **Gender-based violence is widespread and life-threatening, and is exacerbated in situations of poverty and/or other crises**

GBV tends to be exacerbated when family and community protection structures break down, work opportunities are limited, and vulnerabilities and household tensions are heightened (United States Department of State, 2015). Loss of livelihoods because of conflicts, extreme weather events or pandemics such as COVID-19 can force people to engage in negative coping strategies to support themselves and their households. Increased economic empowerment, improved status and self-confidence among women and girls may reduce tensions within a household and/or the need to engage in risky coping strategies (e.g. transactional sex and child marriage).

- **All humanitarian and development stakeholders have a responsibility to protect vulnerable and at-high-risk people, mitigating and preventing gender-based violence and providing adequate protection measures**

The protection of human rights is part of the core mandate of the United Nations (UN) and each UN agency must take actions, within its own capacities and mandate, to prevent or respond to violations of human rights, including gender-based violence.

- **Increasing women's access to productive resources, services, economic opportunities, decent jobs and institutions can contribute to reducing the risks of inadequate protection and gender-based violence**

Addressing the root causes of gender-based discriminations and inequalities, which are still pervasive in agriculture and food systems, and unleashing the ambitions and high potential of women and girls, can contribute to reducing the risks of violence. This requires a more equitable distribution of resources, inputs, assets and technologies, equal access to services (financial and advisory services), and more equitable gender relations and allocation of roles and responsibilities between men and women within households, communities and organizations.

- **The sensitive nature of gender-based violence makes it difficult to obtain data, but the lack of verifiable evidence should not prevent taking action to prevent and mitigate the risks of violence**

GBV is happening in every context. Yet it continues to be under-reported worldwide, due to fears of stigma or retaliation, limited availability or accessibility of trusted service providers, impunity for perpetrators, and lack of awareness of the benefits of seeking care and support (IASC, 2015). For this reason, verifiable data are not essential to justify taking the necessary action to address gender-based violence.

- **Engaging men and boys is crucial**

Men and boys could also be victims of many forms of gender-based violence, and they can play a key role in preventing it. As decision-makers, community leaders, perpetrators, allies and agents of change, the role and engagement of men and boys is essential to changing negative social attitudes and behaviours and to avoiding discriminatory practices against women and girls.



Chapter 1

INTRODUCTION AND RATIONALE

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

United States Department of State, 2015

1.1 Introduction

Definition of gender-based violence

The *Inter-Agency Standing Committee Guidelines for Gender-based Violence Interventions in Humanitarian Settings* (2015) defines gender-based violence as an umbrella term covering a wide range of abusive, exploitative and often sexualized actions perpetrated against a person's will, based on socially ascribed gender differences between men and women. It is a widespread and life-threatening health, protection and human rights issue with serious negative consequences not only for survivors but also for the achievement of food security and the social and economic development of communities and states. Most survivors of gender-based violence are women and girls who suffer a range of health problems as well as from the stigma and discrimination, affecting their ability to earn an income and participate in public life. Ultimately, this undermines global efforts to reduce poverty, build sustainable peace and security, and ensure sustainable development.

Acts of gender-based violence are a violation of the human rights that are protected by international human rights treaties, including the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW) (UNGA, 1979) and principles covered by international humanitarian law, international and domestic criminal laws and human rights and refugee law at the international, regional and national levels. GBV also violates the right to security of a person, the right to the highest attainable standard of physical and mental health, the right to an adequate standard of living, the right to food and the right of freedom from torture or cruel, inhuman or degrading treatment (IASC, 2015).

When disasters and crises strike, or violence and conflict erupt, people face threats to their lives, safety and security, discrimination, loss of access to basic services and at times additional violations of their human rights, such as gender-based violence. During such times people affected by disasters and/or conflict look to their national and local authorities, the United Nations and the broader humanitarian community to support and strengthen their protection from these threats. Protecting them is, therefore, a primary responsibility of duty bearers (IASC, 2013). Discrimination on the basis of sex, including entitlements to land, inheritance, credit and other productive resources, as well as limited opportunities to participate in decision-making may also constitute violations of domestic and international laws.

Some studies have shown that limited livelihood options increase the risks for women and girls of becoming victims of abuse, including economic abuse, and limit their opportunities to seek justice or leave the abuser (IFRC, 2015). Women's engagement in agriculture is often seen as an extension of their domestic work, and not as an economic activity *per se*. Gender discrimination remains deeply entrenched and widely tolerated in rural areas where women often face gender discrimination at both community and household levels. There is a growing recognition that interventions to overcome food insecurity and poverty may also reduce GBV by addressing the major factors that contribute to its prevalence. In this context, it is important – even in projects and programmes that do not directly address gender equality or GBV – to consider and embed throughout the project cycle protection and GBV

issues, including considering the risks that could unintentionally result from FAO's programme implementation. When gender equality and women's empowerment are prominent factors in programming, FAO is well-placed to protect individuals from GBV through its focus on supporting and restoring sustainable livelihoods.

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

GBV is an extreme manifestation of gender inequality, and preventing it is essential to ensure human rights. Although GBV exists in all societies and contexts, it is of special relevance to FAO's work mainly for the following five reasons:

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

There are strong bi-directional links between food security and nutrition, and gender-based violence. In one direction, gender-based violence can have detrimental impacts on food security and nutrition, by harming women and girls and limiting their ability to ensure adequate food security for themselves and their households. Economic forms of GBV can involve directly withholding access to food and resources. Furthermore, verbal abuse and threats of violence limit women's interest in and ability to actively participate in productive activities and decision-making and to equally benefit from services, including agricultural inputs and training (Schmidt, 2020). Economic and psychological abuse can also include preventing victims from fully participating in their economic life, limiting education that would enhance their productivity and allow them to thoroughly contribute to their communities, and withholding information pertinent to their wellbeing and success.

In the other direction, food insecurity is associated with the perpetuation of gender-based violence through increases in household tensions and stress. Both are related to the social roles that women and girls are often expected to fulfil in securing, preparing and providing food for their households, and, in some cases, providing adequate nutrition throughout pregnancy and breastfeeding. At times of food insecurity, women's health and nutrition are often sacrificed to meet the nutritional needs of male members of their households. Women heads of households may even resort to transactional sex to meet food needs of their dependents, and parents may marry off their young daughters to relieve the family of another child to feed.

The impacts of different forms of GBV include missing opportunities for paid and unpaid work, costs related to weak physical and mental health, poor reproductive outcomes, the cost of services and replacing property, among others. Gender-based violence inhibits rural development, and the achievement of food security and nutrition and can lead to large costs at individual, family, community and societal levels, and for governments and the private sector. In 2016, the global cost of violence against women was estimated to be USD 1.5 trillion, equivalent to 2 percent of the global gross domestic product (GDP) (UN Women, 2020).

Box 1. Estimating the costs of intimate partner violence

Estimates from Chile indicate that the loss of earning capacity of women experiencing intimate partner violence was approximately 2 percent of GDP. In Peru, data from 2013 indicate that GBV-related productivity loss for businesses was equivalent to 3.7 percent of GDP. In the United Republic of Tanzania, the current weekly income of abused women is 29 percent lower than that of women who never experienced violence. It is 40 percent lower for those experiencing severe abuse. In Viet Nam, a 2012 study estimated that missed paid and unpaid work amounted to 0.94 percent of GDP. Reduced earnings for women experiencing domestic violence were USD 2.26 billion, 1.78 percent of 2011 GDP. A study conducted in 2017 in Viet Nam found that agriculture was the sector most affected by GBV, accounting for almost 40 percent of the total loss.

Source: Raghavendra, S., Duvvury, N. & Ashe, S. 2017. The macroeconomic loss due to violence against women: The case of Vietnam. *Journal of Feminist Economics*, 23(4): 62–89.

GBV also has long-term impacts on education, skills and experience acquisition, upward mobility within the workforce, chronic disability and the stability of family life. At the community level, violence can result in reduced social cohesion, loss of economic output for businesses, and increased expenditures incurred by organizations. Governments also incur additional costs, by providing services to survivors, prevention programmes, and reduced taxes due to lower household income and reduced business activity (Raghavendra, Duvvury, and Ashe, 2017).

In FAO's areas of work, sexual violence and harassment in the commercial agriculture workplace can be widespread. Non-standard forms of work, such as temporary and informal work, often create power differentials that facilitate sexual violence and harassment against female workers (Henry and Adams, 2018). While there are some indications that living in a rural area can be a risk factor for GBV, overall rates of GBV are similar in urban and rural areas. However, the types of violence experienced vary, based on the location and the socio-cultural context. For example, severe physical violence, female genital cutting and child marriage are more common in rural settings.

Box 2. Child marriage in rural settings

Globally, nearly 15 million girls under 18 are married every year.ⁱ In developing countries, the prevalence of early marriage is lower in urban than in rural areas, with high rates of early marriage in rural areas of Bangladesh, Egypt, Indonesia and Türkiye. Early marriage is associated with lower wealth and education levels and higher labour force participation that is more common in rural areas, as well as limited public information and prevention programmes.ⁱⁱ Marriage under the age of 18 is also associated with adverse health outcomes.ⁱⁱⁱ

Sources: ⁱAntarini, A., Rhadiyah, P., Permata, T., Marcely, R. & Montovani, D. 2016. Adolescent's Self-Efficacy for Early Marriage in South Bangka Regency, Indonesia. *International Journal of Public Health Science*, 5(4): 427–432; ⁱⁱ Suhariyati, S., Haryanto, J. & Probowati, R. 2019. Trends of Early Marriage in Developing Countries: A Systematic Review. *Jurnal NERS*, 14(3): 277–282; and ⁱⁱⁱ Neal, S., Stone, N. & Ingham, R. 2016. The impact of armed conflict on adolescent transitions: a systematic review of quantitative research on age of sexual debut, first marriage and first birth in young women under the age of 20 years. *BMC Public Health*, 16(1): 1–11.

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

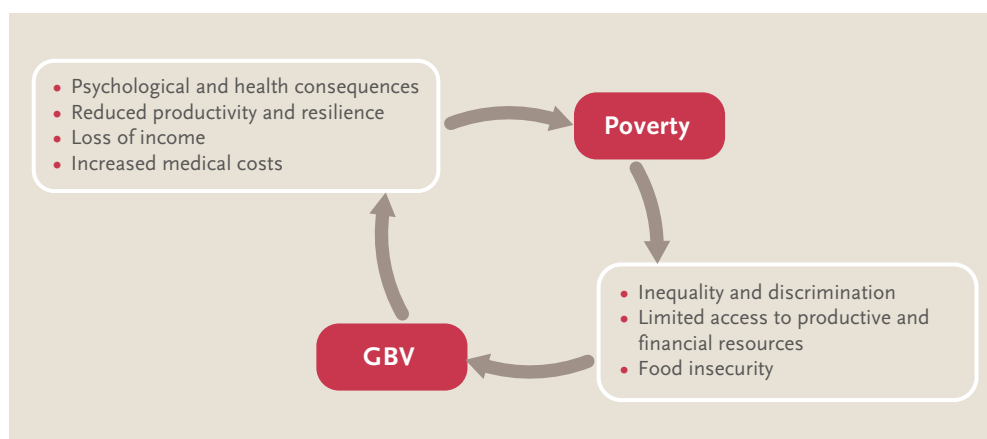
Box 3. Do No Harm

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

Source: IASC. 2015. *Guidelines for Integrating Gender-Based Violence Interventions in Humanitarian Action: Reducing Risk, promoting resilience and aiding recovery*. P. 45. Geneva, IASC.

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

Because GBV is so pervasive it has significant negative impacts on the agriculture sector and food and nutrition security, especially in the global south. Women comprise over 37 percent of the world’s rural agricultural employment, a figure that rises to 48 percent for low-income countries (FAO, 2022). They play a key role in maintaining household food security, as agricultural producers, farm managers, processors, traders, wage workers and entrepreneurs. The health and productivity of communities and many sectors, including agriculture (which also comprises forestry, fisheries, aquaculture and livestock), that sustain millions of livelihoods¹ and feeds the world’s hungry depends heavily on the health and labour of both women and men. The following diagram illustrates the interconnected nature of GBV and poverty. This self-reinforcing cycle may manifest as a result of food insecurity, protracted crises, natural hazards or man-made disasters.



FAO’s interventions influence and are influenced by these dynamics. For example, GBV presents a risk to reduce the resilience and food security, but livelihoods opportunities may support an individual to protect himself or herself from GBV risks. FAO’s efforts to remove gender-based constraints, such as women’s limited access to paid labour, land, tools and workshops in agriculture and livelihoods initiatives, are of crucial importance for achieving gender equality and reducing GBV.

1.3 Purpose and audience of the guide

The purpose of this guide is to equip FAO staff and strategic partners with information on gender-based violence relevant to their work, and to provide practical guidance on how to design and deliver food security and nutrition programmes in ways that prevent and mitigate GBV, targeting both survivors and those at risk, including protection measures.

The recommended actions described in this guide are relevant for all types of development and humanitarian contexts and call upon FAO staff and partners to contribute to the protection of all human rights, including the right to a life free from gender-based violence. In particular, the guide aims to:

¹ Although employment growth in agriculture has slowed, the number of workers in this sector grew to more than 1 billion in 2009. Cited in the FAO Statistical Yearbook 2012: www.fao.org/docrep/015/i2490e/i2490e00.htm, part 1: www.fao.org/docrep/015/i2490e/i2490e01a.pdf

- improve the understanding of the different forms of gender-based violence, their causes and consequences and how they directly and indirectly affect the agriculture sector, food security and livelihoods;
- strengthen the understanding of FAO's responsibilities and identify any promising opportunities for FAO and partners to address GBV;
- provide practical information and tools to inform protection and GBV analysis at each stage of the project cycle; and
- assist with the collection and analysis of data related to GBV to produce the evidence for policymakers and project planners to systematically address GBV and protection issues.

1.4 Structure of the guide

The guide begins with a theoretical overview of GBV and its links to FAO's work towards providing staff with practical tools and examples of current practices for integrating GBV in food and nutrition security policies and actions. It includes the following main chapters:

1. **Introduction and rationale for the guide:** introduces the relevance of gender-based violence and protection issues and discusses the links that exist between gender-based violence, food security and FAO interventions.
2. **Understanding gender-based violence in humanitarian and development contexts:** introduces gender-based violence, its prevalence, causes, consequences and different manifestations in development and humanitarian contexts, and the role of men and boys to prevent and mitigate the risks of GBV and protection.
3. **Policy environment: Global frameworks and FAO commitments on Accountability to Affected Populations:** it frames the global policy context by outlining the key developments in the humanitarian framework to address GBV. Outlines aspects of FAO's policy framework that support the integration of GBV issues in FAO'S work, including its mission statement, strategic objectives, the Policy on Gender Equality 2020–2030, the commitment to Accountability to Affected Populations and Policies on Protection from Sexual Exploitation and Abuse.
4. **Addressing gender-based violence throughout the project cycle:** provides guidance and tools that can be used at each stage of the project cycle to better integrate actions that can contribute to preventing and mitigating the risks of GBV and protect affected populations.
5. **Approaches to prevent and mitigate gender-based violence:** presents good practices and lessons learned by FAO in adopting gender-transformative interventions that contribute to the prevention and mitigation of GBV and adequately protect the target and affected communities.

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

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Chapter 2

UNDERSTANDING GENDER-BASED VIOLENCE IN HUMANITARIAN AND DEVELOPMENT CONTEXTS

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

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

2.1 Defining gender-based violence

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

Gender-based violence is an umbrella term used for any harmful act that is perpetuated against a person's will and that is based on socially ascribed (i.e. gender) differences between men and women. It covers a wide range of abusive, exploitative and often sexualized actions. The term "gender-based violence" is most commonly used to emphasize how systemic inequality between men and women – which exists in every society in the world – acts as a unifying and foundational characteristic of most forms of violence perpetuated against women and girls.

Women and girls constitute the vast majority of victims of gender-based violence. However, men, boys and gender non-conforming people can also be at risk of GBV, as a result of their gender identity or gender expression. GBV is ultimately an extreme manifestation of gender inequalities and harmful social norms, which creates unequal power relationships between men and women that, in most cases, results in the subordination of women. Other forms of social inequalities, exclusion and discrimination can deepen or exacerbate GBV, meaning that multiple and intersecting social identities leave some people at greater risk of experiencing GBV compared to others. For example:

- Girls and young women with disabilities face up to ten times more risks of GBV than those without disabilities. Girls with intellectual disabilities are particularly vulnerable to sexual violence (UNFPA, 2018).
- Persons from the lesbian, gay, bisexual, transgender, queer, intersex and others (LGBTQI+) community experience a higher prevalence of domestic and intimate partner violence (IPV) than the general population. Globally, at least 350 transgender and gender-non-conforming people were murdered between October 2019 and September 2020 (TGEU, 2020). LGBTQI+ people may also be excluded from assistance that is based upon assumptions of heterosexual relationships, or may receive reduced rations in food aid because of discrimination against their gender identity and/or sexual orientation (IASC, 2015; International Alert, 2014).
- Women in polygamous marriages may be at heightened risk for intimate partner violence (Coll *et al.*, 2020).
- Femicide, which is the gender-motivated murder of women and girls, in contexts of insecurity in Latin America poses a stark risk for indigenous women and girls who have been victims of GBV in Colombia, Guatemala, Mexico, Nicaragua and Peru (Bastick, Grimm and Kunz, 2009).

The term "gender-based violence" includes many types of violence with a variety of perpetrators and victims. Although often used interchangeably with GBV, violence against women and girls (VAWG) denotes violence perpetrated against women and girls specifically.

This guide uses the term GBV with the intent to draw attention to the socially constructed nature of many forms of physical, sexual, psychological and economic violence. In other words, how society defines and creates masculinities and femininities and the norms that influence the relationships between different individuals. Although more attention is given to women and girls, due to their higher levels of vulnerability, GBV affects men and boys too. Global studies indicate that sexual violence against men and boys is even more under-reported than for women and girls. Male survivors of sexual violence often suffer silently because widely held social norms and perceptions of gender, social stigma and cultural taboos, regarding the discussion of sex and sexuality, make it difficult for them to come forward. Moreover, when they do speak, service providers frequently fail to listen or believe them (UNHCR, 2012).

2.2 Prevalence of gender-based violence

Globally, one-third of women have been subjected to either physical and/or sexual intimate-partner violence or non-partner sexual violence in their lifetime. Most IPV is men acting violently against women: 27 percent of women between the ages of 15 and 49 who have been in a relationship have been victims of some form of physical and/or sexual IPV. Thirty-eight percent of all murdered women were killed by their intimate partners (WHO, 2021). Globally, 20 percent of girls are married, or in a union, before the age of 18 (UNFPA, 2021). Evidence for psychological and verbal violence is severely lacking, yet the interrelated nature of the many forms of GBV suggests that it is more prevalent than what is being reported.

Globally, GBV disproportionately affects low- and lower-middle-income countries and regions. Thirty-seven percent of women aged 15 to 49 living in the least developed countries have experienced physical and/or sexual intimate partner violence (WHO, 2021a).

In emergencies, including conflicts, extreme weather events or global pandemics like COVID-19, GBV tends to be more prominent due to a range of factors, including reduced capacity to resolve tensions in a peaceful manner at community and household levels, breakdown of community and household networks, discriminatory cultural norms, and shifting gender roles that arise in situations of increased poverty, food insecurity and displacement. Such factors present greater risks for internally displaced people (IDPs) and refugees.

2.3 Causes, contributing factors and consequences of gender-based violence

The prevention and mitigation of GBV requires a good understanding of its causes and consequences. Power, gender and social norms don't coexist separately, and are instead intertwined. Evidence suggests that the interaction of risk factors across the individual, relationship, community, and societal levels is a strong determinant of the risk of experiencing or perpetrating GBV (WHO, 2021). These interactions of norms and factors sustain harmful effects on women's lived experiences in a global context (Stephens and Kuo, 2021).

The legal environment also matters. Legislation can codify the rights of women and other targets of violence, and signal that GBV is unacceptable by acting as a deterrent or being responsive to victims through protection mechanisms and adequate access to services (Klugman, 2017).

At the individual level, gender and personal history, such as a history of substance abuse or of experiencing maltreatment, can increase the risk of experiencing or perpetrating violence. Other individual factors might include disability, HIV status, dependence on another to meet basic survival needs, and a lack of awareness of rights.

At the relationship level, attitudes toward violence among family, friends and intimate partners are influential not just in whether someone experiences or perpetrates violence, but also if a survivor of violence chooses to seek help.

At the community level, factors such as unemployment and poverty or prevailing social norms within a school or workplace can increase the risk of experiencing or perpetrating GBV. Poverty is a key driver of many forms of GBV, particularly IPV, and interacts with other key factors like substance abuse and food insecurity (Gibbs *et al.*, 2018). For example, demographic and health survey data from the United Republic of Tanzania reveal that larger numbers of women in paid work were associated with a lower risk of GBV, while both poverty and inequitable gender norms were associated with a higher risk of violence (Vyas and Heise, 2016). It can be difficult to disentangle the varying roles of contributing factors to GBV. For example, evidence from 49 lower-middle income countries indicates that the education level of women and girls, poverty, prevalence of early marriage and women's economic rights correlate with acceptance of domestic violence (Sardinha and Nájera Catalán, 2018).

At a societal level, economic and social policies that sustain or deepen gender inequalities can perpetuate GBV, which are rooted in the local value systems and customs. In some contexts, such as humanitarian settings, a breakdown of law and order and a disruption to infrastructure and services correspond to increased rates of GBV (VPA, 2021). At all stages of a conflict, women and girls remain at high risk of sexual and physical violence and various forms of exploitation, including sex trafficking (McAlpine, Hossain and Zimmerman, 2016). For example, poverty and insecurity have contributed to increased rates of child marriage among Syrian refugees in Jordan (Bartels, Michael and Buntin, 2020). Acceptance of domestic violence is particularly high in conflict-affected countries (Sardinha and Nájera Catalán, 2018), and extreme weather events and health emergencies may also increase many forms of GBV.

The underlying causes of violence against women lie in historically unequal power relations between men and women and pervasive discrimination against women in both the public and private spheres (UNGA, 2006). These inequalities are often linked to deep-rooted socio-cultural beliefs and practices that attach specific roles, responsibilities, behaviour, expectations, opportunities and limitations to being male or female. These include beliefs in family honour and sexual purity, ideologies of male sexual entitlement and weak legal sanctions for sexual violence.

Gender-based violence has far-reaching consequences across all sectors of society. It can do severe physical, psychological and social harm, and, in the most drastic cases, it can lead to death.

Social stigma and discrimination may lead to psychological trauma, feelings of powerlessness and inadequacy and limited capacity to engage in productive activities and fully participate in community activities. This kind of impact can come at a great cost to vulnerable families engaged in agriculture-based work, which is highly dependent on human labour (FAO, 2010).

The nutrition status of children may also be affected by a mother’s reduced capacity to fulfil reproductive roles (including breastfeeding), as a result of injury, mental illness or illness from sexually transmitted infections (including HIV/AIDs). Children who witness violence are more likely to have emotional and behavioural problems, perform poorly in school and could be at greater risk of perpetrating or experiencing violence in the future. GBV also brings enormous costs to society through lost employment, productivity and the cost of health services. Failure to address GBV can lead to increased poverty, creating a self-reinforcing cycle of underdevelopment, poverty and violence (UNGA, 2006).

2.4 Types of gender-based violence

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

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

Socioeconomic violence	Socioeconomic violence occurs when access to economic resources, food and basic needs are denied in order to create dependence on another person. ⁱ In many cases, this form of violence can entail forcing women to stay out of the workforce, leaving them no other option than to work unpaid or taking away the victim’s earnings. This type of violence may also include denial of access to education, inheritance rights, and services, exclusion from certain jobs, denial of pleasure and enjoyment of civil, cultural, social and political rights, and property grabbing. ⁱⁱ
Physical violence	Physical violence is not sexual in nature. Examples include hitting, slapping, choking, cutting, shoving, burning, shooting or use of any weapons, acid attacks or any other act that results in pain, discomfort or injury. ⁱⁱⁱ

Sexual violence	Sexual violence “refers to any sexual act or attempt to obtain a sexual act, or unwanted sexual comments or acts to traffic that are directed against a person’s sexuality.” ^{iv} This includes violence in the public sphere, such as sexual harassment at work, the use of rape as a weapon of war, sexual slavery, sexualized violence as a punishment against LGBTQI+ individuals, and violence in the private sphere such as reproductive coercion and marital rape. ^v
Emotional and psychological assault	This type of GBV includes verbal abuse and humiliation, cruel and degrading treatment, compelling a person to engage in humiliating acts and placing restrictions on freedom of movement or behaviour, thus causing increased dependency and fear. ^{vi}
Harmful practices	Harmful practices include forced marriage, child marriage, honour or dowry killings, sex-selective abortion practices, preference for sons (which may mean a female child is disadvantaged from birth in quality and quantity of parental care), the belief that sex with virgins can cure HIV. ^{vii,viii}
Sexual exploitation and abuse	A common acronym in the humanitarian world, SEA referring to acts (or indeed the threat) of sexual exploitation and sexual abuse committed by United Nations, non-governmental organizations, and inter-governmental personnel against the affected population. ^{**}

Sources: ^{iv}SVRI. 2021. Definitions. In: *SVRI*. Cited 18 September 2021. <https://www.svri.org/research-methods/definitions>;
^vCouncil of Europe. 2021. Gender matters: Gender identity, gender-based violence and human rights. In: *Council of Europe*. Strasbourg. Cited May 2017. <https://www.coe.int/en/web/gender-matters/about-gender-based-violence>; ^{vi}GBVIMS. 2010. User Guide. In: *GBVIMS*. Cited May 2017. <http://www.gbvims.com>; ^{vii}UNSG. 2006. *Rights of the Child*. New York. http://www.unicef.org/violencestudy/reports/SG_violencestudy_en.pdf; ^{viii}OHCHR. 1995. *Fact sheet No. 23: Harmful Traditional Practices Affecting the Health of Women and Children*. <https://www.ohchr.org/sites/default/files/Documents/Publications/FactSheet23en.pdf>

Notes: * Property grabbing is increasing among populations in extraordinary crisis due to high prevalence of HIV and deepening poverty. Since the death of a husband with HIV occurs when they are younger, young widows and children are left behind. They are usually powerless when confronted by members of the external family who, motivated by poverty and other reasons, take the property to meet their own needs, leaving the widow and her children without assets (FAO. 2010. *Guidance Note. Gender-Based Violence and Livelihoods Interventions: Focus on populations of humanitarian concern in the context of HIV*. Rome.). ** For more information, see the PSEA Taskforce’s website www.pseataaskforce.org/en/overview and the United Nations Secretary General’s bulletin on special measures for protection from sexual exploitation and sexual abuse (UNSG. 2003. *Secretary-General’s Bulletin: Special Measures for Protection from Sexual Exploitation and Abuse*. ST/SGB/2003/13. New York, UN Secretariat.).

Box 5. Child trafficking in Nepal

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

Sources: UNICEF. 2015. *Trafficking of women and children. Question and Answer Sheet*. New York. <http://unicef.org.np/uploads/files/359311733585227360-trafficng-q-a.pdf>; FAO. 2018. *How can we protect men, women and children from gender-based violence? Addressing GBV in the food security and agriculture sector*. <https://www.fao.org/3/i7928en/17928EN.pdf>

2.5 Gender-based violence and emergencies

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

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

(IFRC, 2015, p. 24)

Sexual violence perpetrated against men may be prevalent during conflicts. Researchers have documented rape, genital harm and sex-selective killings of men and boys during the genocide in Darfur (Ferrales, Nyseth Brehm and Mcelrath, 2016). During the recent crisis in Ukraine, there have been reports of high rates of sexual violence perpetrated against women, but also against men and boys (UN Women and CARE, 2022). Persistent evidence gaps remain on violence against men and boys and among LGBTQI+ persons and other vulnerable groups, such as people with disabilities and religious minorities in humanitarian settings (Hossain *et al.*, 2014).

Box 6 provides some examples showing how disasters affect men and women differently and also how GBV might manifest differently across five types of disasters identified by FAO: extreme weather events (floods, droughts, etc.), socioeconomic crisis (e.g. food price hikes), violent conflict (civil unrest, interstate conflict, etc.), food chain crises (transboundary pests and diseases, food safety emergencies, technological threats, etc.), and protracted crises (complex, prolonged emergencies combining two or more of the aforementioned). A general pattern observed across different types of disasters shows that the forms of violence that existed pre-crisis tend to become aggravated and new forms of gender-based violence may emerge.

Box 6. Examples of gender and the dimensions of gender-based violence by disaster type

Extreme weather events:

- A study of the gendered nature of disasters undertaken in 141 countries over the period 1981–2002 found that women and children are 14 times more likely to die than men during natural disasters.ⁱ
- In certain cases, women may be unaware of natural hazards or not allowed to make a decision to evacuate; during Cyclone Gorky in Bangladesh in 1991, 90 percent of the 140 000 fatalities were women.ⁱⁱ
- Hurricane Katrina, which struck New Orleans, in the United States of America in 2005, predominantly affected African American women, who were already the region's poorest and most marginalized group.ⁱⁱⁱ

Conflict:

- A 2010 prevalence study in the eastern Democratic Republic of the Congo assessed that nearly 40 percent of women were survivors of sexual violence.^{iv}
- In Liberia, a survey conducted with 1 666 adults found that 32.6 percent of male combatants experienced sexual violence, while 16.5 percent were forced to be sexual servants.^v

Global pandemics:

- Emerging worldwide data show that many forms of GBV were on the rise after the outbreak of the COVID-19 pandemic.^{vi} Public health restrictions paired with the mental and economic stresses of the pandemic have exacerbated IPV and GBV. Many victims of violence and abuse were isolated from support services and confined with abusers, due to COVID-19 restrictions. Furthermore, many resources used to assist GBV victims were diverted to support strained health systems during the pandemic.
- Studies from Jordan showed self-reported violence against women increasing fourfold during the COVID-19 pandemic; while in China there was a 278 percent increase in calls to the police for domestic violence.^{vii} Other studies have also estimated increases in domestic violence by 40 to 50 percent in Brazil, 30 percent in France and 18 percent in Spain.^{viii}

Protracted crises (including refugees and internally displaced people):

- In Jordan, a study conducted in 2014 by Save the Children showed that one in every four marriages between Syrian refugees in the country involved a girl under the age of 18; while in 2011 the figure stood at 12 percent.^{ix}
- In Thailand, the United Nations High Commissioner for Refugees (UNHCR) monitors the number of suicides, among other protection incidents in the refugee population of Myanmar. According to UNHCR “2 in 3 suicide victims are women, compared to a national ratio in Thailand of 3 males to every 1 female. Most suicides involve victims of rape or domestic violence.”^x

Socioeconomic crises:

- Socioeconomic crises can plunge households into poverty or deepen the extent of poverty, forcing families to make difficult decisions. Research shows that one in nine girls will be married by the age of 15, a common practice as a result of persistent poverty and gender inequality. Most of these girls drop out of school and become young mothers, which puts them at a greater risk for maternal death, the leading cause of death for girls between ages 15 and 18 globally.^{xi} Field research in 2013 in Liberia found a complex relationship between housing, land and property rights, and GBV. Where men controlled the housing and land, they used it to physically control women. Conversely, however, if men perceived their power to be threatened or questioned, they sometimes used physical and/or sexual violence as a form of reprisal or control.^{xii}

Sources: ⁱ Neumayer, E. & Plumper, T. 2007. The gendered-nature of natural disasters: The impact of catastrophic events on the gender gap in life expectancy, 1981–2002. *Annals of The Association of American Geographers*, 97(3): 551–566; ⁱⁱ Ikeda, K. 1995. Gender differences in human loss and vulnerability in natural disasters: A case study from Bangladesh. *Indian Journal of Gender Studies*, 2(2): 171–193; ⁱⁱⁱ Blomstrom, E., Cunningham, S., Johnson, N. & Owren, C. 2009. *Women at the Forefront*. Climate Change Connections, 1. UNFPA, WEDO (Women's Environment & Development Organization). <https://www.refworld.org/pdfid/4adc31192.pdf>; ^{iv} IASC. 2015. *Guidelines for Integrating Gender-Based Violence Interventions in Humanitarian Action: Reducing Risk, promoting resilience and aiding recovery*. Geneva, IASC; ^v UNFPA. 2021. Child Marriage. In: UNFPA. New York. Cited [date]. <http://www.unfpa.org/child-marriage>; ^{vi} Bourgault, S., Peterman, A. & O'Donnell, M. 2021. *Violence against women and children during COVID-19 – One year on and 100 papers in: A fourth research round up*. Washington, DC, Center for Global Development; ^{vii} Campbell, A.M. 2020. An increasing risk of family violence during the Covid-19 pandemic: Strengthening community collaborations to save lives. *Forensic Science International*, 2: 100089; ^{viii} Save the Children. 2014. *Too Young to Wed: The growing problem of child marriage among Syrian girls in Jordan*. London, Save the Children; ^{ix} UNFPA. 2012. Module 2. *Managing Gender-Based Violence Programmes in Emergencies, E-Learning Companion Guide*. In: UNFPA. New York. Cited May 2017. https://www.unfpa.org/sites/default/files/pub-pdf/GBV%20E-Learning%20Companion%20Guide_ENGLISH.pdf; ^x UNFPA. Undated. Child marriage: a violation of human rights & a deterrent to development. Chapter 01. https://www.unfpa.org/sites/default/files/jahia-publications/documents/publications/2012/ChildMarriage_2_chapter1.pdf; ^{xi} Richardson, A. & Hughes, A. 2015. The Link Between Land and Gender-Based Violence. In: *USAID Landlinks*. Washington, DC. Cited May 2017. <https://www.land-links.org/2015/03/the-link-between-land-and-gender-based-violence/>.

2.6 Gender-based violence and disability

The intersection of gender, disability and displacement increases the risk of violence for women, girls, boys and men with disabilities, and also caregivers, who are overwhelmingly women and girls. Female caregivers are at a higher risk of GBV because caring for people with disabilities can reinforce their isolation and further limit their access to social, economic and material support, increasing their vulnerability to violence and exploitation (WRC and IRC, 2015). Support and assistance are often non-existent in rural areas. This means the needs of people with disabilities in rural areas are not being met, making them a particularly vulnerable group. Worldwide, over 1 billion people are estimated to have a disability that could have been prevented had their right to adequate nutrition, clean water, sanitation, health care and security been met (WHO, 2021).

Persons with disabilities are among the most vulnerable and socially excluded groups in any crisis-affected community, often facing a range of societal, environmental and communication barriers to assistance. This has significant implications for their protection in humanitarian settings. Consequently, WHO reports that rates of violence are 4 to 10 times greater among persons with disabilities than those without disabilities, while children living with disabilities are three times more likely to experience sexual abuse (WHO, 2021).

2.7 The role of men and boys in the struggle against violence

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

Michael Kaufman (2004, p. 20)

Men and boys are vital allies and agents of change when it comes to preventing gender-based violence. The vast majority of perpetrators are men, but men are not born violent. Rather, they are socialized into masculine roles that promote competitive, aggressive and ambitious self-seeking behaviour. Conforming to ideas of what it is to be a man also puts negative pressure on men, “depriving them of the joys that can come from parenting and having intimate respectful relationships” (UN Women, 2011). Men and boys might also suffer directly from their imposed gender roles. For example, more men than women died when Hurricane Mitch hit Central America in 1998 because of the societal expectation that they should carry out high-risk rescue activities. Communities lost lives unnecessarily and will take much longer to recover (Buvinic *et al.*, 1999).

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

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



Chapter 3

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

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

UNGA, 2016

3.1 The global policy context

Gender-based violence has been gaining the attention of a diverse range of stakeholders at national and international levels in recent years due to its negative impacts upon both humanitarian and development work and the current lack of sufficient mechanisms to respond. This increased attention is reflected in a number of major international policy agreements and inter-agency action plans and guidance, including:

- The [Sustainable Development Goals](#), which shape international and regional development up to 2030, represent the first time since the [Beijing Platform for Action](#) of 1995 that an international development agenda has integrated a goal on ending violence against women and girls (UN Women, 2015).
- The Committee on World Food Security's [Framework for Action for Food Security and Nutrition in Protracted Crises](#) aims to improve the food security and nutrition of populations affected by, or at risk of, protracted crises, by addressing the underlying causes. It provides a broad framework with 11 principles, including one on gender equality that can be used by all stakeholders involved in improving or impacting food security and nutrition in protracted crises. Of special note here are Principle 4 – “Protecting against all forms of gender-based violence, and sexual exploitation and abuse, particularly against refugees and IDPs, to allow safe access to resources to meet food and nutrition needs” and Principle 5 “Empower women and girls, promote gender equality and encourage gender sensitivity”.
- The United Nations [Secretary General's report](#) for the 2016 [World Humanitarian Summit](#) (WHS) includes concrete actions for change within the humanitarian architecture. GBV is considered to be “among the most appalling crimes” and addressing it is one of the five core commitments outlined in the report under Core Responsibility Three. Livelihoods were emphasized as crucial to this commitment (UNGA, 2016).
- In follow-up to the 2016 WHS, FAO, in its [FAO Position Paper: The World Humanitarian Summit](#), has made ten specific commitments towards achieving gender equality and two for preventing and mitigating gender-based violence (FAO, 2016a).
 - FAO commits to developing and implementing approaches and strategies to engage men and boys as part of the solution in preventing and responding to gender-based violence in crisis settings by 2018.
 - FAO commits to increasing staff training on the inclusion of gender sensitive and protection measures in the design and delivery of programmes to contribute to preventing and mitigating gender-based violence.
- In 2015, the [IASC Guidelines for Integrating Gender-based Violence Interventions in Humanitarian Action](#) were released, with the aim of assisting non-GBV specialists and non-specialized agencies, to integrate GBV in humanitarian responses. The present document has been developed in coherence with the IASC guidelines in order to provide tailored guidance for FAO staff.

Box 7. How to integrate gender-based violence interventions into humanitarian action

The three overall goals for integrating GBV interventions in humanitarian action that all international and national actors should aim to work towards:

1. reduce the risk of GBV;
2. build resilience by strengthening national and community-based systems that address GBV, and by enabling survivors and those at risk to access support; and
3. provide aid recovery to affected communities in the form of strengthening the local and national capacity to create lasting solutions to GBV.

Source: IASC. 2015. *Guidelines for Integrating Gender-Based Violence Interventions in Humanitarian Action: Reducing Risk, promoting resilience and aiding recovery*. Geneva, IASC.

- The IASC issued its Statement on the Centrality of Protection in Humanitarian Action in 2013. This statement affirms the commitment to adopt comprehensive strategies to address protection risks in keeping with human rights and humanitarian law. GBV is one of the protection risks to be addressed in these strategies (IASC, 2013). Subsequently, in 2016 the IASC launched a Policy on Protection in Humanitarian Action focusing on the commitment to prioritize protection and contribute to collective protection outcomes to address the most critical and urgent risks and violations.
- The Call to Action on Protection from Gender-Based Violence in Emergencies initiative was a time-bound and measurable five-year plan implemented from 2016 to 2020 to mobilize and track collective efforts from the humanitarian community to address GBV. The goal was to see that every humanitarian effort include the policies, systems and mechanisms necessary to mitigate GBV risks, especially violence against women and girls, from the earliest phases of a crisis (United States State Department, 2015)
- Other global processes have emerged with specific strategies to address gender and GBV issues in disasters, including the Hyogo Framework for Action and the Sendai Framework for Disaster Risk Reduction that recognize the importance of enhancing women's participation to be more on par with men when it comes to preparedness in disaster risk reduction strategies.

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

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

3.2 FAO policy context

FAO is mandated by the United Nations system to support and protect all human rights. The Organization contributes to the protection of individuals at risk of GBV through its focus on food security and nutrition, poverty alleviation, and restoration and strengthening of rural livelihoods, all of which shield against GBV.

The FAO Strategic Framework 2022–2031 seeks to support the achievement of the 2030 Agenda through the transformation to more efficient, inclusive, resilient and sustainable agrifood systems for better production, better nutrition, a better environment, and a better life, making sure to leave no one behind. Hence, ending gender inequalities and risks related to GBV is of critical importance for FAO to achieve its strategic objectives.

3.3 FAO Policy on Gender Equality

FAO's Policy on Gender Equality 2020–2030 recognizes that persisting inequalities between women and men are a major obstacle to agriculture and rural development and that eliminating these disparities is essential to build sustainable and inclusive agrifood systems and resilient and peaceful societies. The policy aims to give more access to resources, services, local institutions and decent employment opportunities to women, thus boosting their status and decision-making power, which is a vital step towards gender equality and for addressing the underlying causes of inequalities and gender-based violence.

The goal of the policy is to achieve equality between women and men in sustainable agriculture and rural development in order to eliminate hunger and poverty. To achieve this goal, FAO's work is guided by gender equality objectives.



Source: FAO. 2020b. Policy on Gender Equality 2020–2030. <https://www.fao.org/3/cb1583en/cb1583en.pdf>

3.4 FAO commitments on Accountability to Affected Populations

Accountability to Affected Populations is an approach to engage affected people in the processes and decision-making that affects their lives, by ensuring two-way communication and enabling meaningful participation and dialogue throughout the project cycle.

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

Guidance Note: Accountability to Affected Populations (FAO, 2013d)

Underpinning FAO’s goal to improve policy and practice in AAP, there are seven core commitments,² including protection from sexual exploitation and abuse (PSEA). Each commitment is relevant to ensuring people’s protection, as two-way communication contributes not only to better informed individuals who understand their rights and raise concerns, but also to increase the knowledge among staff of existing local capacities and the risks to which affected people are exposed. AAP approaches try to be sensitive to the different needs of women and men in accessing information, while providing them with channels so their voices will be heard equally and inform them of project decisions. In addition to meeting the diverse needs of men and women, these approaches have the potential to challenge discriminatory norms that otherwise marginalize certain groups of men and women keeping them from participating in information-sharing and decision-making processes, and instead provide the means for at-risk people to contribute to their own protection and self-reliance (FAO, 2013d, see section 4.4.3 for more information on feedback mechanisms).

3.5 FAO policies on Protection from Sexual Exploitation and Abuse

Sexual exploitation and abuse are forms of gender-based violence. As defined in the 2003 United Nations Secretary-General’s Bulletin on Protection from Sexual Exploitation and Abuse, sexual exploitation means any actual or attempted abuse of a position of vulnerability, differential power, or trust for sexual purposes, including, but not limited to, profiting monetarily, socially or politically from the sexual exploitation of another, while sexual abuse means the actual or threatened physical intrusion of a sexual nature, whether by force or under unequal or coercive conditions. Consult the Secretary-General’s Bulletin for specific examples of sexual exploitation and abuse. Sexual abuse, on the other hand, is the actual or threatened physical intrusion of a sexual nature, whether by force or under unequal or coercive conditions. It includes

2 The seven core commitments are: 1. strengthening leadership and governance; 2. greater and more routine transparency, two-way communication, and information provision for affected communities; 3. provision of feedback, complaints and response mechanisms; 4. fair and representative participation; 5. mainstreaming AAP into the project cycle, with a focus on learning; 6. prevent sexual exploitation and abuse; and 7. deliver AAP commitments in a coordinated and coherent way. Commitments 1 to 5 are in line with the five commitments on Accountability to Affected Populations (AAP) endorsed by the IASC Principals, commitment 6 is in line with the United Nations Secretary-General’s Bulletin on Protection from Sexual Exploitation and Abuse.

sexual slavery, pornography, child abuse, and sexual assault. Sexual exploitation and abuse is not to be confused with conduct involving harassment, including sexual harassment, among FAO employees.

Acts of sexual exploitation and abuse are a serious offense and the biggest breach of our accountability to affected populations; the fundamental principles of integrity, professionalism, respect for human rights and dignity.

FAO applies a zero-tolerance policy towards sexual exploitation and abuse. A zero-tolerance policy is enforced through a robust system that seeks to create an enabling working environment that promotes awareness-raising, reinforces a culture of prevention, enables fair and timely investigation and application of disciplinary measures while observing principles of confidentiality and discretion, and guaranteeing a victim-centred approach and ongoing protection of those who report.

The Organization also has clear policies, procedures, and mechanisms in place to enable reporting and investigation. These mechanisms were strengthened in April 2021 with the revised [FAO Investigation Guidelines](#), which establish the process of submitting complaints to be reviewed and investigated by the Office of the Inspector General. A [Whistleblower Protection Policy](#) is also in place to protect against retaliatory actions after someone has reported unsatisfactory conduct or cooperated with a duly authorized audit or investigation.

In November 2021, an Internal Committee on Workplace Conduct and Protection from Sexual Exploitation and Abuse was established, formalizing and enhancing the fruitful collaboration across different offices, creating awareness, synergies and avoiding overlaps.

For more information on PSEA policies, see Annex 1.

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

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Chapter 4

ADDRESSING GENDER-BASED VIOLENCE THROUGHOUT THE PROJECT CYCLE

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

FAO WHS Position Paper, 2016b



4.1 Introduction

In order to contribute to the protection of populations at-risk of or affected by GBV, while ensuring that no individuals are exposed to harm as a result of FAO interventions, GBV concerns must be mainstreamed into FAO projects and programmes. This chapter provides practical guidance to FAO staff and partners on how to mainstream protection and GBV issues into the design and implementation of interventions.

4.1.1 Guiding principles for protection mainstreaming

- Understand and be sensitive to the local socio-cultural context and build on women's and men's strengths and assets: Build upon the local capacities and services and respect local cultures, without perpetuating stereotypes and discrimination.
- Ensure the safety, dignity and integrity of everyone, and avoid causing harm: Prevent and minimize as much as possible any unintended negative effects of your intervention that could increase people's vulnerability to both physical and psychosocial risks.
- Inclusive access: Pay attention to access issues (e.g. discrimination, stigma, lack of safety, or time poverty) preventing people in need from accessing assistance and services and participate in workshops. Facilitate access for those who may be marginalized and at high risk of poor protection and GBV.
- Participation and empowerment: Empower men and women by ensuring that programming is based upon a sound analysis of the context and social dynamics. Men and women must be informed of the project objectives and their participation ensured throughout the project cycle.
- Coordination and partnerships: Establish and maintain strong and respectful partnerships with other sector specialists, particularly those with expertise in protection and GBV issues, including GBV sub-clusters and other coordination bodies, for knowledge sharing and to ensure that the work is in line with and complements other agencies' efforts.
- Accountability to Affected Populations: Set-up the appropriate mechanisms through which FAO can measure the adequacy of interventions, ensure transparency and address concerns and complaints.

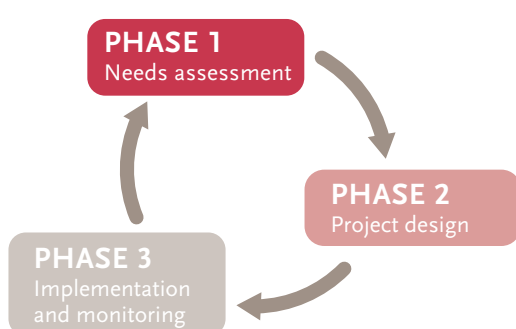
4.1.2 Mainstreaming gender-based violence protection throughout the project cycle

For the purposes of mainstreaming GBV protection in FAO projects and programmes, the project cycle has been divided into three phases, each of which requires that practitioners perform a specific set of key actions to be in compliance with international standards. To assist practitioners in fulfilling these requirements, guidelines and tools corresponding to each of the phases of the project cycle have been provided.

- PHASE 1 (needs assessment and project identification) includes an overview of assessment methodologies; guidelines for undertaking participatory assessments, collecting, and analysing GBV related data; a set of important GBV-related areas of inquiry accompanied by lists of specific questions that can be integrated into FAO's various assessments and monitoring; and a tool for analysing GBV risks within the context of FAO's projects.

- PHASE 2 (project design/formulation) discusses elements of project design that are crucial for optimizing results in GBV-related initiatives, including targeting, coordination and partnerships and advocacy. The section also reviews two common types of intervention (cash and voucher-based initiatives and livelihoods interventions) and discusses how best to respond to GBV issues within these interventions.
- PHASE 3 (implementation and monitoring) covers implementation issues such as logistics, procurement and distribution, complaints and feedback mechanisms and referrals. It also lists GBV-related indicators for monitoring, evaluation and learning and describes other monitoring resources including interagency GBV monitoring systems.

4.2 PHASE 1: Needs assessment and project identification



At this stage, FAO staff will conduct a needs assessment to understand food insecurity, malnutrition and rural issues in a specific context, taking into account gender issues. As part of this process, it is important to analyse the socio-cultural dynamics, and different protection risks, vulnerabilities and capacities of men, women, boys and girls of different ages and socioeconomic, religious and ethnic groups. Much of the material presented in this section is

also relevant for the following stages of the project cycle, particularly for monitoring purposes.

This section will provide guidance and tools for identifying potential GBV and protection risks in a given context and for assessing FAO's capacities and efforts to contribute to protecting individuals from GBV. Gender-based violence and protection risks do not need to be assessed separately from other assessments but must be integrated as part of the assessment methods and standards³ developed for other purposes, when ethical and methodological requirements can be met (WHO, 2016).

In fact, while it is the responsibility of everyone to work within a protection framework and understand the safety and protection risks faced by women, girls, men and boys, GBV survivors should not be sought out or targeted as a specific group during the needs assessments. GBV-specific assessments (including investigating specific GBV incidents, interviewing survivors about their specific experiences, or conducting research on the scope of the GBV affected population) should be conducted only with GBV specialists and/or a GBV-specialized partner or agency (IASC, 2015).

³ There are several assessment methodologies used by FAO, such as SEAGA for Emergency and Rehabilitation Programmes, Post Disaster Needs Assessment (PDNA), Livestock Emergency Guidelines and Standards, Phased Agricultural Livelihood Needs Assessment Framework and Tools.

Table 2. Key considerations on gender-based violence needs assessments

Key/minimum actions	<ul style="list-style-type: none"> • Disaggregate data by sex, age and other demographic variables as feasible (e.g. disability, marital status, head of household type, health, disability, indigenous or other minority groups, migration status). • Identify the main types of GBV in the local context (e.g. socioeconomic, physical abuse, sexual violence, emotional and psychological abuse and harmful traditional practices at household, community and state levels). • Define the forms of GBV that present high risks to food and nutrition security.
Approaches to guide GBV assessments design	<ul style="list-style-type: none"> • Ensure the active participation of women, girls and other at-risk groups in all livelihoods, nutrition and agricultural assessment processes. • Include both male and female staff in the assessment teams, and make sure they were trained on how to conduct safe and ethical assessments and are aware of the FAO Code of Conduct and issues of gender, GBV, women's/ human rights and social exclusion. • Organize training on GBV data collection and analysis for all members of the research team to better understand the process and employ an empathetic and non-judgmental approach. • Ensure the availability of basic medical and psychosocial care before starting any data collection process.* In remote and rural areas, these services may not be available. Local stakeholders including women's groups or midwives, may be able to provide such services. Ensure that participants involved in the research are aware of the available services and that any referrals are confidential to avoid stigmatization or reprisal. Budgeting for programming and research should include adequate allocations for culturally appropriate and inclusive support services.^{i,ii,iii,iv} • Ensure assistance is available for researchers listening to violent stories. Safe transportation and accommodation should also be provided for researchers to travel to the communities they are visiting.
Approaches to quality and valid GBV data	<ul style="list-style-type: none"> • Employ standardized tools and definitions to allow comparability across settings. Standardized reporting also allows for broader information sharing. • Collect data on the specific situation of men and boys, women and girls to allow for comparison and understanding of their differential risks and experiences during crises and disasters, depending on the research question. • Beware of the risk of over-reporting on GBV, where individuals in conflict areas may over-report GBV, if they believe victims receive services they could not otherwise get.^v • Consider the long timeline of most GBV interventions when seeking to assess the impact of a programme on preventing and reducing the incidence of GBV.^{vi}

Sources: i WHO. 2007. *WHO ethical and safety recommendations for researching, documenting and monitoring sexual violence in emergencies*. Geneva, WHO. <https://www.who.int/publications/i/item/9789241595681>; ii,vi Hossain, M. & McAlpine, A. 2017. *Gender Based Violence Research Methodologies in Humanitarian Settings: An Evidence Review and Recommendations*. Elhra, Cardiff; iii Bates-Jefferys, E. & Nevatia, T. 2020. *IPV Field Research When all the questions are hard questions*. New Haven, IPA; iv,v Palermo, T. & Peterman, A. 2011. Undercounting, overcounting and the longevity of flawed estimates: statistics on sexual violence in conflict. *Bulletin of the World Health Organization*. 89(12): 924–925. <https://doi.org/10.2471/BLT.11.089888>

Note: * See IASC. 2015. *Guidelines for Integrating Gender-Based Violence Interventions in Humanitarian Action: Reducing Risk, promoting resilience and aiding recovery*. Geneva, IASC.

4.2.1 Where to find information related to gender-based violence

Compared to stable contexts, research on GBV and protection issues in humanitarian settings is often lacking, including longitudinal data on the drivers and long-term impacts of GBV. The following list provides an overview of the assessment methodologies that can be used to gather context-specific information on GBV and protection issues. It is important to keep in mind that separate assessments are not recommended. Protection and GBV-related questions should instead be integrated into assessments already in use. Examples of GBV-related questions are provided in section 4.2.3.

FAO staff are not expected to use all these methods; rather, the list is intended as a guide illustrating the myriad ways in which information can be sourced.

- Conduct a desk review. FAO's country gender assessments (CGA) increasingly cover more geographical locations and provide an analysis of gender inequality issues and often gender-based violence, so check with your office to see whether a CGA has been completed. Other sources include existing reports, bulletins and press releases from human rights, protection and gender mandated agencies such as the Office of the United Nations High Commissioner for Human Rights (OHCHR), UNHCR, United Nations Children's Fund (UNICEF), International Committee of the Red Cross (ICRC), United Nations Population Fund (UNFPA), UN Women, Human Rights Watch, Amnesty International, International Crisis Group, as well as Médecins Sans Frontières (MSF), United Nations Development Programme (UNDP), the World Bank and the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW).
- Engage with existing GBV coordination bodies to link up with other ongoing assessments to avoid a duplication of efforts and redundancy. It is important to ask whether the information sought through new research on GBV is truly needed and if the benefits outweigh the potential risks (WHO, 2007). If it is not possible to find any specific data on GBV prevalence for the country, region or community where the programme will be implemented, remember that GBV takes place everywhere, and it is safe to assume that some level of GBV exists in the area where you will work.
- Identify key informants among FAO staff (e.g. management, gender focal points, field monitors, project coordinators, security officers, national staff), external partners, including government ministries (health, women and children, agriculture); local protection, health and women's organizations; cluster/working group members (e.g. food security, health, protection cluster and GBV sub-cluster), other United Nations agencies (e.g. UNHCR, UNFPA, UNICEF, UNDP, OHCHR), ICRC, IFRC, INGOs and local NGOs, religious leaders, community leaders and community-based organizations, police, health, education and psychosocial services, government and/or de facto authorities.
- Carry out on-site observations, following safety and ethical protocols, by collecting information from local men and women and local partners to be integrated into the situation analysis that is used in the concept note and project documents.
- Conduct focus group discussions with community members that are age, gender and culturally appropriate (e.g. holding participatory assessments in consultation with men, women, girls and boys separately).

- Perform safety mapping to determine gender-based violence and other safety risks related to FAO projects, for example, livelihoods interventions and accessing assistance to ascertain protection threats (from armed groups, landlords, schoolteachers and chiefs, etc.) and locations where safety risks are known to occur (certain streets, walking routes, schools, shops, etc.). Seek information from relevant key informants and through on-site observations, focus-group discussions and post-distribution monitoring (see Box 8).

Box 8. Safety mapping and assessment tools

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

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

Further guidance on how to undertake a safety mapping exercise can be found in WRC's [Guidance](#) and [video](#).

Sources: WRC. 2011. *Preventing Gender-based Violence, Building Livelihoods: Guidance and Tools for Improved Programming*. New York. <http://www.cpcnetwork.org/wp-content/uploads/2014/04/Preventing-GBV-Building-Livelihoods-WRC.pdf>; and WRC. 2013. *Making Work Safe- Safety Mapping Tool*. Video recording. New York. Cited 17 January 2013. https://www.youtube.com/watch?v=_THvPPdQ-lw

4.2.2 How to conduct participatory and gender-sensitive assessments

Box 9 provides a checklist of specific measures to ensure that assessments that could identify GBV risks are conducted in a safe and ethical manner. All assessments should prioritize the well-being of those engaged in the assessment process, but ensuring an appropriate approach is extremely important when discussing sensitive issues such as GBV. In some contexts, it is particularly difficult to engage women, girls and other at-risk groups due to safety issues, mobility restrictions, cultural taboos or their lack of time (due to other responsibilities). For this reason, assessments must be planned well in advance, and relevant staff should make adjustments to ensure the equal and safe participation of men and women, to avoid possible increases of GBV at household and community levels as a result of their engagement in the assessment (IASC, 2015). Prior to visiting the affected and at-risk populations, preliminary meetings can be planned with key informants and a review of available information should be conducted for a clearer analysis of the local context.

Box 9. How to conduct principled participatory assessments with a component related to gender-based violence

- Understand the local legal and cultural context for GBV research.
- Frame the research on GBV in the context of broader research, such as a study on health, to avoid the stigma (i.e. Demographic and Health Survey).
- Provide training on safe and ethical principles and approaches to staff on the assessment team. Ensure that all those on the assessment team are aware of the appropriate systems of care (i.e. referral pathways) that are available for GBV survivors, if necessary.
- Consult GBV or protection specialists for support, inputs or, where feasible, aim for a joint assessment.
- Involve local GBV expertise wherever possible.
- Consult women, men, boys and girls belonging to different age, socioeconomic and ethnic groups, giving attention to people with specific needs. Hold separate women's or men's groups or hold individual consultations where appropriate.
- Ensure that a fairly equal number of female and male assessors and translators are available; it is especially important to provide female assessors when consulting women and girls.
- Conduct consultations in a setting deemed secure and private by participants to ensure they feel, and are, safe to answer questions honestly.
- Provide information on the purpose of the exercise, types and intended uses of the data to be collected and any potential risks of participating in the study. Address issues of confidentiality and anonymity.
- Reassure people that there are no repercussions if they choose not to participate.
- Do not ask respondents to explicitly talk about their own experience or report specific incidents. Approach these issues in a general manner (e.g. ask a group of individuals to what extent is violence an issue? Do people in general feel safe when going from A to B? What types of GBV might people be exposed to?).
- Make all data anonymous and do not share personal and sensitive data that may be linked to a group or an individual, including GBV survivors.
- Do not collect information that is not necessary to fulfil the purpose of your assessment.

4.2.3 What information is needed?

This section highlights the major areas of inquiry that can be investigated to support GBV risk analysis, assessment and monitoring. The tables below include a range of GBV-related questions that can be selected and incorporated into FAO's various assessments and periodical monitoring (note that analysing gender roles and relations is vital to understanding the asymmetries of power between men and women that fuel GBV). Staff could use and adapt relevant questions from Table 3 to boost the impact and sustainability of projects. Table 3 provides guidance for assessing context-specific GBV risks, while Table 4 guides on assessing and monitoring FAO's procedures to improve staff awareness, capacity development or implement actions for GBV-integrated programming.

For additional guidance on gender analysis, refer to the following documents [FAO Integrating Gender Equality into the Project Cycle](#), [SEAGA: Socioeconomic and Gender Analysis Programme](#), [Good Practices Framework: Gender Analysis, Understanding and Integrating Gender Issues into Livestock Projects and Programmes – A checklist for practitioners](#).

Table 3. Guidance for assessing context specific risks of gender-based violence

Community participation and leadership	<ul style="list-style-type: none"> • Are women and other at-risk groups actively involved in community-based activities (e.g. women’s associations, young people and farmer groups)? • Can women and other at-risk groups participate in making decisions on agriculture or livestock activities (e.g. type of assistance – cash, seed or livestock distribution or timing of meetings and workshops)?
Cultural and community norms and practices	<ul style="list-style-type: none"> • Who in the family makes decisions about work, nutrition and accessing productive resources, services and spending household money (e.g. women excluded from certain types of work; other forms of gender-based discrimination against women in the workplace or marketplace, gender dynamics in household food consumption; variability of nutrition status among different family members; obstacles, such as cultural restrictions, to nutrition assistance for at-risk groups)? • In the case of disaster or conflict, how has the humanitarian emergency affected the gender-division of labour (e.g. whose access to water/land has been affected? Whose livestock or crops have been affected? Which additional tasks have been placed upon men and on women)? • Are there cultural norms that restrict women, girls and other at-risk groups from networking, participating in community meetings and accessing markets, agricultural lands, water points, seed and tool dispersal programmes, or food/cash/voucher distribution programmes (e.g. mobility or transportation issues; childcare and other domestic responsibilities; disabilities; legal barriers preventing refugees from accessing jobs in the formal sector; legal barriers to ownership of property, land or other productive assets; illiteracy; lack of training and information)? • Are there unequal gender norms that programmes risk perpetuating (e.g. by placing women only in caretaking and childcare jobs; by delivering skills training programmes that reinforce female stereotypes)? Do livelihood activities shift additional burdens onto women, adolescent girls or boys and other at-risk groups participating in the activities? • What are the risks of violence faced by women, adolescent girls and other at-risk groups engaged in economic programmes, particularly by intimate partners and/or family members? • Is there a risk of conflict between different groups using natural resources (e.g. agriculturalists and pastoralists) that could in turn increase the risks of GBV for women, girls and other at-risk groups? • What are the local mechanisms used by the community for dealing with cases of GBV?

Physical safety and risks of gender-based violence	<ul style="list-style-type: none"> • What are the GBV-related risks faced by affected populations when earning a living? (For example, over-borrowing money from relatives, merchants or cash and voucher distributors; getting stopped by police; selling goods from house to house.) • Which work-related relations increase the risk of sexual assault, harassment or exploitation, and which provide safety (e.g. customers, suppliers, market administrators, intimate partners)? • Does limited access to livelihood assets force women and other at-risk groups to adopt unsafe survival strategies? If so, what are they? What might help mitigate their risk of engaging in these survival strategies? • Are project sites safe for women, boys and girls and other at-risk groups (i.e. are there reports of physical assault, sexual harassment or exploitation by employers, clients or suppliers; are the work hours and locations of work, assistance and services safe and accessible; is there backlash from family or community members when women gain access to knowledge, skills and/or money)? • Are distances and routes travelled to distribution sites, work sites and agriculture or livestock activities safe for women, girls, boys and other at-risk groups (e.g. has safety mapping been conducted with the participation of women and other at-risk groups to identify security concerns related to accessing water, fuel, agricultural lands and distribution sites)?
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Source: IASC. 2015. *Guidelines for Integrating Gender-Based Violence Interventions in Humanitarian Action: Reducing Risk, promoting resilience and aiding recovery*. IASC, Geneva. FAO. 2018. *How can we protect men, women and children from gender-based violence? Addressing GBV in the food security and agriculture sector*. Rome, 2018.

Table 4. Guidance for assessing FAO procedures and actions

FAO and partner staff approaches and capacity strengthening	<ul style="list-style-type: none"> • What is the ratio of male to female staff working directly with affected and at-risk populations? • Are the lead actors who are involved in food security and nutrition assessments, project design and implementation aware of international standards for mainstreaming GBV prevention and mitigation strategies? • Have FAO staff and partners received training on how to conduct assessments in a safe and ethical manner? • Have FAO staff and partners received training on issues of gender, GBV, women's/human rights and social exclusion? • Are staff aware of local referral mechanism or GBV-related response services (e.g. legal, medical and psychosocial services), including local community mechanisms for dealing with GBV cases such as religious leaders, elders, formal and informal court systems?
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<p>Integrated programming for reducing gender-based violence</p>	<ul style="list-style-type: none"> • Do livelihoods and other community mobilization activities disseminate information on GBV risk-reduction or local GBV services to the community? • What steps are currently being taken, or should be taken, to ensure safety (e.g. safety mapping, awareness among FAO staff and partners of protection concerns, including GBV, presence of female staff, safe and confidential complaints and feedback mechanisms, awareness raising and training on safety issues, including gender-based violence risks disseminated among the community)? • Do project proposals integrate GBV and protection related risk-reduction strategies? Do they allocate funding for sustainability of these strategies (e.g. are there initiatives for safe access to cooking fuel; does the project address discriminatory practices hindering women and other at-risk groups from safe participation and from benefitting at least equally from the project)? • Do interventions reduce the time burdens usually experienced by women who are responsible for maintaining the household, raising children and feeding the family, looking after sick family members and engaging in their own livelihood activities? • Have market surveys identified livelihood activities that are profitable and empowering women, adolescent girls and other at-risk groups? • Which activities do men and women perform along the value chain? Is the participation of women being prioritized? Are there opportunities to safely transform discriminatory gendered divisions of labour? • Are there opportunities for FAO interventions to target GBV survivors (e.g. providing livelihood skills and awareness training in a GBV safe house or a rehabilitation centre for former child soldiers)?
<p>Physical safety and risks of gender-based violence</p>	<ul style="list-style-type: none"> • What are the GBV-related risks faced by affected populations when earning a living? (For example, over-borrowing money from relatives, merchants or cash and voucher distributors; getting stopped by police; selling goods from house to house.) • Which work-related relations increase the risk of sexual assault, harassment or exploitation, and which provide safety (e.g. customers, suppliers, market administrators, intimate partners)? • Does limited access to livelihood assets force women and other at-risk groups to adopt unsafe survival strategies? If so, what are they? What might help mitigate their risk of engaging in these survival strategies? • Are project sites safe for women, boys and girls and other at-risk groups (i.e. are there reports of physical assault, sexual harassment or exploitation by employers, clients or suppliers; are the work hours and locations of work, assistance and services safe and accessible; is there backlash from family or community members when women gain access to knowledge, skills and/or money)? • Are distances and routes travelled to distribution sites, work sites and agriculture or livestock activities safe for women, girls, boys and other at-risk groups (e.g. has safety mapping been conducted with the participation of women and other at-risk groups to identify security concerns related to accessing water, fuel, agricultural lands and distribution sites)?

Sources: IASC. 2015. *Guidelines for Integrating Gender-Based Violence Interventions in Humanitarian Action: Reducing Risk, promoting resilience and aiding recovery*. IASC, Geneva; FAO. 2018. *How can we protect men, women and children from gender-based violence? Addressing GBV in the food security and agriculture sector*. Rome.

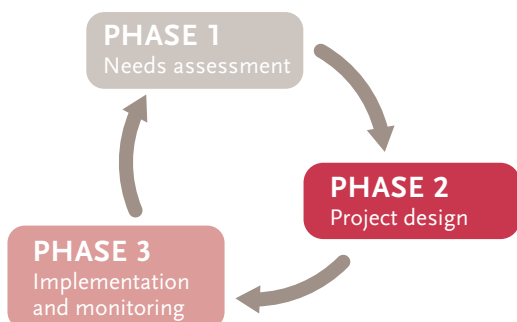
4.2.4 How to analyse gender-based violence and protection risks within the context of FAO's projects

After assessing the food security and protection needs of the community, practitioners can use the following questions to understand the context-specific links between gender-based violence, food insecurity and FAO interventions to undertake a GBV analysis. The GBV risk analysis tool (Table 5. The FAO gender-based violence risk analysis tool) lists three main areas for analysis and provides sample questions to assist with the analysis. Although special attention is given to women and girls due to their documented greater vulnerabilities to GBV, FAO staff should analyse all gendered vulnerabilities that put men, women, boys and girls at heightened risk of violence and of poor protection in order to complete a sound analysis and select the most appropriate strategies to implement.

Table 5. The FAO gender-based violence risk analysis tool

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

4.3 PHASE 2: Project design/formulation



The findings from the needs assessments and analysis conducted in Phase 1 will identify key problems related to food security and GBV and inform the formulation of the Logical Framework (Phase 2). Integrating GBV concerns into the design of projects will ensure that strategies have been identified to mitigate and prevent GBV risks affecting the community and undermining food security and agricultural productivity. There are a wide variety of possible livelihood interventions

(see Section 4.3.2). Yet, what matters the most is that any intervention is designed and implemented in ways that take into account major aspects of gender inequality, GBV and protection.

Table 6. Quick reference: integrating GBV concerns into project design/formulation

Key actions	<ul style="list-style-type: none"> • Carry out a gender analysis and mainstream gender issues throughout the project cycle. • Identify how the food and nutrition security interventions can contribute to preventing or reducing risks of GBV (use the GBV risk analysis tool in Table 5. The FAO gender-based violence risk analysis tool). • Identify opportunities to coordinate with protection, GBV, education or health partners to address GBV risks and ensure protection of the most vulnerable and at-risk groups (e.g. joint assessments, programming, outreach or advocacy). • Incorporate gender and GBV analysis in the project concept note and final document, making sure that proposed actions address the specific needs of men and women and ensure their safety. • Allocate adequate resources in the project budget for GBV-specific inquiries/assessments and training.
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Guiding questions	<ul style="list-style-type: none"> • How can the project contribute to combating GBV (e.g. if GBV might be undermining resilience, hampering community cohesion and is highlighted as an important issue by community members)? • Does the intervention have the potential to increase women's access to productive resources (e.g. land, financing), inputs (e.g. seeds, fertilizers and hand tools), services, technologies, training, information and decent jobs? • Could the intervention cause new or contribute to existing instances of GBV? Why and through which means? What should be considered in the project design to avoid such a negative effect? • Does the intervention challenge/redress existing inequalities and discriminatory gender norms and practices? • If women are targeted for assistance, have both men and women been consulted? If needed or desirable, has a protection-mandated agency been identified to partner with? • Do FAO staff and partners have the commitment and capacity to address GBV and protection concerns? Is awareness raising and capacity development on protection, gender-based violence and gender equality included in the project formulation? • What kind of GBV vulnerability-related indicators can be identified during assessments or targeting processes and be included in the project formulation? • Has a separate budget line on gender and GBV-related work been included in the project design?
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4.3.1 General considerations in project design

A) Engaging communities

During project formulation, engaging the targeted and affected community can be very useful to prevent or mitigate risks of GBV that might emerge in a project as a result of the project implementation or independently from it. It is only possible to understand gender-related risks and identify proper ways to respond to them when community members are actively involved to offer information on how the project could positively and/or negatively impact community norms and existing gender roles and inequalities. However, projects may require engaging different community members. For example, in agricultural projects, local female producer and farmer groups can offer valuable information based on their own experience about potential and unintended effects of a project and GBV-related barriers that need to be taken into account. Additionally, engaging different groups might help to better target the most vulnerable groups often left out in traditional targeting processes.

In some contexts, engaging gate keepers (e.g. fathers, sons, brothers, fathers-in-law, community and religious leaders) is crucial to ensure the safety of women and girls. If the project is targeted at women, men can often become suspicious or feel left behind and emasculated. To reduce the risk of violence that may result from this, it is important to inform men and gatekeepers of the community of the project's goals and of what is expected from the participants and target groups.

B) Targeting

Appropriate targeting is essential for successful project design, both because it ensures that the right intervention reaches the people most in need, but also because poor targeting may create or exacerbate tensions within households and between community members (i.e. between targeted and non-targeted communities). If done well, targeting may contribute to social change by putting more resources in the hands of vulnerable groups, such as women, while making sure that the community has accepted and bought into the project's objectives. Broad engagement with a range of community stakeholders (and particularly with both men and women within a household) can act as a preventative measure against negative impacts later on, such as frustration among men and increased reports of domestic violence, which have sometimes been reported when there was blanket targeting of women without prior consultation with men and women. It should be noted that adjustments to targeting can be made at any stage of the project cycle if warranted.

Considerations for a safer and more inclusive approach to targeting:

- Involve a broad range of representatives of different groups of men and women and establish criteria for identifying the vulnerable groups (e.g. community elders, indigenous, marginalized or minority ethnic groups, persons with disabilities, women and children's groups).
- Include specific GBV vulnerability-related indicators among the targeting criteria to prevent or respond to GBV and gender inequalities. Among at-risk groups to be considered are women at risk of transactional sex, girls at risk of early marriage, boys at risk of abduction, persons with disabilities, LGBTQI+ community, separated or unaccompanied girls and boys, orphans, women heads of households.
- Identify inclusive and gender-sensitive ways to reach people at risk of exclusion and/or stigma, such as women not attending nutrition groups due to the shame it brings upon their family for having malnourished children (e.g. disseminate information through local radio).
- Explain and widely disseminate the adopted targeting criteria and rationale for selection. Invite feedback from the community and, if appropriate, involve community members in the vulnerability mapping exercise.
- Ensure open dialogue with men and women throughout the project cycle in order to keep track of the positive and/or negative impacts that targeting strategies are having on household and community dynamics. This will also help to ensure that the relevant minority or marginalized groups have not been inadvertently excluded.

C) Coordination and partnerships

For an agency like FAO, with broad expertise in agriculture and rural livelihoods, partnership and coordination with stakeholders who can offer different yet complementary expertise play a crucial role. Sharing knowledge and combining resources will improve the overall response to food security and gender-based violence. Furthermore, if partnerships are successfully incorporated into the project design, FAO's key partners (including government line ministries and NGOs) may become more engaged in dealing with issues such as gender inequality, gender-based violence, Accountability to Affected Populations and protection from sexual exploitation and abuse from a UN perspective.

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

Katrien Holvoet, FAO, 2010

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

- strengthen linkages with national systems and local stakeholders, particularly local women’s and youth groups, who are best placed to challenge prevailing local socio-cultural norms;
- undertake joint GBV and protection assessment/analysis or obtain information from other assessments undertaken or discussions in coordination fora (e.g. clusters and sub-clusters);
- gain support to analyse gender-based violence and protection concerns at the community level;
- understand how to utilize food and nutrition security interventions to address protection concerns such as gender-based violence; and
- develop and deliver training to participants involved in the interventions (e.g. as a component in farmer field and life schools or Dimitra Clubs) on GBV and other gender-related issues.

Box 10. FAO partners with UN Women in *Caisses de Résilience*

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

Through FAO’s community-based resilience building approach called *Caisses de Résilience*, women’s groups received support to strengthen their technical, financial and social capacities to engage in resilient livelihoods, reintegrate into society and rebuild their self-esteem by gaining increased skills, knowledge and economic self-reliance.

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

D) Advocacy

Incorporating advocacy on gender-based violence and protection issues into project design can help support initiatives with key partners and greatly enhance the results obtained during project implementation (Global Protection Cluster, 2014). Advocacy work includes employing strategies to influence decision-makers and policies to change attitudes, power relations, social relations and institutional functioning to improve the situation for groups of individuals who share similar problems (IRC, 2011). FAO could engage in some forms of food security and gender-based violence advocacy alone, although it is most likely it will do so through partnerships with a protection-mandated agency or through UN Country Teams. Although GBV will only ever be approached in FAO advocacy by highlighting the linkages with food insecurity, it is still advisable in some circumstances to ascertain whether other agencies or the community themselves would be in a better position to get the right message across. Examples of issues that FAO could advocate for include women's equal rights to land and other productive resources or the importance of livelihoods approaches to contribute to people's protection from risks of GBV.

4.3.2 GBV considerations by type of intervention

A) Livelihood interventions

Sustainable livelihood approaches are the cornerstone of FAO's work, as they can save lives and strengthen resilience in the face of a crisis. A livelihoods approach takes as its starting point the actual livelihood strategies of people; it looks at where they are, what they have and what their needs and interests are (Chambers and Conway, 1992 cited in FAO, 2010). The vulnerability context, livelihood assets and strategies, and existing policies, institutions and processes are of key importance for understanding the livelihood strategies and assets of individuals and groups (see Box 11).

Box 11. Key concepts in livelihood approaches

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

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

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

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

Sources: ⁱ DIFID, 199 cited in FAO, 2010. *Guidance Note. Gender-Based Violence and Livelihoods Interventions: Focus on populations of humanitarian concern in the context of HIV*. Rome; ⁱⁱ Jaspars et al., 2007 cited in FAO, 2010. *Guidance Note. Gender-Based Violence and Livelihoods Interventions: Focus on populations of humanitarian concern in the context of HIV*. Rome.

Interventions in support of positive livelihood strategies among affected populations can strengthen women's and men's livelihood options, prevent dependency and reduce vulnerability, and also enhance long-term self-reliance. The development of livelihood opportunities through, for example, agricultural production, small business and employment, can also have a positive impact on security in the refugee and internally-displaced-people context or among populations facing an extraordinary crisis. It can help reduce frustration, strengthen dignity and self-respect and thus reduce risks and levels of violence. This section shows how principles in livelihood approaches can address GBV and provides examples for how to support livelihood interventions to reach this goal (FAO, 2010).

Supporting/influencing formal and informal policy and legal frameworks

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

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

Increasing agricultural productivity

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

Possible interventions:

- provide seeds, fertilizers and tools, along with the technical advice that will ensure they are used to full advantage, which will allow for sustainable production;
- transfer knowledge and provide support for integrated pest management systems to reduce harvest losses;
- support crop diversification and introduce technologies within rural communities, particularly labour-saving technologies;
- conserve and propagate traditional local seeds;
- improve infrastructure such as irrigation systems, market infrastructure and rural roads;
- transfer agricultural knowledge to add value to the final marketable products of smallholder farmers.
- Offer capacity development activities on new and innovative farming techniques (e.g. farmers field schools), income-generating opportunities (e.g. cash for work programme) and/or social protection measures.

Securing access to and control over resources and means of production

Vulnerable populations often have insufficient or non-existent access to and control over land. In addition, they may lack access to water and be short of family labour owing to the effects of crises, including HIV and migration. Solid natural capital (e.g. land, natural resources and water) can help contribute to sustainable livelihood strategies, while reducing the tensions and competition for resources that often lead

to violence and commercial sex. Securing rights to land and other property can also prevent property grabbing and decrease the dependency of women and children on others, which in turn decreases their vulnerability to socioeconomic violence and negative coping strategies. In some cases, improvements in ownership rights may also provide a sound exit strategy from abusive relationships. FAO projects can help to ensure equal access to resources for vulnerable populations by supporting governments and local institutions that manage and govern the access to natural resources. At the policy level, FAO can advocate with governments to strengthen law enforcement mechanisms.

Possible interventions:

- Securing access to safe energy resources for women and girls can also minimize risks of sexual harassment, exploitation and abuse in public. Some ways of providing this are through: FAO's Safe Access to Fuel and Energy (SAFE) initiatives, which take place in humanitarian contexts to provide fuel-efficient stoves and alternative fuels; investments in sustainable natural resources for fuel: promoting less wood-fuel-intensive livelihood that can reduce the risk of GBV against women and children, who are often responsible for collecting water and fuel, by reducing the need for them to venture into risky areas.
- Supporting government in reviewing and enacting laws and legislation that facilitates women's access and control over agriculture lands.
- Introduce innovative homestead food production programmes to equip rural women and men with the knowledge and resources needed to produce and consume nutritious foods through local inputs, biofertilizers and clean energy solutions.

Enhancing income generating activities and economic opportunities

Interventions to support income-generating activities and to provide economic opportunities are particularly useful for individuals and communities, including women and girls, most affected by a crisis or conflict.

Possible interventions:

- diversifying vegetable and livestock production;
- diversifying into commercial fodder and seedling nurseries, home gardens or fish mongering;
- supporting access to the finances that are necessary to acquire productive assets and technologies to initiate an income-generating activity; and
- enhancing the capacity of farmers and producers to increase their bargaining power in the marketplace.

The ability to combine income-generating activities such as trading and farming with livestock production, for example, makes people more resilient (Alinovi *et al.*, 2008 cited in FAO, 2010) to external shocks. However, conventional gender-responsive approaches or those focused solely on women's economic empowerment often have a limited scope for creating sustainable solutions to overcome the problem of GBV. Both empowerment and disempowerment are multifaceted: evidence suggests that different aspects of empowerment have varying associations with different types of IPV, including physical, sexual, emotional and economic abuse (Ranganathan, *et al.*, 2019). Thus, holistic and integrated approaches for pursuing economic and social dimensions are needed to achieve sustainable changes.

Combining income-generating activities with awareness raising about GBV will ensure the greatest impact in addressing gender inequalities and GBV. It is also important that income-generating activities encourage the active participation of the community reinforce social networks.

It is essential to address the weakened community-based credit initiatives that have resulted from the breakdown of community institutions and social relations in humanitarian settings. Providing financial services could assist people whose capacity to work on the farm has been reduced, due to illness or injury as a result of GBV. Financial services could include offering targeted credit, linking farm-business development services or instituting a leasing programme to increase access to labour-saving tools and machinery. For vulnerable communities (notably refugees, IDPs and returnees), micro-credit, micro-grants, in-kind repayments, community-based credit programmes or group saving modalities may be more appropriate.

Addressing the root causes of violence

One of the major difficulties in dealing with GBV is the silence that surrounds it and the social norms and behaviours supporting and tolerating it. To overcome this challenge, gender-transformative approaches (GTAs) can be a promising means for addressing GBV, as these “approaches and processes seek to identify and address the underlying causes of gender inequalities, by paying special attention to issues about power, but also the way gender inequality is institutionalized in social norms” (FAO, 2020a).

Possible interventions:

- create a more open, supportive and reliable environment conducive to influencing and changing discriminatory social norms and attitudes;
- Engage actively men and boys, through the use of affirmative messaging, and encourage them to reflect on the costs of harmful masculinities to themselves, their families and their communities;
- engage adolescents through specific messaging programmes, since ideas about gender, masculinity and femininity, power and control, and violence begin early in life;
- promote and encourage social mobilization, information exchange and communication between communities.

By creating a space for social reconstruction, adult farmers and young people, women and men can gather together to discuss issues of gender and power inequalities. They can also discuss how violence and harmful social practices within their cultures affect their lives and livelihoods. This will allow groups to plan for action to reduce and eliminate the identified inequalities and mitigate the impacts of violence. Such approaches should be considered alongside other FAO activities when appropriate (e.g. income-generating activities). At the community level, for example, FAO supports the implementation of the Dimitra project: a gender-transformative intervention that supports informal groups of rural women, men and youth to meet regularly to discuss their needs, priorities and challenges, and take collective action to solve problems using their own ideas and resources. By promoting dialogue and collective action, the Clubs have strengthened social cohesion, leading many communities to end harmful practices such as gender-based violence and other types of violence.

Box 12. Good practices: Engaging men as gender champions

Sonke Gender Justice is an organization with a deep commitment to working with men to promote gender equality, prevent gender-based violence, and reduce the spread of HIV/AIDS. The organization's flagship programme, the One Man Can Campaign, is dedicated to supporting men and boys to take action to end domestic and sexual violence and to promote healthy, equitable relationships. The campaign promotes the idea that every man has a role to play, that each man can create a better, more equitable, and more just world. The campaign promotes this goal through a variety of strategies including group educational workshops for men, the use of creative arts, media campaigns, and advocacy for progressive gender-equitable policies.

Source: Greene, M. & Levack, A. 2010. *Synchronizing Gender Strategies. A Cooperative Model for Improving Reproductive Health and Transforming Gender Relations*. IGWG. <https://www.igwg.org/wp-content/uploads/2017/06/synchronizing-gender-strategies.pdf>

Capacity and skills development

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

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

Information and awareness raising about gender issues

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

Possible interventions:

- supporting information dissemination and organizing basic training among community and opinion leaders about issues of gender, power and GBV to improve their understanding of, and responsiveness to, the different needs of men and women, girls and boys; and
- planning training sessions on gender roles and responsibilities among NGOs, their partners, refugees, IDPs, and host communities as well as government agencies to ensure that the principle of being accountable to affected populations is respected.

B) Cash and Voucher-based initiatives

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

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

- safety risks to men, women, adolescent girls and boys outside the home; for example, security fears regarding accessing and carrying cash outside the home, safety risks at work or the market place;
- intra-household impacts: including increase/decrease in intimate partner violence, intergenerational conflict, conflict between wives in polygamous households; and
- women's practical and strategic needs; for example, the impact upon women's triple role,⁴ bargaining position, decision-making, access to credit, knowledge and tools, and community status (e.g. acquiring identification cards).

For more information and specific examples on gender and protection concerns in cash and voucher-based initiatives see Annex II.

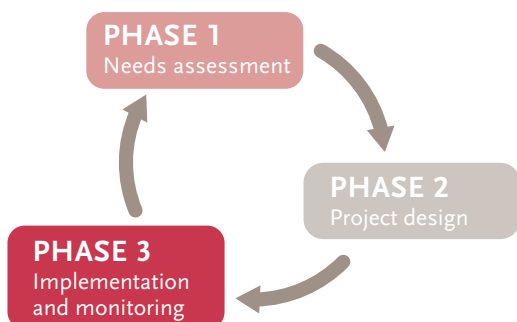
Box 13. Good practices: Engaging men as gender champions

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

Source: WRC. 2011. *Preventing Gender-based Violence, Building Livelihoods: Guidance and Tools for Improved Programming*. New York. <http://www.cpcnetwork.org/wp-content/uploads/2014/04/Preventing-GBV-Building-Livelihoods-WRC.pdf>

4 In most societies, low-income women have a triple role: reproductive, productive and community managing activities, while men take on productive and community politics activities. This is associated with a greater "time-burden" on women. Added to the burden are other unpaid and undervalued tasks that are typically left to women.

4.4 PHASE 3: Implementation and monitoring



Effectively addressing GBV and protection issues during project implementation and monitoring requires that *all* project staff and partners be aware of the GBV-related risks and protection mechanisms in place, and appropriate courses of action within their roles. This is crucial because GBV risks can arise not only due to technical aspects of the intervention, but also as a result of administrative decisions made during implementation.

Since many programmes have not been designed to address specifically GBV and protection issues, staff may be unfamiliar with basic but critical issues connected to GBV. These include basic concepts and definitions, the reasons for the occurrence of GBV, and how the socioeconomic context influences GBV. Periodic GBV-related training should be planned as part of the process of mainstreaming gender issues and protection in FAO project implementation. As the reality on the ground might change over time once a project starts, FAO staff and partners must adapt to such changes and monitor the negative risks that might arise in the local context.

Furthermore, all staff members in contact with project beneficiaries and local populations should be equipped with the necessary tools to behave ethically and to respond appropriately in risky situations. This section contains information on the logistics and distribution of inputs, considerations for establishing a complaints and feedback mechanism, possibilities for advocacy on GBV and food security, GBV referrals, and suggestions for indicators to be used in monitoring and evaluation tasks.

Box 14. Good practice: Using project sites for social dialogues

Projects have a significant role to play in supporting safe spaces for women and children to report their experiences of violence. For example, the same existing project platforms and groups that are involved can be used to hold social dialogues to understand how the programme is affecting the community. These dialogues should be held in places and times that suit women's double and triple work burdens and that do not present a safety or privacy risk to women.

During the monitoring process, GBV-related reactions to the project need to be observed and investigated, ensuring that anticipated and unanticipated/unintended consequences are tracked. This entails developing a simple and confidential tracking system that documents when GBV incidents are observed, heard or reported in the project context. This could be as simple as creating a short form or keeping a notebook where staff can record what they have seen or heard.⁵ This approach will enable the project staff to regularly monitor any spikes in GBV incidents linked to the timing, location and/or context of specific activities and then plan on ways to mitigate such events.

⁵ It should be emphasized that any recording or reporting of GBV cases should have no identifiable information on individual cases to protect the confidentiality and safety of GBV survivors.

Norms both relax and tighten as women and men change positions, power and access within their household and communities as a result of a certain intervention. The project monitoring plan should include both qualitative and quantitative indicators in order to measure the change in gender norms that could be shifting and posing risks or normalizing violence against specific groups.

Table 7. Quick reference: Implementation and monitoring

<p>Key actions in implementation</p>	<ul style="list-style-type: none"> • Inform all FAO staff and partners about the PSEA policy, ensuring that project implementation is in compliance with UN standards of service and codes of conduct. • Provide capacity development opportunities, and end contracts with partners if there is serious misconduct, such as sexual exploitation and abuse. • Establish adequate, safe, participatory and accessible means for affected people to voice complaints and provide feedback on FAO's projects and activities in a safe and dignified manner. • Work in partnership with international and local protection, gender and/or health agencies and participate in existing coordination mechanisms, e.g. GBV, gender, health, protection clusters. • Ensure project participants and target individuals are aware of existing safe, confidential and appropriate service providers and local organizations, in case they wish to seek GBV-related assistance. • Make sure that project sites are clearly marked and accessible to all people; and if they are frequently used by other members of the community, ensure an adequate presence of female staff members from FAO and partners. • Adjust the project or programme if GBV and protection risks or incidents arise.
<p>Key actions in monitoring</p>	<ul style="list-style-type: none"> • Build into the project's monitoring plan regular community level check-ins that can be used to gauge the overall community's reactions to the project. • Use specific indicators to monitor the intended and unintended impacts of a certain project to track whether the active targeting of women and/or girls contributes to their empowerment and gender equality or rather triggers a negative backlash (e.g. frustration among men, domestic violence, increasing safety risks for women and girls in public). Consider using context indicators to follow GBV development trends that are independent from the intervention implementation, which would help in knowing how general GBV trends evolve/devolve, and what are the new occurrences of GBV with which the intervention might interact, as well as interaction indicators to follow those trends developing in GBV that are triggered or generated by the intervention itself. This would help in understanding the unintended and indirect impacts (both negative and positive) of the intervention itself from the GBV point of view, and inform the adaptation need of the overall intervention and/or of particular activities of the intervention.

- Consider in emergency settings and contexts of heightened GBV risks, third-party monitoring of GBV by involving existing organizations and experienced local partners.
- Analyse the potential roles of male and female community leaders and members, and religious leaders in the community and involve them in data collection, assessment, and monitoring since they are best placed to understand the community needs and the nuances of GBV in the local area.
- Build flexibility into the project monitoring plan to account for new information that needs to be monitored and evaluated.

Box 15. Good practice: Leveraging community actors to participate in monitoring activities

In Haiti, the most effective tool for assessing the needs of men and women in the aftermath of the 2010 earthquake was community engagement. Owing to existing networks of community agents, composed in part of GBV survivors, they were able to efficiently and effectively mobilize community leaders and members within neighbourhoods and IDP sites to conduct an ad hoc needs assessment and identify the needs of survivors of rape and domestic violence. Key to their success was partnering with community members who spoke the local language, understood first-hand the impact of the earthquake, and could quickly establish trust with the IDPs.

Source: USAID. 2014. Toolkit for Monitoring and Evaluating Gender-Based Violence Interventions Along the Relief to Development Continuum. Washington, DC. www.usaid.gov/sites/default/files/documents/1865/Intro%20and%20Section%201%20%28FINAL%20MAY%2009%29.pdf

4.4.1 Indicators for monitoring, evaluating and learning about gender-based violence

This guide aims to provide some GBV-related indicators that can be integrated into existing FAO monitoring tools. Note that the indicators are always “GBV-related” rather than directly gaining data on GBV specifics, e.g. incidents and types. The list provided in Table 8 is not exhaustive: rather it contains possible indicators that FAO staff are encouraged to build upon or add to in order to suit the country-specific context. The proposed indicators are general and will need to be adapted by project/monitoring staff to be SMART (specific, measurable, achievable, relevant, timely and time-bound). The more defined an indicator, the less room there will be for later confusion or complications. For example, “the number of safety incidents reported (by men and by women) at project X worksite between TIME A and TIME B ...”⁶ It is advisable to disaggregate data by sex, age and other social factors (disability, household type, education, employment, etc.) to improve the quality of the information collected. In addition, it is crucial that data collected is analysed and disseminated and lessons learned incorporated into making programme adjustments. Data should also be shared with resource partners and other key local stakeholders.

To assist in prioritizing, the indicators highlighted in red are highly recommended.

⁶ Note: practitioners should be aware that increases in safety or incidents of GBV over a period of time does not necessarily mean that project site X has become more unsafe, but could be due to improved monitoring and reporting.

Table 8. Indicators for assessment, monitoring and evaluating issues related to gender-based violence

Indicator*	Indicator definition	Possible data source	Target (to be determined in the field)
Inclusion of GBV-related questions in assessments conducted by FAO/FAO partner staff	$\frac{\text{Number of assessments conducted by FAO/ partner staff that include GBV-related questions}}{\text{Number of assessments conducted by FAO}}$	Assessment reports or tools (at agency or sector level)	100%
Female participation in assessments/programmes	$\frac{\text{Number of assessment respondents who are female} \times 100}{\text{Number of assessment respondents}}$ and $\frac{\text{Number of assessment team/staff members who are female}}{\text{Number of assessment team/staff members}}$	Assessment reports	
Consultations with the affected population on GBV risk factors in accessing livelihoods	<p>Quantitative</p> $\frac{\text{Number of livelihood programmes conducting consultations with the affected population to discuss GBV risk factors in accessing livelihoods} \times 100}{\text{Number of livelihood programmes}}$ <p>Qualitative</p> What types of GBV-related risk factors do affected persons experience in accessing livelihoods?	Organizational records, focus group discussion, key informant interview (KII)	
Female participation prior to project design and/or in livelihood activity	<p>Quantitative</p> $\frac{\text{Number of affected females consulted before designing a programme} \times 100}{\text{Number of affected persons consulted before designing a programme}}$ <p>Qualitative</p> How do women and girls perceive their level of participation in the programme design? What are barriers to female participation? What increases the participation of women and girls in these processes? What are the attitudes of men towards the participation of women and girls in the programme design/activities implementation?	Organizational records, focus group discussion, KII	

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

Note: * The indicators have been selected from the 2015 IASC GBV Guidelines on preventing and mitigating GBV in humanitarian contexts (IASC. 2015. *Guidelines for Integrating Gender-Based Violence Interventions in Humanitarian Action: Reducing Risk, promoting resilience and aiding recovery*. Geneva, IASC).

4.4.2 Logistics, procurement and distribution

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

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

4.4.3 Complaints and feedback mechanisms

Complaints and feedback mechanisms provide avenues for affected people to provide feedback or voice complaints that are relevant to FAO interventions, including for GBV-related issues. However, not all mechanisms are considered appropriate for handling sensitive GBV issues, which can include sexual exploitation and abuse cases. In order to be GBV-ready, a complaints and feedback mechanism must, at a minimum, have standard operating procedures in place that ensure safety and confidentiality, timely feedback to the complainant⁷ and linkages with a GBV referral pathway and a sexual exploitation and abuse focal point. If these minimum requirements are not in place, it is best to communicate with affected populations that the mechanism is not equipped to handle sensitive issues. Interagency mechanisms for receiving complaints from the community and providing feedback are considered a best practice to improve accessibility for affected populations (as opposed to the confusion that can result from having multiple complaints and feedback mechanisms). It is highly recommended that FAO engage with existing interagency mechanisms and ensure they operate in ways that respect the safety and dignity of users. (Links to additional resources on this topic can be found in the last two paragraphs of Annex 1.)

⁷ In the case of rape, an immediate response is required as post-exposure prophylaxis (anti-HIV medications) must be administered within 72 hours to be effective. DNA evidence also needs to be collected within 72 hours.

4.4.3 Referrals

Box 16. Principles to support survivors of gender-based violence

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

- safety and security of the survivor and others, such as her/his children, is paramount;
- respect for the choices, wishes, rights and dignity of the survivor;
- confidentiality means not disclosing any information at any time to any party without the informed consent of the person concerned; and
- non-discrimination ensures all survivors receive equal and fair treatment regardless of their age, gender, race, religion, nationality, ethnicity, sexual orientation or any other characteristic.

Source: UNFPA. 2012. Module 2. Managing Gender-Based Violence Programmes in Emergencies, E-Learning Companion Guide. In: UNFPA. New York. Cited May 2017. https://www.unfpa.org/sites/default/files/pub-pdf/GBV%20E-Learning%20Companion%20Guide_ENGLISH.pdf

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

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

1. outreach, including information on protection services in FAO livelihood activities;
2. response, indicating trusted services, protection/GBV actors to a person in need of assistance; and
3. training, to provide FAO and partner staff with the skills to provide psychological first aid in the context of gender-based violence, as well as training on policies, procedures and minimum standards for receiving (unsolicited) complaints.

4.4.5 Interagency gender-based violence monitoring systems

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

- Gender-Based Violence Information Management System (GBVIMS), which is a multi-faceted initiative that enables humanitarian actors responding to incidents of GBV to effectively and safely collect, store, analyse and share data reported by GBV survivors among protection actors.⁸ The systems keep the information confidential and protect the identity of survivors.
- UN Security Council Monitoring and Reporting Mechanism (MRM), which was established in 2005 to provide timely and reliable information on grave violations⁹ against children in armed conflict.
- Monitoring Analysis and Reporting Arrangements (MARA), which is a specific coordination mechanism for conflict-related sexual violence that aims to reduce the risk of sexual violence and improve assistance to survivors. At the country level, information and data collected for the MARA will be submitted to the UN leadership through existing data collection systems, which work in any given country, such as the protection cluster, the GBV area of responsibility and gender theme groups.

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

9 The six grave violations reported on are 1. killing and maiming of children; 2. recruitment or use of children by armed forces or armed groups; 3. rape and/or sexual violence against children; 4. attacks against schools or hospitals; 5. abduction of children; and 6. denial of humanitarian access for children.

A man in a vibrant, patterned blue and yellow shirt is leaning over a whiteboard, writing with a red marker. He is in a rural setting, with a group of people, including children, sitting on the ground behind him, watching. The background shows a thatched roof and lush greenery.

Chapter 5

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

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

US State Department, 2015

FAO contributes to the protection of at-risk individuals through its focus on food security and nutrition, poverty alleviation, protection and restoration of livelihoods, all of which are protective factors against gender-based violence. Beyond ensuring protection from violence, including violence perpetrated by UN personnel, and mainstreaming GBV considerations across the project cycle, FAO implements projects with the specific aim of reducing GBV using Gender Transformative Approaches that help overcome the root causes of gender inequalities and GBV by transforming the structures that reinforce such inequalities, addressing unequal power relations and harmful social norms within households and communities, and challenging damaging ideas about masculinity.

GBV is an extreme manifestation of gender inequality. As mentioned above, many factors at individual, family, community and societal levels influence the likelihood that someone will experience or perpetrate GBV. Many of these factors relate to power and status, such as education and income levels. Others relate to social norms, such as having witnessed or experienced GBV as a child and or whether one's community accepts acts of GBV as normal or deserved.

Given the complexity of risk factors associated with GBV, programmes focusing on women's empowerment are often insufficient on their own to prevent GBV when community norms justify it. Conversely, encouraging women to challenge negative norms without facilitating their greater social and economic power to do so, is also unlikely to be successful (Jewkes, Wood and Duvvury, 2010) and may even contribute to further harm and backlash. Addressing GBV requires adopting gender-transformative interventions that address many of the complex drivers of GBV and engage men and boys as well as women and girls to challenge gender stereotypes and unequal gender roles and power relations (Javed and Chattu, 2021).

There is a growing body of evidence around what works in approaches to address GBV, and many of these lessons point to GTAs. The remaining sections in this chapter provide examples of projects and programmes that use gender-transformative approaches to address and mitigate the risks of GBV.

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

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

The FAO Dimitra Clubs are proving to be a successful approach to addressing gender discrimination and gender-based violence.¹⁰ The clubs are groups of rural women, men and young people who voluntarily meet to discuss the challenges they face in their daily lives and take collective action to resolve their problems. In the Democratic Republic of the Congo, this participatory and rights-based approach has resulted in more equitable relations between men and women at the household, community and institutional levels. For example, FAO staff have observed young men collecting firewood and water, tasks that were previously seen as the responsibility of women and girls only. Together, men and women have had the opportunity to discuss

¹⁰ Today, there are about 1 500 FAO-Dimitra Clubs in sub-Saharan Africa (Burundi, the Democratic Republic of the Congo, Ghana, the Niger and Senegal), with over 35 000 direct beneficiaries and 350 000 indirect beneficiaries, two-thirds being women.

sensitive subjects such as early marriage, HIV/AIDs and sexual violence, and more women are now filing reports of rape with local jurisdictions rather than remaining silent.

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

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

FAO Dimitra Coordinator for Central Africa, personal communication, 2015

5.2 Using livelihood interventions to empower women and girls and address gender-based violence

FAO works with partners to reduce the social tolerance of gender-based violence in Uganda

In north and north-eastern Uganda, the Farmer Field and Life Schools (FFLS) project has integrated gender concerns and gender-based violence in particular as part of a UN joint programme on GBV (FAO, 2016b). The guiding principle is to enhance the capacity of the most at-risk individuals to prevent and mitigate the adverse effects of GBV through an integrated livelihood approach. Uganda is transitioning out of a 20-year conflict that saw widespread and systematic sexual enslavement, rape, attacking of civilians and abducting and enlisting of children. The recovery context is characterized by a loss of skills, the impacts of HIV/AIDs and persistent gender discrimination and violence against women. The overall objective of the project is to reduce the social tolerance of GBV by increasing economic opportunities for women and men and by promoting joint decision-making at the household level. These goals are supported by improving men's and women's life skills and knowledge of agronomic practices and income generating activities. The FAO Social Economic and Gender Analysis (SEAGA) and Gender Action Learning System developed by Oxfam Novib (2014) are two of the tools that have been used to strengthen the productive capacities of men and women in Uganda.

Box 17. Combining economic development interventions with leadership and empowerment training produces better results

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

Source: IRC. Undated. *Getting Down to Business: Women's Economic and Social Empowerment in Burundi*. New York, IRC. pp. 1–3.

Box 18. The FAO socioeconomic and gender analysis for emergency and rehabilitation tool

The FAO SEAGA tool is an approach to development and emergencies, based on a participatory identification and analysis of the socioeconomic factors (economic, environmental, social and institutional patterns) that determine women's and men's priorities and potentials. Its main objective is to close the gaps between what people need and what development delivers, to contribute to effective and sustainable development.

SEAGA's three toolkits

1. The Development Context Toolkit for learning about the economic, environmental, social and institutional patterns that support or constrain development.
2. The Livelihood Analysis Toolkit is used for learning about the flow of activities and resources through which different people make their living.
3. The Stakeholders' Priorities for Development Toolkit is used for planning development activities based on the priorities of women and men.

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

Source: FAO & WFP. 2005. *SEAGA Socioeconomic and Gender Analysis for Emergency and Rehabilitation Programmes*. Rome. <http://www.fao.org/docrep/008/y5702e/y5702e00.htm>

5.3 Mitigating risks of violence against women and girls

Safe Access to Fuel and Energy initiatives prove they can mitigate the risks of gender-based violence

Over one-third of the world's population relies on traditional fuels, such as wood, coal, animal dung and agricultural waste, for its energy needs. This fuel is used for cooking meals, heating homes and shelters, and lighting communities. However, collecting and utilizing this fuel comes with a number of challenges including protection risks for the women and children who walk long distances to collect firewood where they are exposed to harassment, assault, rape and other forms of violence.¹¹ The SAFE initiative is implemented in humanitarian contexts to provide fuel-efficient stoves and alternative fuels, investments in sustainable natural resources for fuel or promotion of less wood-fuel-intensive livelihoods. These interventions reduce the risk of GBV against women and children, who are often given the task of collecting water and fuel, by reducing the need to venture into risky areas. Providing women and girls with torches as part of SAFE initiatives can also reduce their risks of violence. In South Sudan, where FAO has distributed 22 438 fuel efficient stoves to households, post-distribution monitoring has revealed that 90 percent of respondents spent less time collecting firewood compared to before the intervention. It is estimated that collection trips have reduced from 4 to 2.4 times per week.

5.4 Assisting women and men to obtain their statutory rights to land

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

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

¹¹ Other challenges include: the impact on forest resources and environmental degradation; the health implications particularly for women and children who spend most of their time inside and are therefore exposed to toxic smoke and respiratory problems; the risky and unsustainable nature of collecting fuelwood and producing charcoal as livelihood activities; and the cost implication of using inefficient cooking methods.

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

Rashida Manjoo, Special Rapporteur on Violence against women, 2012

In Mozambique, the constitution provides women with equal rights and enables them to hold land in their own names. However, customary laws give women secondary rights, which effectively means that women can only access the resources they have a right to through their relationships with men. This is despite Mozambican women being the primary users of the land and the principal workforce in agriculture. For almost 20 years, FAO has been working on a capacity-development process with the main stakeholders (government, NGOs, the justice sector, and local men and women) to raise awareness of statutory laws governing the land rights of men and women (Tanner and Bicchieri, 2014). FAO’s gender-aware participatory approach has focussed upon long-term goals that are necessary for transformative change, particularly in the way local norms and practices are applied. Local capacities are strengthened using a twin-track empowerment approach, legally empowering local communities, local government and development agencies, while at the same time using local paralegals¹² to impart knowledge about constitutional and fundamental rights. The programme focuses mainly on men, recognizing that their understanding and support is essential to bring change as they are the guardians and implementers of traditional land management practices.

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

Tanner and Bicchieri, 2014; p. 96

¹² Investors often had lawyers to assist them acquire land and in general did not work with communities or consider the intricacies of local custom, hence paralegals were trained to take on the important role of equipping communities. Paralegals advised local people about their rights and how to use them. They also acted as mediators between communities and investors to discuss ceding or sharing local land.

Box 19. Using a multi-sectoral approach to reduce socioeconomic vulnerabilities including the spread of HIV/AIDS in the fisheries sector in Benin

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

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

Source: i Holvoet, K. 2010. *Value Chain Actors Plus: An Innovative Approach for the Fishery Sector in response to HIV/AIDS. Experience of Benin in the Crab Value Chain*. Rome.

“Women’s greater economic power and their participation in an economic interest group increases their bargaining capacity, this could also improve their position so they can insist on using protection during sexual relations.”

Katrien Holvoet, FAO, 2010

5.5 Implementing labour- and time-saving interventions

Rainwater harvesting in Cambodia saves women significant amounts of time

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

Box 20. Addressing women's time poverty

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

Source: WRC. 2011. *Preventing Gender-based Violence, Building Livelihoods: Guidance and Tools for Improved Programming*. New York. <http://www.cpcnetwork.org/wp-content/uploads/2014/04/Preventing-GBV-Building-Livelihoods-WRC.pdf>

5.6 Making sure women can benefit equally from humanitarian interventions

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

As part of a Cash for Work programme in Somalia, FAO has partnered with UNICEF to provide more flexible options to meet the needs of vulnerable women. Some pregnant and lactating women qualify to receive cash but have difficulties participating in the work activities the cash is contingent upon (e.g. rehabilitation of water catchments, canals, roads or community service projects). To address this constraint, FAO gives women in this category the opportunity to nominate someone else to complete the work requirements on their behalf, while they still receive the cash. Alternatively, if women are unable to find a suitable nominee, they are referred to an unconditional cash programme managed by UNICEF.¹³ The FAO programme also allows flexible working hours for women and men, which is especially effective in increasing women's ability to participate.

5.7 Ensuring women's participation in the value chain through training and income-generating schemes

Afghanistan's Integrated Dairy Schemes project

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

¹³ Interview with Gender Advisor, FAO Somalia, November 2015

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

While gender inequalities exist everywhere, social norms are often specific to time and place. Interventions that work in one context may not work in another. Leveraging a detailed context analysis and local partnerships before implementing a GTA is crucial. Moreover, it is important to remember that gender norms are persistent and do not change quickly. Programming with a longer period of implementation and repeated exposure to ideas to raise awareness on GBV may be more successful in yielding long term impacts.

Msanga Village, United Republic of Tanzania – Local food market. >
FAO Project: OSRO/URT/001/UK – Emergency supply of maize
seeds to drought-affected farmers in Tanzania /(New phase)
Disaster Response and Preparedness to Drought.

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Addis Ababa, Ethiopia – Cooperative members making baskets and mats from the harvest of date palm, which they sell to the local market. This date palm project was supported by FAO in Afembo District of Afar region in Ethiopia. The idea is to diversify income to tackle the negative impacts of El Niño induced drought for pastoral and agro-pastoral communities. Members get salary and dividends from the cooperative income from the sale of animal feed and date palm products.

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ANNEXES

ANNEX I Protection from sexual exploitation and abuse

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

FAO's approach to PSEA is based on the UN Secretary-General's Bulletin ST/SGB/2003/13 on PSEA and its Six Core Principles (updated in 2019).

Six Core principles

1. Sexual exploitation and abuse by humanitarian workers constitute acts of gross misconduct and are, therefore, grounds for termination of employment.
2. Sexual activity with children (persons under the age of 18) is prohibited regardless of the age of majority or age of consent locally. Mistaken belief regarding the age of a child is not a defense.
3. Exchange of money, employment, goods, or services for sex, including sexual favours or other forms of humiliating, degrading or exploitative behaviour is prohibited. This includes exchange of assistance that is due to beneficiaries.
4. Any sexual relationship between those providing humanitarian assistance and protection and a person benefiting from such humanitarian assistance and protection that involves improper use of rank or position is prohibited. Such relationships undermine the credibility and integrity of humanitarian aid work.
5. Where a humanitarian worker develops concerns or suspicions regarding sexual abuse or exploitation by a fellow worker, whether in the same agency or not, he or she must report such concerns via established agency reporting mechanisms.
6. Humanitarian workers are obliged to create and maintain an environment which prevents sexual exploitation and abuse and promotes the implementation of their code of conduct. Managers at all levels have particular responsibilities to support and develop systems which maintain this environment.

Since the SGB's release FAO has released several important policy directives and guidance on PSEA:

1. [Policy On the Prevention Of Harassment, Sexual Harassment- AC 2015/03](#) Policy on PSEA, 2013, establishes the definitions, rights and responsibilities; the resolution and complaint process; and the decision-making procedures, etc., for sexual exploitation and abuse complaints, as well as related procedures for their investigation and subsequent follow-up.
2. [Administrative Circular 2018/02: Zero tolerance on Sexual Harassment and Sexual Exploitation or Abuse](#)-establishes the organizations commitment to zero tolerance by ensuring that the work environment is free from all forms of sexual exploitation and abuse and harassment.
3. [Whistleblower Protection Policy-AC 2021/10](#) establishes the definitions, general principles, protected activities, reporting procedures, decision-making process, etc., related to whistleblower protection.

Further enquiries can be sent to the Office of Emergencies and Resilience (OER) PSEA Team in FAO headquarters at psea@fao.org.

ANNEX II Protection and gender considerations in cash- and voucher-based interventions

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

Annex table 1. Considerations related to gender-based violence for cash-and voucher-based programming	
Issues to consider	Actions to consider
<p>Security threats</p> <p>In many contexts cash is a more desirable commodity than other forms of aid, such as food, which can lead to increased attacks on cash beneficiaries.</p> <p>Trade fairs or public works programmes can expose individuals, particularly women, to security threats and/or exploitation, pushing cultural norms, unsafe routes or project sites, etc.</p>	<ul style="list-style-type: none"> • In many contexts cash is a more desirable commodity than other forms of aid, such as food, which can lead to increased attacks on cash beneficiaries. • Trade fairs or public works programmes can expose individuals, particularly women, to security threats and/or exploitation, pushing cultural norms, unsafe routes or project sites, etc.
<p>Exploitation</p> <p>Illiteracy and lack of knowledge or prior access to mobile phones or banks can make individuals, particularly women, prone to exploitation if they need to depend on another individual for assistance.</p>	<ul style="list-style-type: none"> • Monitor areas designated as point of sale, where illiterate individuals might be exploited. • Provide an appropriate and safe accountability mechanism. • Raise awareness among the targeted population of this risk and provide additional training if needed.
<p>Women's triple role</p> <p>Collecting cash may increase women's time burdens if they are required to walk long distances to collection points or queue for long periods of time</p>	<ul style="list-style-type: none"> • Consult women and men separately to establish what works best for them. • Minimize the distance and time to walk/travel, queue and volume of goods to carry. • Consider complementary activities at work sites (i.e. child-care facilities) in order to ensure women's participation in public works. • Be flexible and adjust working times or information sessions to suit women's availability. • Consider unconditional cash transfers to pregnant/elderly women and girls for whom physical labour might be too demanding or inappropriate.

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

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The *Practical guide on how to eliminate gender-based violence and protect rural communities through food security and agriculture interventions: Guidance for FAO staff and partners* was developed in recognition of the strong links that exist between food insecurity and gender-based violence (GBV) and the need for FAO to develop practical guidance so that all staff and their partners could take action to address GBV as a human rights violation and as an issue negatively affecting food security, nutrition and agriculture outcomes.

This Guide, originally developed in 2018, was revised in 2022 to address the emerging and intertwined challenges the world is now facing, such as climate change, conflicts, economic instability and food crises. It is meant to support the fight against any form of gender-based violence, facilitate the integration of protection issues in an FAO project cycle, and support the collection and analysis of data disaggregated by gender and other social variables for generating the evidence for policymaking and planning of gender-responsive and gender-transformative interventions. The Guide was developed by building on the promising approaches and experiences of the last decade used successfully to address gender-based violence and protection risks.

The target audiences of the Guide are Country Offices, FAO staff and strategic partners involved in normative and technical work.

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