



GENDER AUDIT REPORT ON THE SECOND AND THIRD THEMATIC DISCUSSION ON THE GLOBAL COMPACT ON REFUGEES

**Thematic Discussion Two:
Measures to be taken at the onset of a large
movement of refugees**

and

**Thematic Discussion Three:
Meeting needs and supporting communities
Geneva 17th -18th October 2017**

A concise summary of this report can be found at

www.unsw.edu.au

Recommendations from the Gender Audit Team,
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Revised November 6th, 2017.

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Background

Why a Gender Audit?

The Gender audit of the October Thematic meeting was undertaken following a proposal from Dr Linda Bartolomei and Adjunct Professor Eileen Pittaway, to audit each of the preparatory meetings for development of the Global Compact on Refugees (GCR). The proposal was motivated by the recognition that despite ground-breaking legal and policy advances designed to improve protection for refugee women, young women and girls that the failure to implement crucial policy commitments to gender equality leaves them all at ongoing risk of endemic sexual and gender-related violence and social and economic exclusion. The strong commitments to inclusion and gender equality outlined in the New York Declaration (NYD) provide a critical window of opportunity to change this. The Gender Audit was proposed as one strategy to support UNHCR in its efforts to ensure that the NYD commitments to gender equality are fully reflected across the GCR. This report of the October meeting builds on several reports already produced by the UNSW ¹ and available on the Global Compact Website². Additional reports will be prepared following the November Thematic meetings and the High Commissioner's Dialogue in December.

We wish to acknowledge and appreciate UNHCR's willingness to support the Gender Audit. This clearly highlights the high-level commitment to ensuring that the GCR fully integrates Gender Equality concerns. It provides a significant opportunity for UNHCR to continue to demonstrate leadership within the UN system in this regard. Therefore, in the spirit of 'critical friendship'³, we provide the following report which analyses the degree to which UNHCR's commitment to Gender Equality and inclusion was reflected in the October thematic meetings.

The Gender Audit Team

The Gender Audit team for the October meeting was led by Dr Linda Bartolomei and included three women from refugee backgrounds: Cheery Zahau, Melika Sheikh-Eldin and Tina Dixson. The team were selected based on their strong commitment to gender equality, familiarity with the UN system and the UNHCR policy context as well as their rich lived experience. A second team led by Adjunct Professor Eileen Pittaway with Apajok Biar, Shaza Al Rihawi and Geraldine Doney, will undertake the Gender Audit at the November Thematic meetings. The full team will return in December for the High Commissioner's Dialogue.

The team were charged with two important roles designed to contribute to UNHCR's commitment to ensuring that Gender Equality is a central focus of the GCR and that the strong gender commitments made in the NYD are fully integrated across the GCR and in its Preamble, Concluding Paragraph and the POA. This involved firstly undertaking a Gender Audit of both the process and content of the meetings and secondly, actively intervening in the discussions to ensure that key gender considerations were included.

¹ Pittaway, E., Bell, C., Bartolomei, L. (July 2017) *Strengthening the Response To Refugee Women And Girls In The Comprehensive Refugee Response Framework*. Available at: <http://www.unhcr.org/en-au/events/conferences/595b7f344/strengthening-response-refugee-women-girls-comprehensive-refugee-response.html>; The Forced Migration Research Network, University of New South Wales (October 2017), *The World's Biggest Minority?: Refugee Women and Girls in the Global Compact on Refugees*. Available at <http://www.unhcr.org/59e5bcb77.pdf>, Pittaway, E. and Bartolomei, L. (July 2017) *Gender Notes on the First Thematic Discussion on the Global compact on Refugees*, Available at - https://www.arts.unsw.edu.au/media/FASSFile/Thematic_Discusion_1_Gender_Notes-Pittaway_and_Bartolomei.pdf

² Towards a global compact on refugees: written contributions. Available at: <http://www.unhcr.org/search?cid=49aea93aa7&scid=49aea93a57&tags=women>

³ Khalid Koser, Opening Plenary October Thematic Meeting III, Day 2

Gender Audit Team Members Cheery Zahau and Melika-Sheikh Eldin also made panel presentations in two side meetings, raising a range of gender related concerns.

Methodology and Analysis Framework

The Gender Audit involved a quantitative scoring of key gender issues using the Checklist included in Appendix 3. This scoring was supported with qualitative summary documentation of every panel presentation and each intervention from the floor in order to make a qualitative assessment of the degree to which presentations and interventions were gendered. The quantitative results are presented in a series of tables some of which are included in this report, with further tables provided in Appendix 1. Our qualitative documentation and observations directly informed the selection of data sets for the tabular analysis. While recognising that statistically the number of interventions and panels was small, we have nonetheless undertaken some numerical analysis of key elements relating to gender equality as we feel this assists in elucidating the areas of strength, as well as some of the key gaps.

The Gender audit involves two parts:

Part 1. Monitoring the process of each meeting to assess gender inclusion and references to gender equality

The first part of the report provides evidence both of the successful inclusion of women's voices and experiences, as well as the gaps and omissions. It reflects on which strategies most effectively supported the inclusion and discussion of gender equality concerns and provides a series of achievable recommendations which would support greater integration of this commitment in the forthcoming November and December meetings.

Part 2. An analysis of the content of the panels and side meetings, with recommendations.

The second part of the report presents key points and recommendations from the discussions which took place during the panels and side events. It also proposes additional gendered language to address identified gaps and ensure that the needs of both refugee men and boys and women and girls are given equal weight and consideration in the Global Compact on Refugees (GCR).

Part One: Monitoring the process of each meeting to assess gender inclusion and references to gender equality

The results of the October meeting were somewhat mixed, as despite the efforts and good intentions of several Chairs and speakers, the different needs and concerns of women and girls in all their diversities, were not adequately addressed across the meeting. For example; women were not equally represented on most panels and with some, notable exceptions, the majority of speakers and interventions during many panels, neither raised nor addressed gender related concerns. Some of the examples of positive progress and some of the key concerns are summarised below. With a more detailed analysis of each of the panels and side events provided after the key recommendations.

Positive Progress on Gender Equality and Gender Inclusion

- Strong leadership was demonstrated in remarks made by senior UNHCR representatives on several panels and plenary sessions. Notably, the importance of clearly recognising the gender equality dimensions of protection and the Age, Gender and Diversity approach in the Programme of Action (POA) was emphasised by UNHCR Assistant High Commissioner for Protection.

- Several State and Civil Society representatives from both the Global South and North made strong interventions which highlighted the importance of recognising and responding to the different needs of women and girls and called for a strong focus on gender equality in the POA.
- Young people and women from refugee backgrounds were active in the meeting and the importance of refugee participation in the POA was frequently reaffirmed by many States, however, this focus lacked gender analysis, and the different needs of women and girls, men and boys were seldom addressed.

Concerns re the lack of consideration of Gender Equality in the Thematic meetings

- It was disappointing to note that despite the clear institutional support for reflecting Gender Equality in the GCR and across UNHCR's Programs, plus important support and comprehensive recommendations from some States, on many of the panels any serious consideration of gender equality was absent.
- With some notable exceptions, the majority of panel speakers and interventions neither raised nor addressed the gender-related dimensions of the issues discussed. There was little or no discussion of the dimension of endemic sexual and gender based violence and the impact of this on women's participation in all aspects of protection and durable solutions.
- With the exception of the interventions by the Gender Audit team and a small number of States, most did not recognise the importance of including women or of considering intersecting factors such as age, sexuality, ethnicity or disability as is emphasised in the UNHCR AGD approach. **Graph One** on page 6 of this report details the prevalence of gender analysis by panel session.
- Women speakers were significantly under-represented on the formal panels and side events. Gender parity was not achieved on either of the Opening and Closing plenaries, and was achieved on only one of the eight panels and one of the five side sessions. Overall only 31% of all panel speakers were women.

On a positive note, it was observed that when gender-equality concerns were directly and systematically addressed by panellists, including the panel chairs, they were more comprehensively discussed in both the interventions and in plenary summary report of the session. It was also noted that the side event on Gender on the first Day appeared to trigger a stronger gender focus in some of the following panels.

Importantly it is noted that the absence of a comprehensive gender analysis⁴, impedes not only the accurate identification of women and girls' different protection needs and capacities but also obscures the different and equally important protection needs and capacities of refugee men and boys. It is for this reason that a gender, age and diversity lens must be fully integrated and genuinely mainstreamed across every element of the CRRF and POA. To ensure this, it is imperative that this analysis be reflected in each

⁴ Gender analysis is a critical examination of how differences in gender roles, activities, needs, interventions, opportunities and rights/entitlements affect men, women, girls and boys in certain situation or contexts. (UNFPA et al, *Gender Equality, UN Coherence and You: Gender Mainstreaming in the UN System*. www.unicef.org/gender/training/content/resources/Glossary.pdf)

panel in the forthcoming November thematic meetings and at the High Commissioner's Dialogue. To support and increased focus on gender equality and greater inclusion of women's voices, we have made the very achievable and concrete recommendations listed below.

Key process recommendations

1. In keeping with the International Gender Champions parity pledge ensure that 50% of all panellists are women experts in their respective fields including State, UN agency, NGO and refugee women representatives, who bring their lived experience as well as their experience in service delivery, project design and in policy advocacy.
2. Recognising that over 50% of refugees are women and girls: request all panellists to address, even if briefly the gender dimensions of their topic; and ensure that at least one panellist on every panel speaks directly and comprehensively to the gender dimensions of the topic including the direct link between gender equality and SGBV.
3. In order to support the achievement of Recommendations 1 and 2, and in addition to invited specialist speakers, it is suggested that gender expertise and expert women speakers be identified from among those participating in both the November meeting and the High Commissioners Dialogue. This would include State, NGO, UN Agency, academics and refugee delegates who could be invited to present on panels relevant to their experience ensuring an equal mix by gender and from countries of the Global South and North.
4. Brief all chairs to pick up gender concerns, and provide them with a pre-prepared gender question, which addresses the different needs of refugee women and men, girls and boys to pose to panellists in the opening plenary. This is essential for as is noted below, it was identified that introducing gender concerns early in the meeting is one of the keys to ensuring that they are more comprehensively discussed.
5. Include at least one refugee community representative speaks on each panel with equal representation of women and men across each meeting. These representatives should be chosen based on their ability to reflect on the gender dimensions of the issues, including SGBV and other risks and barriers faced by women and girls. If they are not already familiar with the UNHCR Age Gender and Diversity (AGD) framework, training should be provided to all refugee community representatives participating in the meetings.

Gender analysis of Plenaries, Panels and Side Events

Refugee participation on Panels

We note UNHCR's commitment to support the active inclusion of young people and women from refugee backgrounds and the frequent affirmation by States of the importance of refugee participation. The inclusion of refugees was noted as one of the strongest messages across panels and in the final plenary. However, except for the interventions by the Gender Audit team and a small number of States, this message was often presented as entirely gender blind⁵. It did not clearly recognise the importance of including women or indeed of considering intersecting factors such as age, sexuality, ethnicity or disability as is emphasised in the UNHCR AGD approach. The failure to clearly articulate these additional barriers in the meeting recommendations is a clear impediment to realising the Assistant High Commissioner for Protection's stated aspiration, of identifying ways to concertize the measures required to achieve gender equality across the POA (Closing Plenary Day 1). We urge UNHCR to ensure that the final report of this meeting and all recommendations in relation to the inclusion of refugees in the POA are clearly informed by a strong recognition of the importance of including women and young women in all their diversities.

Opening and Closing Plenaries Day 1 and Day 2

Gender parity was not achieved on either of the Opening or Closing Plenaries. Each involving three male speakers and one female speaker. While the inclusion of a young women from a refugee background in the Opening plenary is acknowledged for both her contribution and its symbolism, the absence of a gender lens in either her or the other panellist's presentations was a significant lost opportunity for putting UNHCR's strong commitment to Gender Equality in the POA firmly on the meeting's agenda. It is however noted that while gender parity was not achieved on either of the Closing plenaries that many of the panel summaries presented did include, a sometimes very detailed acknowledgement of the key gender issues discussed in some of the panels. These are detailed further below. Most significant was the recognition by the Assistant High Commissioner for Protection in his closing remarks of a strong emphasis on gender equality and AGD.

Panels Day 1 and 2

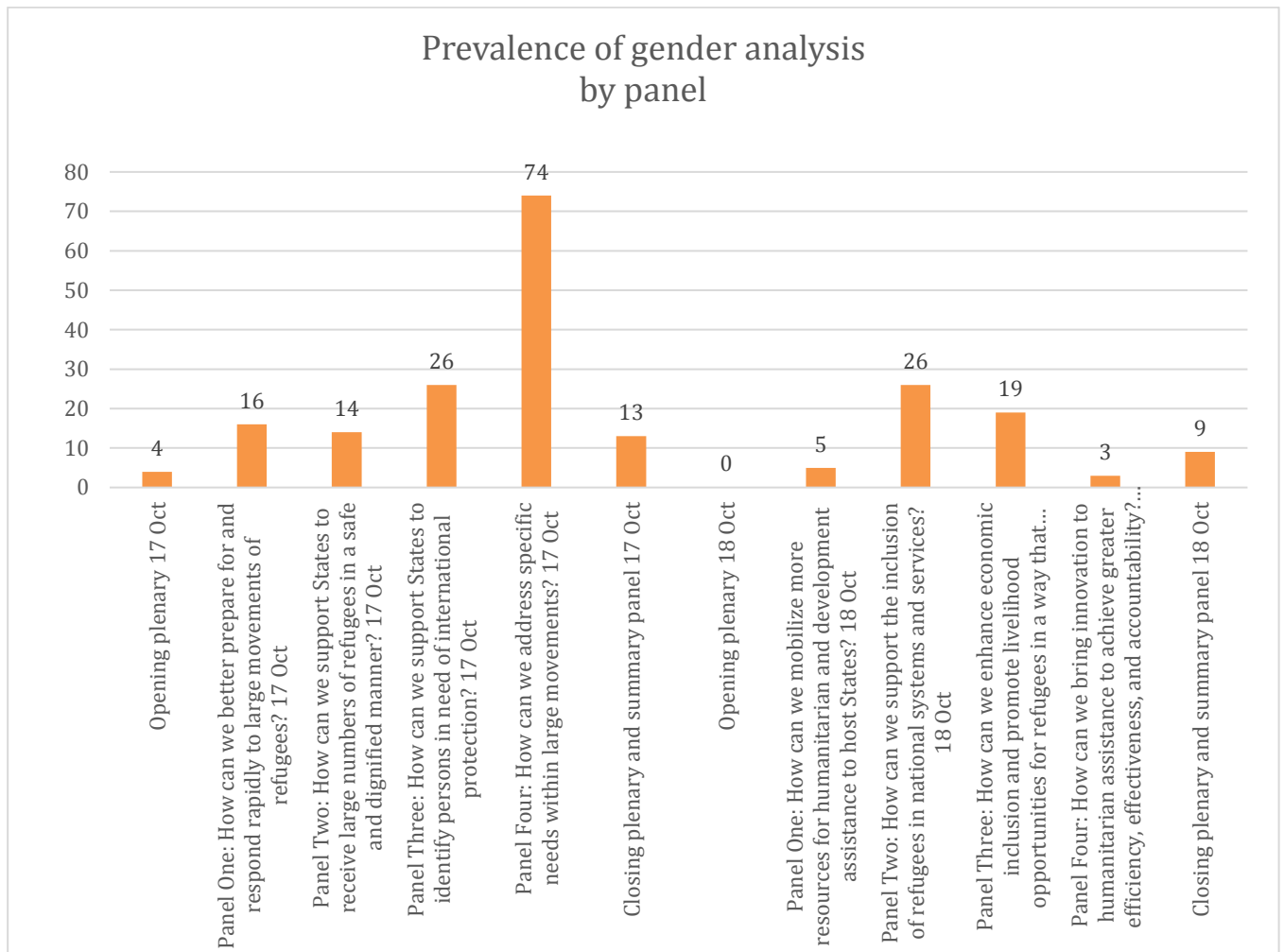
Gender parity was only achieved on one of the eight panels and one of the side events. In almost all other cases, including in the plenary sessions, women were outnumbered by men at a ratio ranging 1 to 6 men to women, to 2 to 3 men two women. In only two cases did women outnumber men at a ratio of 5 to 2 on one panel and one side event. Overall a total of total of 62 men versus 29 women acted as panel speakers (See Attachment 1).

While it is acknowledged that several UNHCR and State chairs did introduce and/or acknowledge gender concerns raised from the floor this was not done consistently across all panels. We note that several factors appeared to enable more comprehensive discussion of gender and other AGD issues. These included: having one or more panellists speaking directly to gendered concerns, having at least one of the Panel Chairs speak to, or respond to gender concerns, having gender issues raised from the floor by States, NGOs or refugee community representatives. It was also noted that the side event on Gender on the first Day appeared to trigger a stronger gender focus in some of the following panels.

⁵ Projects, programs, policies and attitudes which are gender blind do not take into account socio-cultural, economic and political structures which differently impact women/girls and men/boys. Instead they maintain the status quo and do not support the transformation of unequal structure of gender relations. (ibid, Footnote 4).

As noted above, in several panels, issues of gender were only raised by the Gender Audit team (see Table 1 above: Panel 1 & Panel 4, Day, 2). This is particularly concerning as these panels related to critical issues of finance, evaluation and innovation which are among some of the most important issues to be addressed to achieve gender equality in protection programming. In contrast, the Panel with the largest number of gender interventions explored *Meeting the Needs of Specific Groups*. While the strong gender focus and recognition of the factors which cause vulnerability is welcomed, it also highlights that rather than being recognised as 50% of the world's refugee population with different needs and capacities, that women and girls continue to be recognised **only** in their definition as a vulnerable special needs group and often linked to children.

Graph 1: Gender audit of the Prevalence of Gender Analysis by Panel



This graph demonstrates the number of times gender related issues were raised in each panel and plenary sessions at Thematic Session One (October 17, 2017) and Thematic Session Two (October 18, 2017). As seen in Graph 1, the prevalence of gender analysis was low, across panels and plenary sessions, with the exception being Panel 4 which addressed specific.

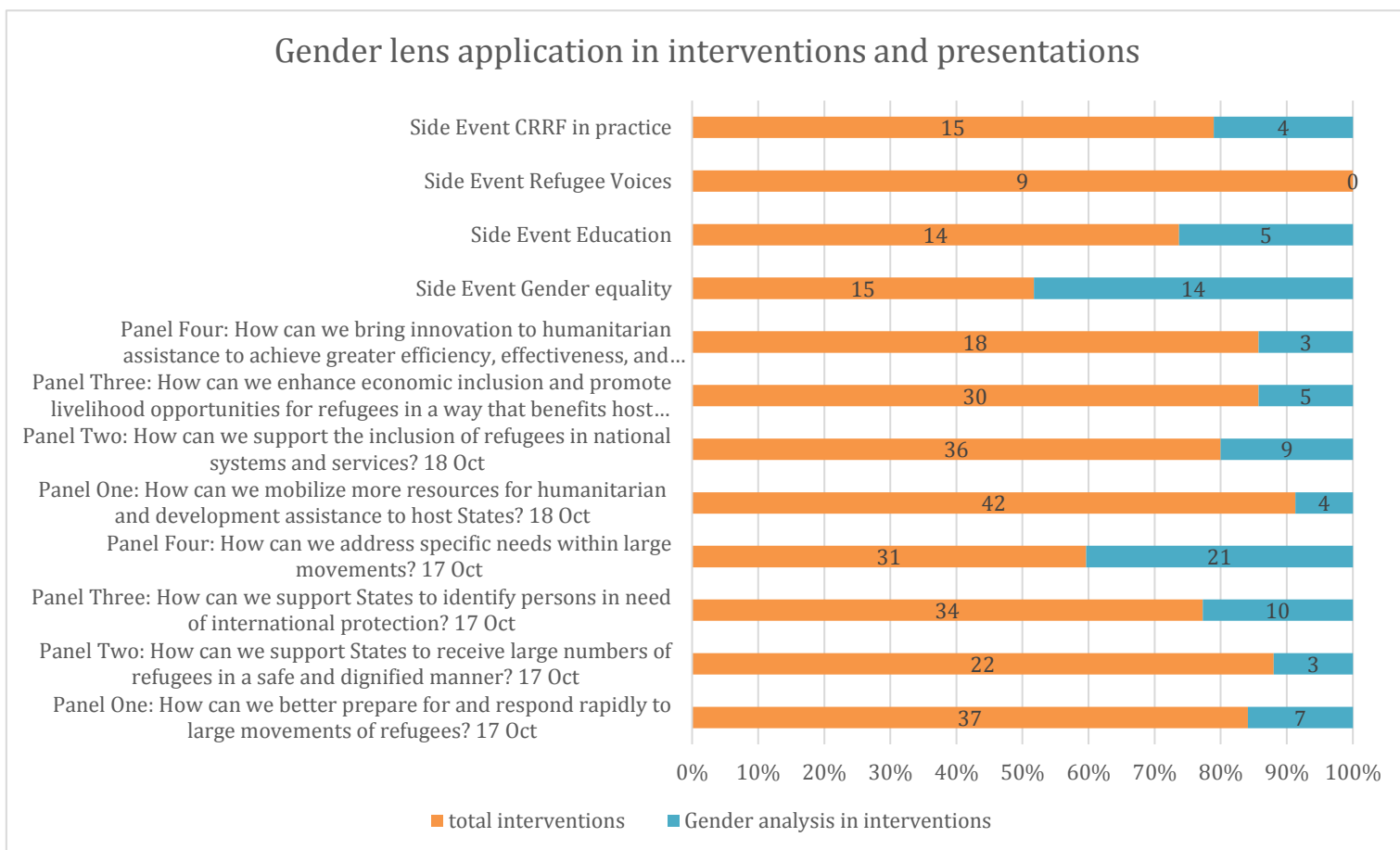
(Disclaimer: This graph represents number of times gender was mentioned within an intervention or presentation as it was often mentioned multiple times by the same speaker).

Side events

Five side events were held over the two days of the meeting. These addressed the topics of: Gender equality, Protection at Sea, Education, Refugee Voices and the CRRF in Practice. All but the Protection at Sea which the Gender audit team were unable to attend due to being scheduled concurrently with the side

event on Gender Equality, were fully documented and are included in the analysis tables above and in the additional tables provided in Appendix A. In comparison with the formal panels most Side events achieved significantly greater Gender parity of panelists. The Gender side event achieved parity with 3 male and 3 female panelists, while in each other side event, women either outnumbered men or vice versa, however most, with the exception of the CRRF in Practice which involved 5 women and 2 men, were close to parity.

Graph 2: Gender audit of the total number of interventions by Panel and Side Event



This graph demonstrates the percentage of specifically gendered interventions of 100% of all interventions in each panel and side event. As per the legend, the orange ratio represents the total interventions to all presentations, whereas the blue ratio represents interventions that considered a gender analysis. As evidenced in the graph above, the ratio of Gender-blind interventions consistently dominated interventions that included some gender analysis.

Disclaimer: This graph represents statistical quantity of interventions and may have several gender related points within one.

Contributions of UN and Intergovernmental organisations

The representatives of UN Women, UNFPA and UNHCR spoke powerfully and extensively to issues of gender and gender equality at the side event on gender. However, it was disappointing that most other agencies and inter-governmental organisations represented at the Thematic meetings, including UNDP, UNICEF, OCHA, OCHCR and IOM, contributed little or no gender analysis.

Part Two: An analysis of the content of the panels and side meetings, with recommendations.

Preambular Note to Suggestions Made Below

It is important to note that refugee women and girls in all their diversity are not a special needs group but constitute more than 50% of the refugee population. While sharing the same basic needs for food, water, shelter, sanitation and security with men and boys, they do have additional and significantly different needs. They require access to reproductive health services, support in caring for child, the elderly and people with disabilities as well as effective responses and targeted protection from the endemic risks of rape and other forms of sexual and gender-related violence. In order to meet the standard of gender equality and inclusion expected in the Global Compact on Refugees, the needs of both groups must be specifically acknowledged and addressed in all legal and policy provisions.

Analysis and Text Recommendations to support a strengthened gender focus in the Development of the Global Compact on Refugees

Introduction

This report draws from and builds on the Concept Paper⁶ that was prepared by UNHCR for the October Thematic meetings and provides a gendered analysis of the content of the panel presentations, interventions and recommendations from the two thematic meetings held in October 2017. **It documents key gender issues, gaps and recommendations made during each Panel and suggests further gendered language to address identified gaps.**

II. Thematic discussion two: measures to be taken at the onset of a large movement of refugees (17 October 2017)

(a) Panel one: how can we ensure better preparedness for and rapid responses to large movements of refugees?

Key gendered issues raised and recommendations made in the panel session

'A gender sensitive monitoring evaluation plan should be developed from the outset' Canada

It was recognised that women, children and the elderly will most often form the majority of refugees arriving as part of mass movements and a number delegates emphasised the importance of ensuring that gender concerns are fully reflected in all rapid responses.

'SGBV response guidelines and health guidelines that address minimum actions must be put in place early in the response' USA

Recommendations included:

- i. Ensuring the effective implementation of SGBV and health guidelines early in the response;
- ii. The identification of women and children at risk and people with a disability;

⁶ "Towards a global compact on refugees" Thematic discussion two: Measures to be taken at the onset of a large movement of refugees *and* Thematic discussion three: Meeting needs and supporting communities, Palais des Nations (rooms XVII and XXIV), Geneva, 17 – 18 October 2017, *Concept paper*.

- iii. Support for refugee women to be actively involved in management structures and for the development of a gender sensitive evaluation plan from the outset of all emergencies.

Additional suggestions for the Programme of Action with an added gender equality lens

Creation of a global refugee response group and solidarity conference - a gender informed proposal
The work of the **Global Response Group** would be enhanced by a comprehensive gender strategy, including the involvement of gender specialists and targeted support to ensure the participation of refugee women's community organisations. This should also include targeted support to States to develop, extend or enhance national, regional and local gender policy frameworks and services for both refugee and host community women and girls.

(b) Panel two: how can we support States to receive large numbers of refugees in a safe and dignified manner?

Key gendered issues raised and recommendations made in the panel session

"Need for approaches to combat GBV" Ethiopia

The importance of ensuring that all refugees receive a dignified reception was discussed during this panel. In particular, the needs of women and children victims of trafficking were highlighted as well as the need for approaches to address and prevent SGBV including women and children being forced to engage in survival sex, early and forced marriage and other forms of exploitive labour exploitation.

Recommendations included:

- i. Access for all refugees and trafficked persons to basic services including, recognition of gender different needs and timely distribution of food, sanitary materials, health services, trauma counselling and information on legal options and access to justice;
- ii. An effective reception process, so that no refugee is at risk of sexual abuse and assault, paying attention to the additional risks faced by women and girls, including the importance of access to safe women only shelters, safe shelters for children and access to individual registration for women;
- iii. The establishment of gender sensitive monitoring and evaluation systems from the outset of all emergencies;
- iv. The collection of data on the languages spoken by all refugees on arrival, to identify those requiring additional translation services either to low levels of literacy or fluency only in local dialects, which most often affects women and girls.

Additional suggestions for the Programme of Action with an added gender equality lens

Reception arrangements

The **Programme of Action** and the proposed accompanying **Community of Practice** should include existing best practices which address the **intersection of gender and asylum**, to support enhanced models for the sustainable and safe reception of refugee women and girls and others identified at heightened risk.

(c) Panel three: how can we support receiving States to identify persons in need of international protection?

Key gendered issues raised and recommendations made in the panel session

‘Certainly a much greater emphasis on gender issues – I think it is one of the most paramount concerns for refugees,’ Ecuador

‘Include gender and child sensitive considerations in screening’, Kenya

Some panellists and delegates emphasised the need for greater recognition of gender issues, in particular the very high risks of sexual and gender based violence including for LGBTI refugees, the as one of the most paramount refugee issues. They highlighted the importance of individual registration for women, the early identification or needs and the importance of collecting disaggregated data. Ecuador’s AGD informed approach was highlighted as an example of good practice.

‘Assuring access for women and children to individual registration and Gender guidelines for asylum decision makers’ Thailand

“Need good information systems, also disaggregation based on AGD,” Ecuador

Recommendations included:

- i. That Individual registration be provided for women and girls;
- ii. That gender sensitive systems be put in place to support the early identification of protection needs including by employing female officers and sensitising all recognition officers on gender guidelines;
- iii. That registration provide not only protection from refoulment but also access to rights including the rights to work and justice;
- iv. That all data collected be disaggregated by age, gender and disability to better understand both the needs and how people can contribute to identify and implementing solutions.

Additional suggestions for the Programme of Action with an added gender equality lens

An “ecosystem” for collaboration on identity management, including registration, documentation and biometrics

All registration processes including those implemented by States and/or UNHCR need to provide rapid and individual registration to all refugees. Women and girls must be registered in their own right, independent of their husband’s, or other male family member’s registration. Special attention also needs to be paid to identifying orphan children, children and adults with a disability, elderly women and LGBTI people.

Asylum capacity support group

Gender-sensitive staff must be included from early points of reception and at every stage of the asylum process. Revised and standardised guidelines for the recognition of SGBV as grounds for protection must be applied in all situations.

(d) Panel four: how can we support receiving States to address specific needs within large-scale refugee situations?

Key gendered issues raised and recommendations made in the panel session

'SGBV is the main reason to flee the country of origin... it is vital to create safe {reception} spaces',
Mexico

'The GCR needs to address needs of women, girls, older, unaccompanied children, LGBT, trafficked, SGBV victims', **Germany**

Gender issues were raised extensively in this panel and were discussed both from the perspective of the need for systemic and intersectional gender equality and empowerment approaches as well as immediate responses to groups with specific needs.

'Rights and needs of women and girls through participation, gender equality and empowerment',
Finland

Work to prevent sexual exploitation especially for women who are head of households who are more vulnerable, **Switzerland**

Recommendations included:

- i. That data disaggregated by sex, age and disability from the start of all refugee movements be collected by all stakeholders;
- ii. That effective responses to the endemic SGBV including be provided in cooperation with local non-humanitarian services and national government ministries;
- iii. That appropriate protection responses for women and girls, and men and boys at heightened risk of SGBV, be prioritised and provided, parallel to additional data collection to assist program development
- iv. That effective and innovative prevention strategies be developed, in capacity assessments and SGBV risk identification. These would include safe spaces and the central important of involving refugee communities;
- v. That participatory approaches be utilised, to enable listening to and engagement of people affected (both refugees and host communities) in terms of resilience and empowerment;
- vi. That the age and gender and diversity approach be used in all service delivery which responds to women, young women and girls, men and young men and boys, people with a disability, the LGBTI community;
- vii. That good practices, such as The Sanctuary Clinic in Mexico which provides treatment asylum seeking women, men and transgender persons with HIV and Safe spaces and multi-sectoral services for SGBV survivors in Jordan be catalogued and made available to all stakeholders.

Additional suggestions for the Programme of Action with an added gender equality lens

The recognition in all sections of the PoA of the strong links between gender inequality, SGBV and access to other forms of protection and inclusion for refugee women and girls.

Incorporating guidance on specific needs

The continued and expanded use of the **UNHCR Heightened Risk Identification Tool** as a mandatory part of the assessment and registration process to identify specific assistance needs and protection arrangements.

III. Thematic discussion three: meeting needs and supporting communities (18 October 2017)

(a) Panel one: how can we mobilise more resources for humanitarian and development assistance to host States?

Key gendered issues raised and recommendations made in the panel session

With the exception of interventions made by the Gender Audit team and one State, all other presentations and interventions in this panel were completely gender blind. The interventions made by the Gender Audit team drew attention to the importance of a full gender analysis of all programming, the importance of gender sensitive individual data collection measure, the serious underfunding of programmes to address SGBV and the importance of including refugee women and girls as part of the solution.

Recommendations included:

- i. That more and better resources to must be provided make sure that Programme of Action works to address key challenges addressed in the 'Grand Bargain' commitments. Including significantly increased funds for SGBV programming;
- ii. That improvements should be made in data collection and analysis to target those most vulnerable e.g. Australia is developing a gender sensitive individual deprivation measure, which will be available to better target initiatives;

Additional suggestions for the Programme of Action with an added gender equality lens

Mobilizing more resources -Utilising the Social Capital of Refugee women and communities

In addition to the central importance of mobilising additional financial and technical resources and in line with 'Grand Bargain' commitments, this must include resources to support the active involvement of refugee communities including, refugee women and refugee women's organisations.

(b) Panel two: how can we support the inclusion of refugees in national systems and services?

Key gendered issues raised and recommendations made in the panel session

*"Increased recognition of the leadership of women in refugee communities is needed" **Germany***

This panel highlighted several important gender concerns which must be addressed in the context of integrating refugees in national health, education and social services. This included: ensuring early access to education for all children while paying attention to the inclusion of girls; the importance of identifying persons with specific needs; protection from SGBV including addressing power dynamics in the home; access to sexual and reproductive health services and the central importance of recognising the leadership of refugee women and their role in fostering social and community cohesion. The importance of access to national justice services was also noted as one of the keys to safety and effective inclusion in national systems, particularly for survivors of SGBV and other forms of torture.

Recommendations included:

- i. That targeted support be provided to families to ensure that girls do not drop out of school;
- ii. That both women and men are fully supported to equally engage in all programs and in community leadership;
- iii. That access is facilitated to refugee sensitive national health and other mental health services that address the specific health needs of women and girls, SGBV and other torture survivors and those with HIV;
- iv. That comprehensive situation specific gender analysis of the causes and potential responses to SGBV are undertaken.

Additional suggestions for the Programme of Action with an added gender equality lens

Health, Education and Child protection

Refugee women must be fully included at the local level in the development of local solutions and systems including in the key areas of health involving maternal, reproductive health, education and child protection.

(c) Panel three: how can we enhance economic inclusion and promote livelihood opportunities for all refugees in a way that benefits host countries and communities?

Key gendered issues raised and recommendations made in the panel session

'We need to be addressing gender in economic and livelihood opportunities' **Australia**

Gendered issues discussed on this panel addressed the importance of innovative and gender, age and diversity informed approaches to innovative livelihoods programming and economic empowerment including projects tailored to meet women and young women's specific needs. The panel further addressed the importance of addressing gendered barriers to employment and the barriers to the inclusion of people with a disability. The importance of good governance and the rule of law in supporting sustainable livelihoods was also highlighted.

Recommendations included:

- i. Invest in tailored vocational, business training and mentoring for women and young women, from the early stages of arrival;
- ii. That clear reference be included in the Programme of Action to the importance of access to livelihood opportunities for women to address the gender specific barriers they face;
- iii. That the right to work for all people with a disability be supported through the provision of vocational training and support for them at work;
- iv. That in all situations including in the context of return, access to socio-economic support opportunities for women who were raped and have children born from rape are provided so they aren't forced to re-engage in survival sex or unwanted marriages.

Possible suggestions for the Programme of Action with an added gender equality lens

Livelihoods

Special measures must be put in place early, to ensure that refugee women have equal access to make the best use of their skills and capacities, including economic participation and access to labour markets. In particular, access for women and girls at heightened risk, including women who have been raped and have children from rape, so they are not forced to engage or re-engage in survival sex or unwanted marriages.

(d) Panel four: how can we bring innovation to humanitarian assistance to achieve greater efficiency, effectiveness and accountability?

Key gendered issues raised and recommendations made in the panel session

With the exception of one intervention made by the Gender Audit team which requested further information on the gender impacts of cash interventions, and the acknowledgment of SGBV as a major concern by one State, the innovative and important strategies discussed in this panel failed to explore the important and essential gender, vulnerability and risk dimensions in relation to access to energy, securing connectivity, cash interventions or the proposed Data Alliance. In response to the Gender Audit team's intervention it was reported that there is a growing body of evidence which indicates that cash assistance can contribute to increasing women safety, reducing domestic violence, risks of forced marriage and other negative coping mechanisms however it was noted that far more evidence is required to fully understand these impacts.

Recommendations included:

- i. Further evidence must be collected on the gender dimensions and gender impacts of cash assistance and the others supportive factors required to ensure positive a sustainable protection impacts for women, including through the proposed Data Evidence Alliance.

Additional suggestions for the Programme of Action with an added gender equality lens

Enhancing the delivery of humanitarian assistance

Ensure that the gender dimensions of all innovative and efficient approaches recommended to improve humanitarian assistance outlined in the Programme of Action are clearly articulated with attention also paid to the needs of people with a disability.

Side events were also held on Gender, Protection at Sea, Education, Refugee Voices and the CRRF in Practice

Gender equality and women's empowerment in the GCR Side Event

Gender issues were raised extensively in the Gender Equality and women's empowerment panel held on Tuesday, 17 October. The UNHCR Assistant High Commissioner for Protection emphasized that gender equality is not a standalone issue but needs to be incorporated into every aspect of work for refugees and host communities. UNHCR, noted its aim to update the Commitments to Refugee Women (2001), with the goal of responding better to women and girls in displacement settings, especially when it comes to issues of representation, response to sexual and gender-based violence (SGBV), and perennial protection issues. It was also noted that while all refugees face risks and vulnerabilities, women and girls face problems due to gender inequality embedded in cultural practices and formal structures. They are often excluded and their voices are not heard but have much to contribute. With support and inclusion they can effectively contribute to solutions and build on all the things they already do to support and protect our communities. One of the most significant impacts of this event was the direct encouragement it provided to States and

other actors to more actively raise gender related concerns in the following panels. Consequently, many of the concerns raised and recommendations made have been included in the recommendation included above.

Education Side Event

The side event on education restated that access to education is a fundamental right for both children and adults in displacement. With the purpose of better integration and inclusion, refugees need to be included in the existing national systems and provided with an opportunity to participate and learn equally. Refugee youth delegates also highlighted the importance of cultural competency training for teachers, access to language learning regardless of the visa status, expanded access to scholarships and the use of technology as a tool to both enable access to and increase the quality of education. A gender lens was not initially applied to the analysis in the presentations. Gender-based barriers for women and girls to have access to education or technology were not addressed. After several gendered interventions from the floor, more nuanced discussions were held acknowledging the need to promote access to education for girls and boys and women and men, as well taking necessary measures to eradicate barriers preventing girls and women from equal participation.

Refugee Voices Side Event

The side event focused on the need to close the representation gap by foregrounding the voices of people with lived experiences of displacement. Panelists explored the need for meaningful participation that moves beyond simple storytelling to the policy input. They unanimously confirmed the urgency of the inclusion of refugee voices as it contributes to the accurate information, awareness-raising and the development of policies that are effectively meet the needs of the community. Despite, the richness of the discussion, the side event did not address the additional barriers that refugee women and girls experience because of their gender. Neither were any other intersectional identities including ethnicity, age, disability or sexuality addressed in discussing the issue of effective representation.

The CRRF in Practice Side Event

This panel explored challenges in implementing the CRRF at the local level. Many gender concerns were discussed. Most importantly the panellists identified one of the key challenges as the ongoing failure to meet basic needs which continues to put women and girls at heightened risk of SGBV and of being forced to engage in survival sex. The need for far greater investment in education for girls and young women was also identified. Including for the provision of menstrual hygiene products which remains one of the major barriers preventing girls from attending school.

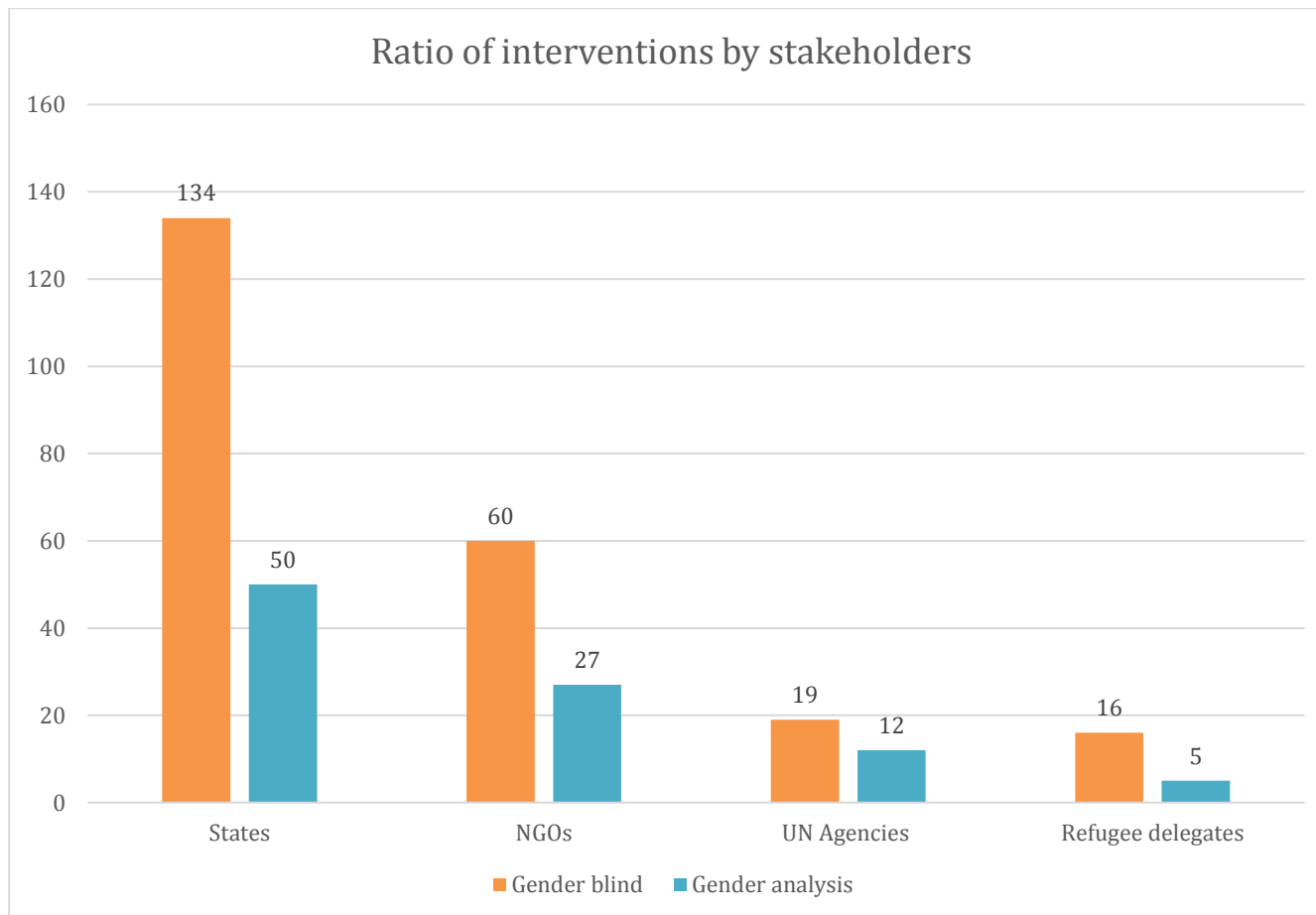
Protection at sea Side event⁷

This panel explored the international protection dimensions of this deeply gendered humanitarian crisis, exploring both responses to the protection risks at sea and the central importance of focusing on prevention which begins on land. The panel chair noted in her opening remarks the importance of understanding the issues of protection at sea within the wider context of the dangerous journeys taken by those in search of asylum. She highlighted that the risks involved include loss of life, loss of family members, traumas and human rights violations including high rates of detention and a 100% rate of sexual and gender-based violence. The representative of the Tunisian Red Cross also stated that almost all of the women received in the Reception Centres had been raped. It was also emphasised that of the many 1000s of people who have drowned at sea , that the majority are women and children

⁷ As the report of this event was received after the event it is not currently included in the Graphs and tables in Appendix 1

Appendix 1: Data Graphs

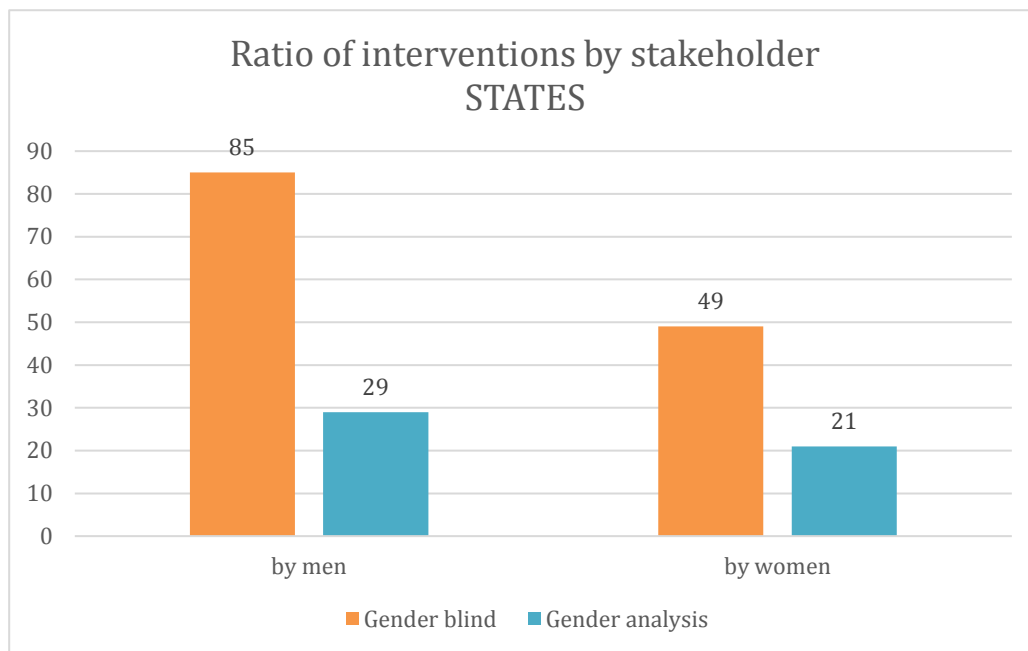
Graph 3: Ratio of gender lens application interventions by stakeholder



This graph demonstrates the ratio of specifically gendered interventions by stakeholder groups, including States, NGOs, UN Agencies and refugee delegates. As per the legend, the orange bar charts represent interventions by stakeholders that were 'gender blind', meaning these interventions were

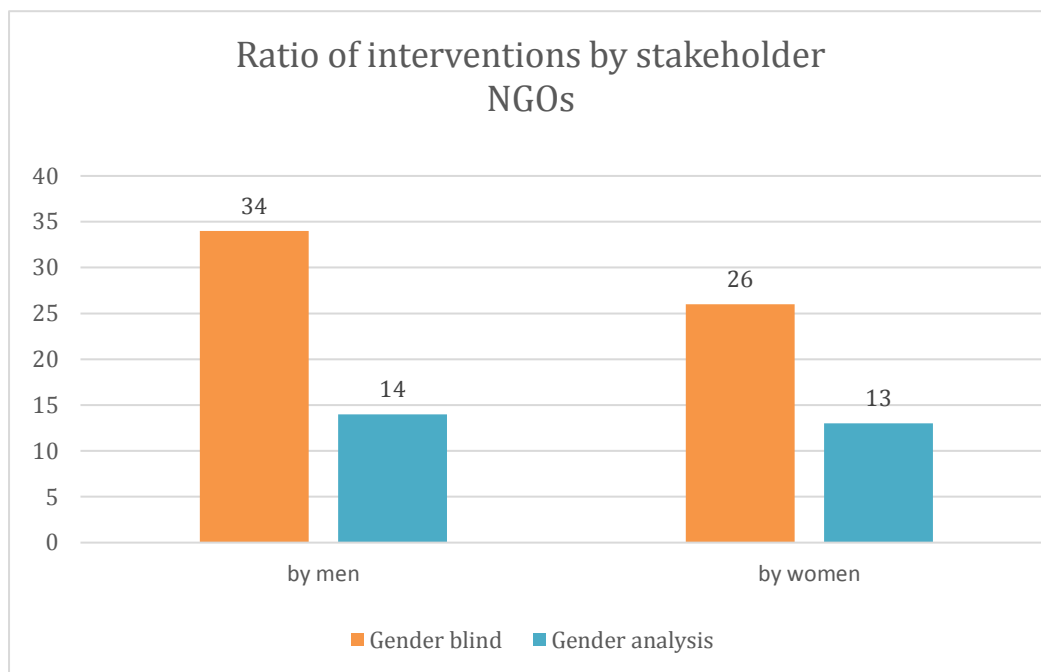
considered without a gender lens application. While the blue bar charts represent those interventions that considered a gendered analysis. As seen in the graph, gender blind interventions from States, NGOS, UN Agencies and refugee delegates outnumbered interventions that considered a gender analysis. Disclaimer: This graph represents statistical quantity of interventions and may have several gender related points within one. Gender analysis presented by panellists is counted as one unit per presentation. Gender audit team interventions are not included.

Graph 4: Ratio of interventions by States, by gender lens application.



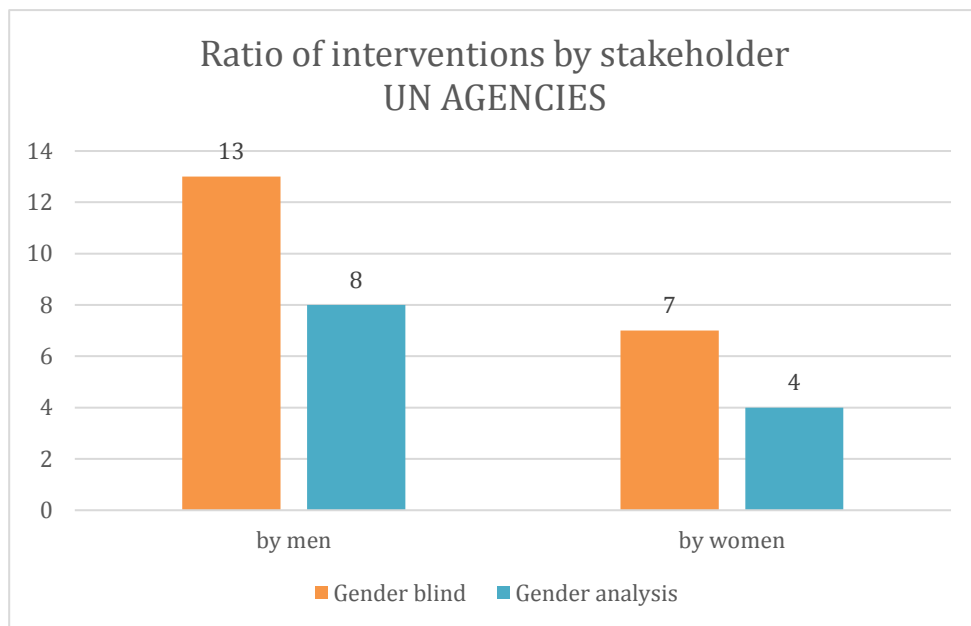
This graph compares the interventions made by States, by both men and women to examine the prevalence of those that were gender blind and considered a gender analysis. The graph shows that gender blind interventions outweigh gendered lens interventions. The analysis of this graph is twofold, as it shows the ratio of interventions themselves by men also significantly outnumber the interventions made by women.

Graph 5: Ratio of interventions by NGOs, by gender lens application.



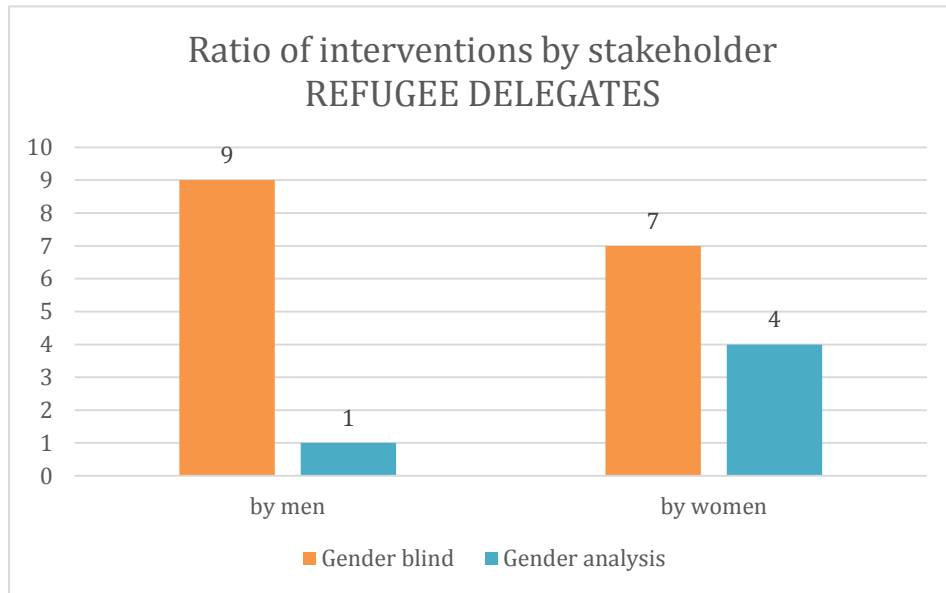
This graph compares the interventions made by NGOs, by both men and women to examine the prevalence of those that were gender blind and considered a gender analysis.

Graph 6: Ratio of interventions by UN Agencies, by gender lens application.



This graph compares the interventions made by UN Agencies, by both men and women to examine the prevalence of those that were gender blind and considered a gender analysis.

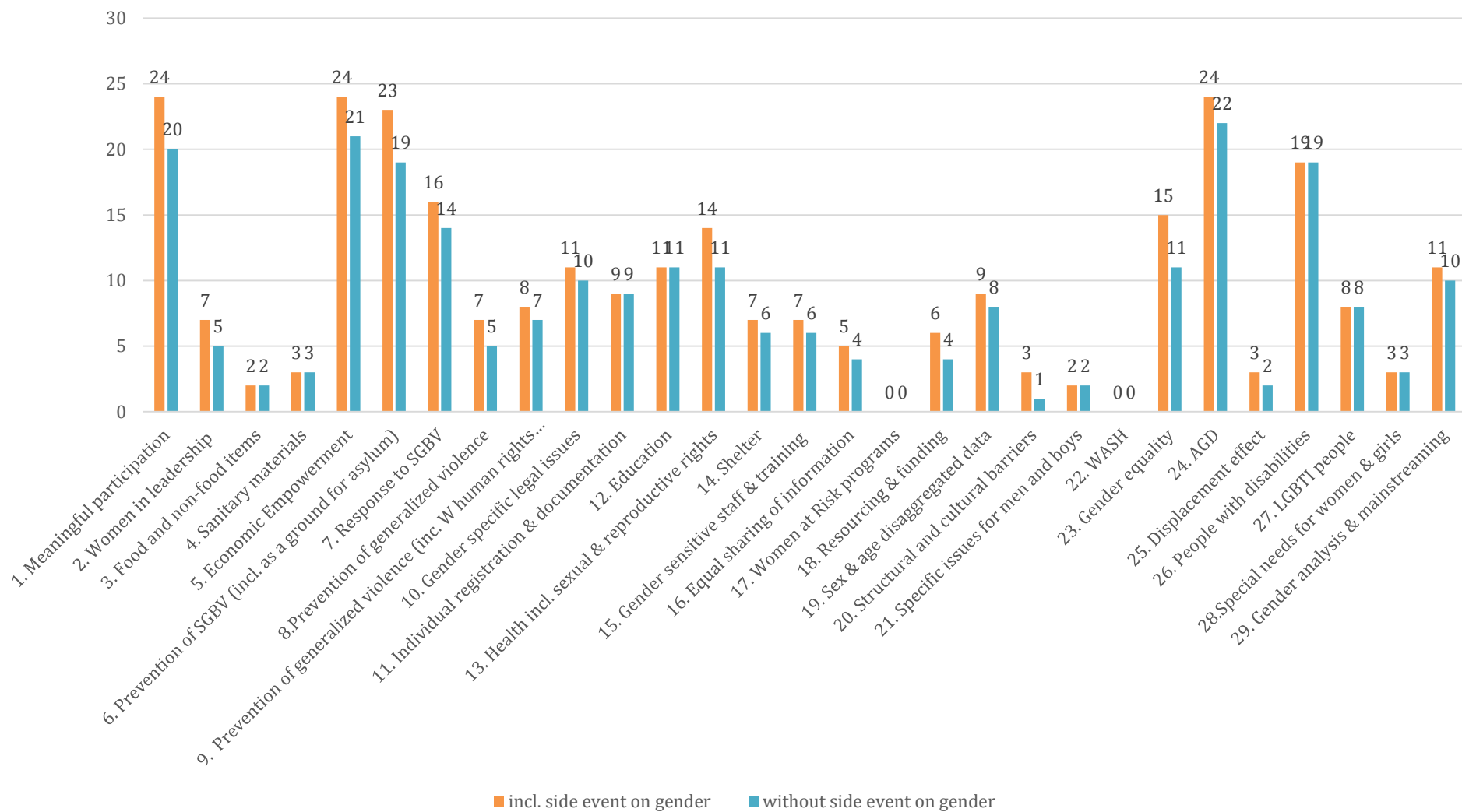
Graph 7: Ratio of interventions by Refugee Delegates, by gender lens application.



This graph compares the interventions made by Refugee Delegates, by both men and women to examine the prevalence of those that were gender blind and considered a gender analysis. Disclaimer: Graph limitation is the lack of information or contextual data on the selection of representatives.

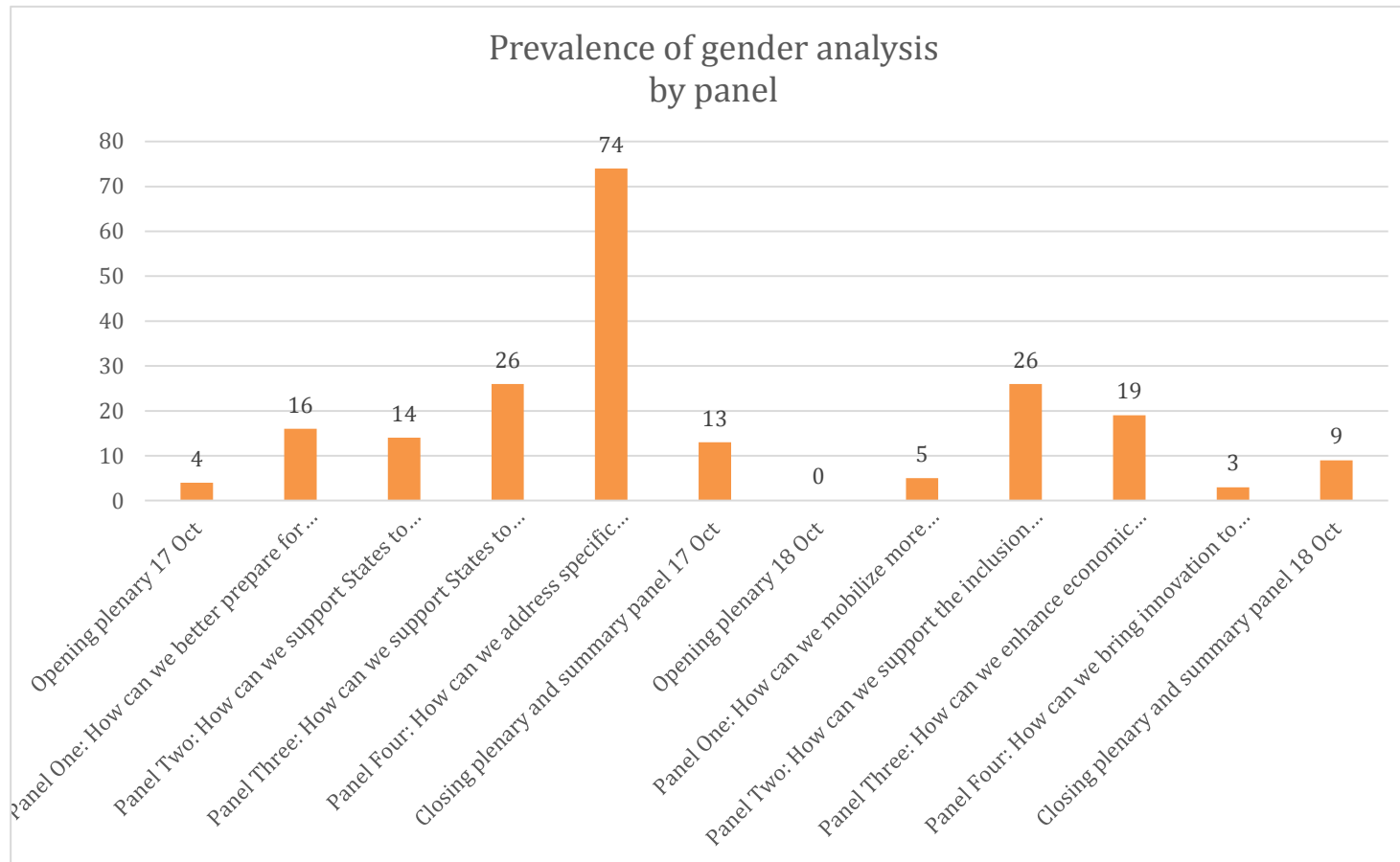
Graph 8: Applied Gender Analysis in Presentations and Interventions by Thematic Area

Gender analysis in interventions and presentations



This graph demonstrates the gender analysis of interventions and presentations according to the Gender Audit team’s checklist of cross-cutting issues for women and girls (see appendix 2). Disclaimer: This graph represents a total number of times gender was mentioned within an intervention or presentation.

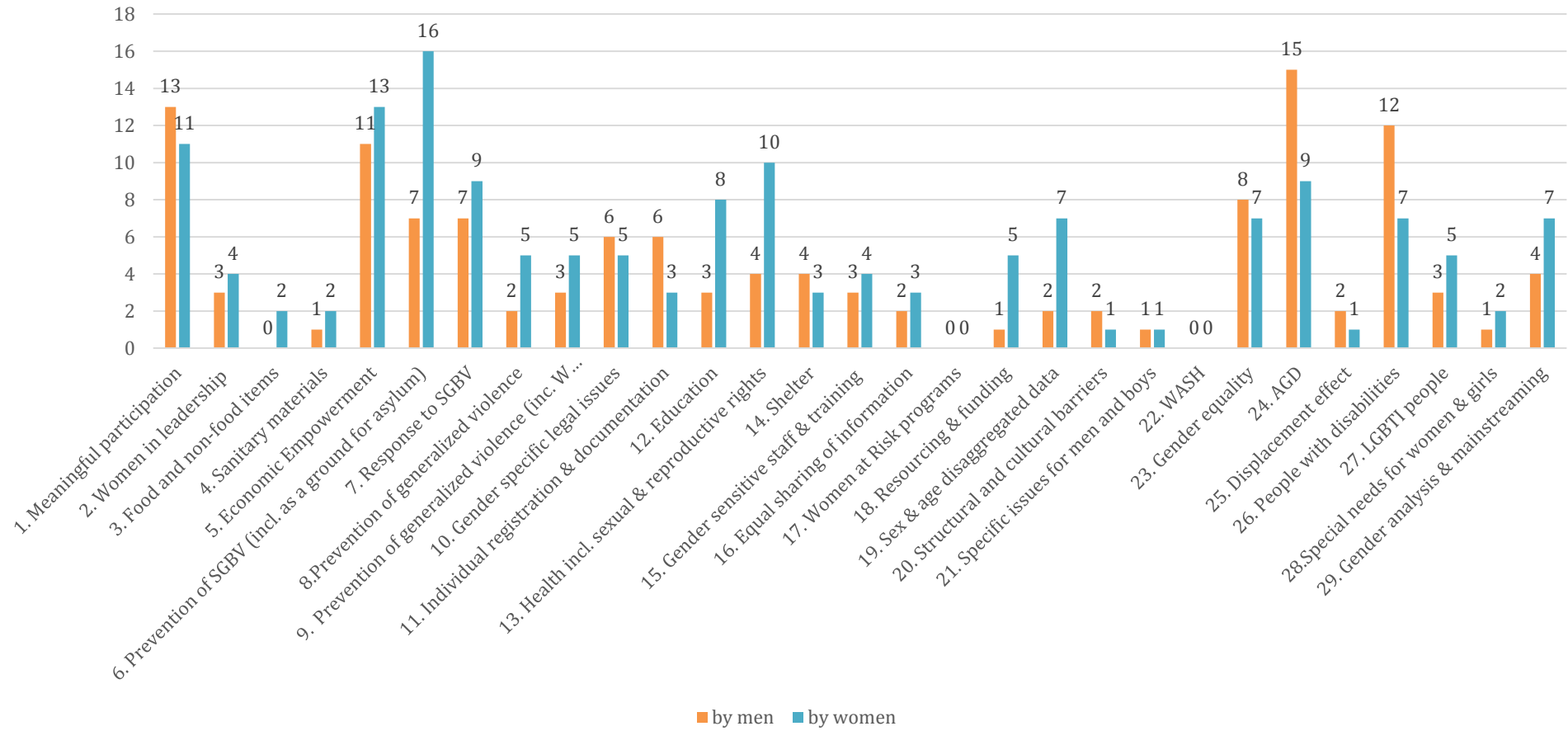
Graph 9: Prevalence of gender analysis by panel.



This graph demonstrates the number of times gender related issues were raised in each panel and plenary session. Disclaimer: This graph represents number of times gender was mentioned within an intervention or presentation as it was often mentioned multiple times by the same speaker.

Graph 10: Gender raised in presentations and interventions, according o breakdown by thematic area and sex of presenter.

Prevalence by gender analysis
by topic and sex of presenter (all events)



This graph examines the prevalence of the gender analysis interventions made by the sex of the presenter and its corresponding panel. The blue bars represent interventions made by men and orange bars represent interventions made by women. Disclaimer: This graph represents number of times gender was mentioned within an intervention or presentation.

Appendix 2: Gender breakdown of panellists

Panel/Event	Women	Men
October 17, 2017		
Opening Plenary	1	3
Panel One: How can we better prepare for and respond rapidly to large movements of refugees?	1	5
Panel Two: How can we support States to receive large numbers of refugees in a safe and dignified manner?	1	5
Side event: Protection at sea	2	4
Side event: Gender equality and women's empowerment in the global compact on refugees (co-organized with UN Women)	3	3
Panel Three: How can we support States to identify persons in need of international protection?	2	4
Panel Four: How can we address specific needs within large movements?	3	3
Closing plenary and summary panel	1	5
October 18 2017		
Side event: Education for refugees – inclusion in national systems	2	3
Opening Plenary	1	3
Panel One: How can we mobilise more resources for humanitarian and development assistance to host States?	1	6
Panel Two: How can we support the inclusion of refugees in national systems and services?	2	4
Side event: Refugee voices – Closing the refugee representation gap	3	2
Side event: The comprehensive refugee response framework in practice	5	2
Panel Three: How can we enhance economic inclusion and promote livelihood opportunities for refugees in a way that benefits host countries and communities?	3	4
Panel Four: How can we bring innovation to humanitarian assistance to achieve greater efficiency, effectiveness, and accountability?	5	2
Closing plenary and summary panel	2	4
	38	62

This table represents the ratio of men and women on panels. NB: As a number of panellists appeared on several panels the unique people ratio is 45 men to 29 women.

Appendix 3: Gender Audit Checklist

Cross-cutting issues for women and girls
1. Meaningful participation, with capacity development
2. Women in leadership positions, with 50% quota
3. Food and non-food items, management and distribution
4. Special focus on sanitary materials, including hygiene items like soap
5. Economic Empowerment, including livelihoods, financial services, access to safe labor market
6. Prevention of SGBV, including recognition of SGBV as grounds for persecution in asylum systems
7. Response to SGBV, including access to justice, end to impunity for perpetrators
8. Prevention of generalized violence
9. Response to generalized violence, including protection for women human rights defenders
10. Gender specific legal issues, including access to justice through free legal aid, interpretation and translation
11. Individual registration and documentation of women and girls
12. Education, including formal, vocational and language classes
13. Health, especially sexual and reproductive healthcare, and mental health services
14. Shelter, including safe access to fuel and energy
15. Gender sensitive staff and gender training
16. Equal sharing of information and best practices with women and girls
17. Establishing or expanding Women at Risk programs
18. Resourcing and funding community and women's rights organizations
19. Collection and use of sex and age disaggregated data
20. Addressing structural and cultural barriers for women and girls
21. Specific issues for men and boys
22. Access to WASH
23. Actions to achieve gender equality
24. Recognition to achieve special needs of AGD groups
25. Acknowledgement of a different impact of displacement on women
26. Special needs for people with disabilities including intersection with gender
27. Special needs for people who identify as LGBT
28. Recognition of special needs for women and girls.
29. Gender analysis and mainstreaming in programs and response.