

GENDER AUDIT REPORT ON THE FOURTH AND FIFTH THEMATIC DISCUSSIONS ON THE GLOBAL COMPACT ON REFUGEES

Thematic Discussion Four:

**Measures to be taken in the pursuit of solutions
*and***

Thematic Discussion Five:

**Issues that cut across all four substantive sections of
the comprehensive refugee response, and
overarching issues**

Geneva 14th -15th November 2017

A concise summary of this report can be found at

<http://www.unhcr.org/595259bd4>

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Background

Why a Gender Audit?

The Gender Audit of the November 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 November meeting builds on the report of the October meeting and several reports already produced by the UNSW ¹ and available on the Global Compact Website². Additional reports will be prepared following 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 November thematic meetings.

The Gender Audit Team

The Gender Audit team for the November meeting was led by Adjunct Professor Eileen Pittaway and included Geraldine Doney, and three women from refugee backgrounds: Dr Melika Sheikh-Eldin, Apajok Biar and Shaza Al Rihawi. 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. The Gender Audit team for the October Thematic meetings was led by Dr Linda Bartolomei with Cheery Zahau, Dr Melika Sheikh-Eldin and Tina Dixson. 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. Gender Audit Team Member Melika-Sheikh Eldin also made a panel presentation in the session *How can we make local solutions work for refugees and the communities in which they live?*, raising a range of gender-related concerns. Apajok Biar and Shaza Al Rihawi made presentations at a meeting on high-level gender-

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 3, Day 2

focused recommendations for the Global Compact on Refugees held by the permanent Mission of Canada to the United Nations and the World Trade Organization.

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 meeting, 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: The process of the meetings with a focus on gender equality and the inclusion of women's voices and experience, and recommendations to improve this

In preparation for the November thematic meetings, UNHCR had worked tirelessly to ensure gender parity on panels, and invited an equal number of male and female refugee participants modelling gender balance, with some excellent people chosen to speak and include gender equality in their presentations. In the thematic discussions 2 and 3, women speakers were significantly under-represented on the formal panels and side events. Overall only 31% of all panel speakers were women. However, the thematic discussions 4 and 5, saw a very positive change in panel gender composition, and 51% of all panel speakers were women. While the official summaries of the panels all mentioned Gender, disappointingly there was a marked disparity between the number of times the Gender Audit team recorded gender discussions, and the reference to gender issues included in the summaries, (see Appendix 4).

Positive Progress on Gender Equality and Gender Inclusion

While there was not a huge increase in the number of interventions addressing gender equality and SGBV, we noted that there was a significant shift in the quality of the interventions, both from States and other key stakeholders, demonstrating a consciousness of gender issues and the implications of these. This is reflected in the recommendations below. This positive shift was a reflection of the leadership taken by the assistant High Commissioner, Protection, Mr Volker Turk, and other senior UNCR representatives, the excellent interventions made by the refugee participants, and by some of the chairs and panelists.

Interventions from refugee women and young people were very powerful in influencing other interventions and appeared to give permission to discuss issues that otherwise are uncomfortable to talk to. Discussion with other NGOs by the audit team also reminded them to include gender considerations in their interventions. This demonstrated two key issues, one being that articulating gender and the need to address different gender needs and SGBV can lead to others thinking about and making additional contributions to the discussion. Secondly, the value of refugee and women's self-representation, importantly of skilled not tokenistic participation or "sad stories" contributes meaningfully to the debate and to identify solutions.

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. It was noted that if one state raised gender in their intervention, it would often flow on to other states. In informal discussions, several states from both the both the Global South and North indicated to members of the audit team that clear guidance on how to address issues of gender equality would be welcomed. There were some excellent interventions from faiths based organisations about their role in the prevention and response to SGBV and promotion of women's equality. The closing rapporteur commented that the interventions from women and youth positively influenced the discussions towards an acknowledgement of the gender dimensions of issues under discussion.

An important outcome of this work was that the majority of recommendations below came from the Panels and interventions, few additional suggestions were needed from the Audit team.

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

It must be noted that not all female panelists mentioned gender issues, while some very strong recommendations on women's protection measures came from men. As noted above, young people and women from refugee backgrounds were active in the meeting and the importance of refugee participation in the Programme of Action (PoA) was frequently reaffirmed by many States, however, their presentations and interventions often lacked gender analysis⁴. The different needs of women and girls, men and boys were seldom addressed. In a number of excellent and thoughtful interventions across both meetings, many States and other stakeholders referred to 'vulnerable groups'. There was an assumption that women and girls were included in that group but these were not articulated, and the agency, strength and capacity of women was not mentioned.

In order to ensure a major commitment to gender equality in the GCR we must ask ourselves what are the outcomes if we fail to do this? For example, if we do not identify the barriers to education that older girls face when they do not have access to sanitary materials, it means that one week a month they miss school. We miss the girls' accounts of being forced to have sex with teachers in exchange for grades and school books and their fear of rape as they walk to school. If we don't ask what are the risks that women and girl asylum seekers face at sea, we don't hear, as noted by UNHCR, that 100% have experienced rape and sexual violence⁵. If we don't ask how single mothers, sometimes with a child of rape, survive alone on a single person's rations in a camp, we don't hear that that for most women survival sex is the only option for survival.

Key Process Recommendations

Two of the five process recommendations from thematic meetings 2 and 3 carry over to meeting 4 and 5, and are relevant to the High Commissioners Dialogue. These are:

1. Recognising that over 50% of refugees are women and girls, request all panelists to address the gender dimensions of their topic and ensure that at least one panelist on every panel speaks directly and

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)

⁵ UNHCR, 'Side event: Protection at sea', GCR Thematic discussion two (17 October 2017)

comprehensively to the gender dimensions of the topic, including the direct link between gender equality and SGBV.

2. 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 panelists 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.

Additionally, it is recommended that:

3. Prior to the High Commissioner Dialogue, a meeting be arranged for refugee representatives from the Audit team to brief youth delegates on the importance of addressing gender equality and an effective response to SGBV in their interventions.

4. That in order to fulfil the obvious goodwill and commitment to promoting gender equality and the different needs of women and girls, men and boys, in particular the impacts of SGBV, the excellent recommendations made by States and key stakeholders receive serious consideration in the drafting process to prioritise areas for action and to suggest sustainable and achievable programs and practice for inclusion in the PoA and the community of practice. These should support transformation on the ground to genuinely address the endemic sexual violence which is a key barrier to achieving gender equality.

5. Actions to promote gender equality, acknowledging the specific needs of women and girls, men and boys, inclusion at all levels of decision- making and protection from sexual and gender based violence should be mainstreamed across all recommendations and actions tabled in the four pillars of the PoA. These should be clearly articulated, not assumed, and include the provision of practical support for States and non-state actors. Informed by the UNHCR Age, Gender and Diversity framework, significant work has already been done by UN Women, Women's Refugee Commission, UNSW and others to achieve this outcome, and can inform the PoA⁶. The final draft should be audited to ensure this has happened before it is released for final discussion and debate.

Gender analysis of Plenaries, Panels and Side Events

Refugee participation on Panels

The hard work of UNHCR to include an equal number of male and female refugees on panels, and to actively acknowledge their interventions is acknowledged and made a significant impact on the proceedings. 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 blind⁷. 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 concretise the measures required to achieve gender equality across the PoA.

Opening and Closing Plenaries Day 1 and Day 2

The acknowledgement of the importance of a strong gender perspective across the four pillars of the Comprehensive Refugee Response Framework (CRRF) can be summarised in the following quotes:

⁶ UNHCR Written Contributions, 'Women and girls', Available at <http://www.unhcr.org/search?cid=49aea93aa7&scid=49aea93a57&tags=women>

⁷ 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).

“Peace can only be sustained through inclusive processes, as the international community we must do all we can for supporting women and young people in peace processes. Everywhere in the world we need more women when we talk peace.”

-Ambassador Nicola Clase, Coordinator for Migration and Refugee Issues, Swedish Ministry for Foreign Affairs

“If we add the gender dimension to our work then whatever you do in the refugee response it will be a massive investment in the peace and stability of countries- not just in country of origin but in the region as well.”

-Mr. Volker Türk, Assistant High Commissioner (Protection)

“I think there is real consensus that this Global compact has to be informed by those gender considerations going forward, and we heard that from our youth participants and from those refugees.”

- Ms. Caroline Sergeant, Fragility, Conflict and Violence Group, World Bank

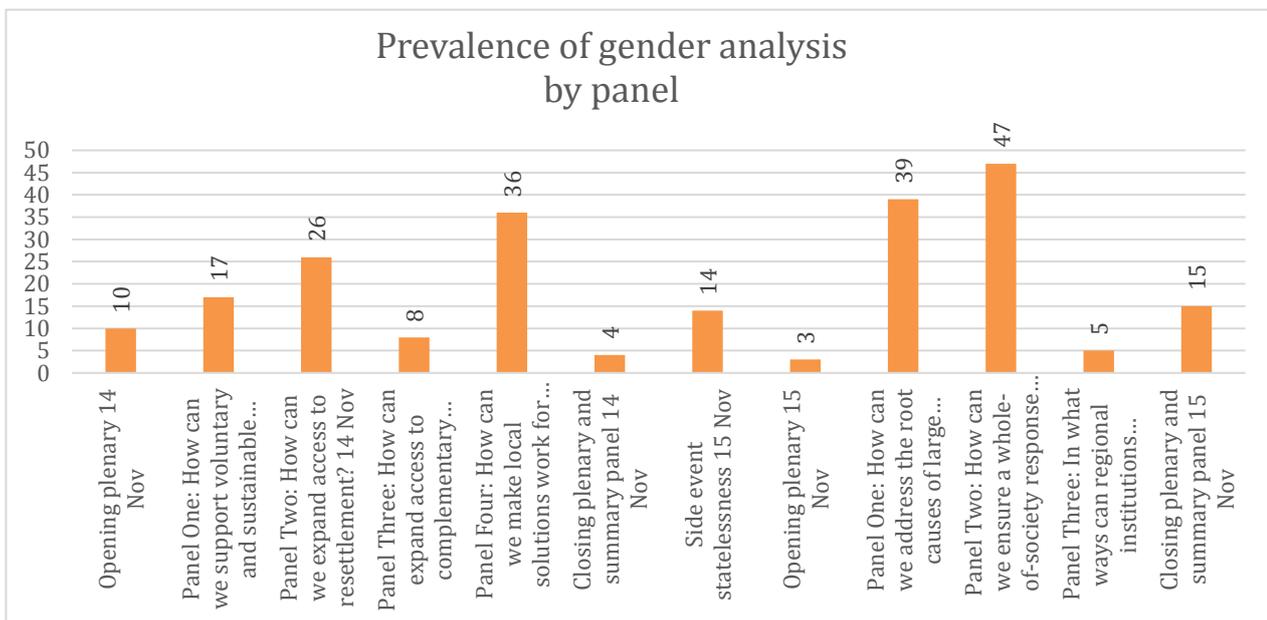
Gender parity was achieved on the Opening and Closing Plenaries of both Thematic Discussions 4 and 5. In both the opening and closing plenaries, day 1 Mr Volker Turk made a strong comment about the need for a strong gender dimensions to solutions, but other presentations were gender blind. However, in the closing plenary, representatives from Brazil and Finland made gendered sensitive remarks in their feedback. The opening plenary on Day 2 was again gender blind. However, we are pleased to record that in the closing plenary, gender identified as a key issue by Mr Volker Turk and other panelists and mentioned in the rapporteurs summary as a critical component of the GCR.

The strong leadership and constructive statements made about gender issues by the Chairs and co-chairs modelled in the opening and closing panels had a definite flow-on effect to the panels and proceedings.

Panels Day 1 and 2

We must commend UNHCR that gender parity was achieved on 4 panels across the two days. Women were outnumbered by men in Day 1, Panel One at a ratio of 4 men to 2 women. In Day 2, Panel Three women were outnumbered by men at a ratio of 5 men to 2 women. In two cases women outnumbered men at a ratio of 5 to 1 on the Day 1, Panel Three and at a ratio of 4 to 2 on Day 1, Panel Four. Overall a total of total of 62 men versus 29 women acted as panel speakers (See Appendix 2). However, this did not always translate into articulation of gender issues, or the specific needs of women and girls. SGBV was seldom mentioned in presentations.

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



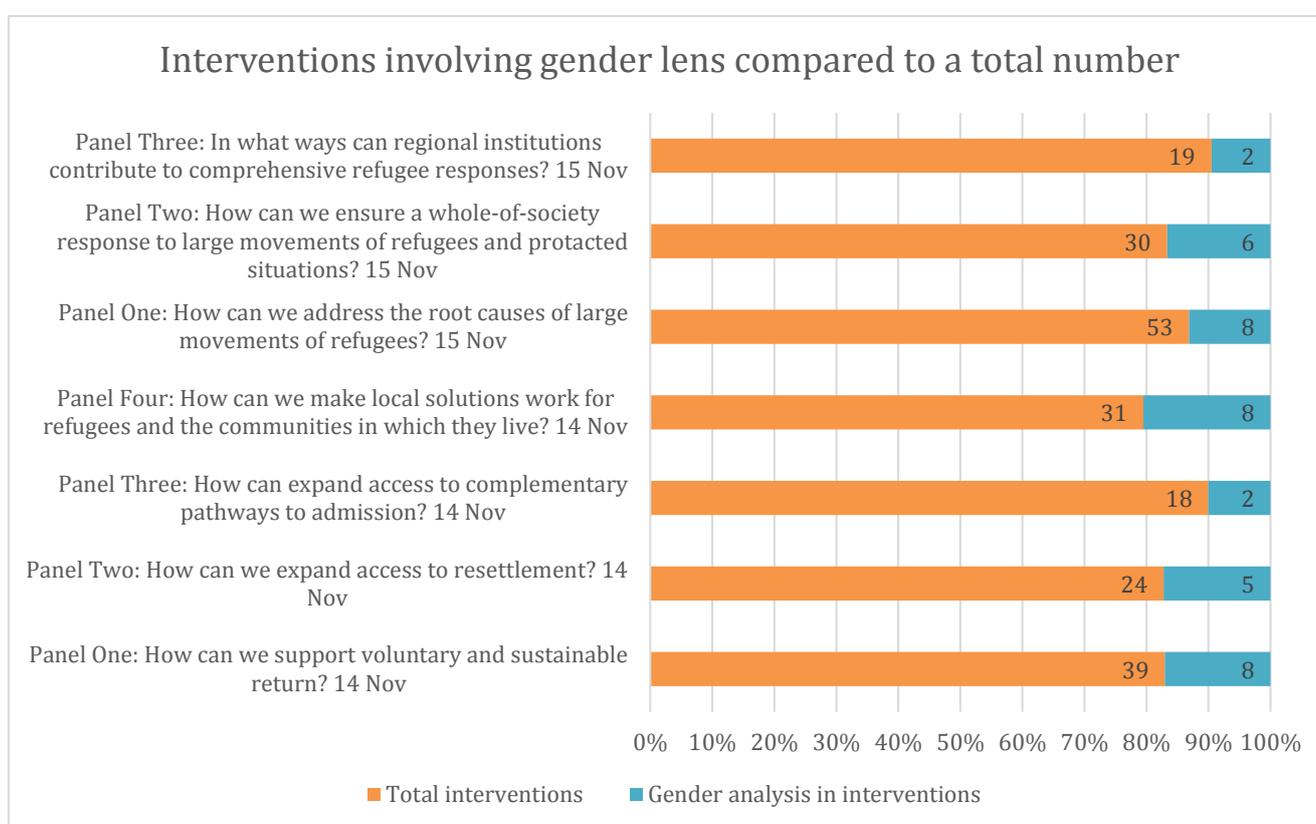
This graph demonstrates the number of times gender related issues were raised in each panel and plenary sessions at Thematic Session Four (November 14, 2017) and Thematic Session Five (November 15, 2017).

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

One side event was held over the two days of the meeting. This addressed the topics of: Statelessness and forced displacement: Interlinkages and the importance of prevention and solutions. While the importance of improved birth registration procedures and documentation for mothers and children was mentioned by all panelists, broader gender issues and the experience of stateless women and girls was not explicitly addressed in this meeting.

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



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 organizations, INGO's and NGO's

The representatives of UN Women, UNFPA and UNHCR spoke effectively issues of gender and gender equality whenever appropriate. PLAN International, WRC, and APPRN also made significant and positive interventions and other NGOs mentioned either gender or women and girls. However, it was disappointing that many other agencies and inter-governmental organisations represented at the Thematic meetings, including UNDP, UNICEF, OCHA, OCHCR and IOM, still contributed little or no gender analysis.

Part Two: An analysis of the content of the panels and side meeting, 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 children, 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

This report draws from and builds on the Concept Paper⁸ that was prepared by UNHCR for the November Thematic meetings and provides a gendered analysis of the content of the panel presentations, interventions and recommendations from the two thematic meetings held in November 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 FOUR: MEASURES TO BE TAKEN IN PURSUIT OF SOLUTIONS (14 NOVEMBER 2017)

Cross Cutting Issues

Many of the gender issues discussed were common across all seven panels, and many of the recommendations made reflect this. There is a small amount of repetition across Panel recommendations, but this has been retained to respect the contributions made by panelists and from the floor.

Crosscutting recommendations

- i. All solutions must recognize the strong links between gender inequality, SGBV and access to other forms of protection and inclusion for refugee women and girls.
- ii. Gender and age disaggregated data (SADD) must be incorporated into every aspect of planning and delivery of services and durable solutions.
- iii. Good quality sexual and reproductive health services must be part of all solutions.
- iv. Accountability, monitoring and evaluation mechanisms must be included in all four pillars the PoA.

⁸ "Towards a global compact on refugees" Thematic discussion four: Measures to be taken in pursuit of solutions and Thematic discussion five: Issues that cut across all four substantive sections of the comprehensive refugee response, and overarching issues, Palais des Nations (rooms XVII and XXIV), Geneva, 14 – 15 November 2017, *Concept paper*.

- v. The participation of both refugee women and men must be mandated/strongly encouraged at all levels of refugee protection, in flight, camps, urban sites, resettlement, returns, peace building and conflict resolution.
- vi. Gender-sensitive and child appropriate screening procedures, and guidelines for asylum decision-makers should be developed, and access for women and children to individual registration guaranteed as a critical aspect of protection measures.
- vii. Planning and programming, must incorporate implementation of existing agreement under international law regarding the human rights, empowerment and protection of women and girls.
- viii. Gender equality must be reflected in all sections the PoA and we must call on all actors to respond to and prevent SGBV.
- ix. The PoA must reflect the Best Interest of the Child Determination process (BID).
- x. A rights-based approach must be utilised, guiding language, action, practical action and application, reflecting a strong gender dimension, acknowledging the differentiated impacts that actions can have on women and girls, by an age dimension, and by diversity dimensions.
- xi. Financial planning for situations of conflict must also support local women's networks and organisations.
- xii. It was noted that if clear and explicit language about human rights violations is not included in the GCR, there are implications for services, responses, policy and law development. Abuses which are not named are often not addressed. This is especially true of rape, sexual abuse, torture, discriminatory practices. It is a way of silencing survivors, even if that is unintended. It was therefore recommended that these violations be named and addressed wherever appropriate.

a) Panel One: How Can We Support Voluntary and Sustainable Return?

"There is a need to increase self-reliance in asylum contexts which improve the situation on both asylum and return to country of origin, and that returnees, both men and women should have access to full human rights" - Turkey

"Support mechanisms must include women and youth to participate in peace processes and re-integration" - Youth Delegate

Again, gender-specific comments were noticeably absent from panel discussion, although the representative from Colombia did mention that one woman was appointed to each victim's panel. Following eight strong and constructive gendered interventions from the floor, five from States, in her concluding remarks talked strongly about the need for women's participation. It was disappointing that the representative from UNHabitat did not mention the specific housing needs of refugee women and girls.

Recommendations included:

(Many of the recommendations addressing Voluntary and Sustainable Return in Panel One were also repeated in Panel Four on Local Solutions)

- i. Gender-sensitivity in screening procedures is critical to the protection of women and girls. Access for women and children to individual registration, and the need for child appropriate procedures, were emphasised. It was suggested that gender-appropriate guidelines be developed for asylum decision-makers.

- ii. There is a need to increase self-reliance in asylum contexts, especially for women and youth, as this will improve the situation both in asylum and in return to country of origin.
- iii. Returnees to have equal rights with all other citizens including democratic rights.
- iv. Diverse groups be included in decision-making, including women and youth to participate in all decisions relating to returns.
- v. Women to be provided with sufficient information to enable them to make informed decisions about return. Return needs to be gender sensitive and recognise that women have often developed new skills, livelihoods, independence and power in displacement and can contribute to the growth and development in the country of return.
- vi. Reintegration must foster and support the economic empowerment of women, as it is an important step towards reducing poverty. It must be acknowledged that group gender composition in returns processes requires careful consideration, and a community-based approach is very important for successful integration.
- vii. Women must have individual identity documents, land deeds and passports, land and property rights, independent of their relationship with any man. Women's Mechanisms in host countries should be invited to be involved in identifying gender-focused solutions both for the refugees and the host communities in which they live and legal systems strengthened to ensure justice for women and young people.
- viii. Having been established as a standard tool in the context of voluntary repatriation, it is recommended that all tripartite agreements be required to reflect a strong and overt gender perspective. This will enable recognition of both the non-gendered and gendered priorities and barriers to return, and recognition of the different needs of men and boys and women and girls. Such agreements must also assist countries without strong gender frameworks to develop these, including national legal frameworks that support the gender equality commitments of the New York Declaration.

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

In consideration of establishing conditions to enable return in dignity and safety, special consideration must be taken for the prevention of sexual abuse and rape. Without this protection, no woman can live in dignity and safety, and goals of gender equality and economic empowerment are rendered meaningless.

It is important that the PoA acknowledge that return and integration are not realistic and safe solutions for all women, for example women whose rapists or abusers are in the country of origin in positions of authority. Women who have been shamed by rape, bearing a child of rape, or having resorted to survival sex to feed their family are often at extreme risk. Alternative, safe solutions must be identified for these women.

b) Panel Two: How Can We Expand Access To Resettlement?

Key gendered issues raised made in the panel session

“Resettlement must be protection centered, not a selective migration pathway, ... innovative in best practice... and able to respond to urgent protection needs for women and girls” - Canada

The panel was again silent on gender issues. Strong interventions from Canada, Australia, APPRN and the gender audit team focused on the importance of the Women at Risk resettlement program, the need to update and use the Heightened Risk Assessment Tool to identify women at risk and the need for services

tailored to meet the needs of the most vulnerable refugees on resettlement. Canada made the important point that resettlement must remain a protection tool, not a migration pathway.

Recommendations included:

- i. Resettlement must include protection measures which can respond to urgent protection needs especially for women and girls.
- ii. There must be increased use of the Heightened Risk Identification Tool to identify those most in need of resettlement.
- iii. Resettlement must remain a protection measure, not an alternative migration pathway, with more resettlement places to be available to women and girls.
- iv. When working with women at risk there should be a focus on innovative practice and women's leadership in both sending and receiving countries.

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

The timely resettlement of refugees identified as being in situations of danger is critical. This is especially the case for women and girls identified as being at extreme risk of rape and sexual abuse, as when the abuse continues, as well as physical and psychological harm, many become pregnant while awaiting resettlement.

That any core resettlement groups which are established have an identified gender specialist to work with women and girls.

c) Panel Three: How Can We Expand Access to Complementary Pathways For Admission?

Key gendered issues raised in the panel session

"There needs be equal opportunities for women and men to access complementary pathways. Specialist assistance and opportunities for family reunion are critical in such pathways" -Australia

There was no mention of gender in panel presentations, however, it was raised in several interventions. The EU noted that the best interests of women and girls must be taken into account, and that family unity is paramount regardless of who has the asylum claim. They also noted that the definition of family needs to be widened to accommodate the composition refugee families which may fall outside the normal definitions. Australia noted that it is important to support equal opportunities for both men and women to access work visas. The gender audit team noted the need to ensure that all complementary pathways to protection included an assessment of the barriers facing refugee women and girls including recognition of informal skills, resourcing women's organisations, and the provision of targeted training and education for women and girls previously denied access to this.

Recommendations included:

- i. It is important that women and men equally have opportunities that facilitate access to complementary pathways, including gender-sensitive education and training. This must include specific support for women and girls previously denied access to basic education, and ensure that apprenticeships and traineeships suitable for women girls, appropriate to their informal skills, are also accessible.
- ii. Specialist assistance and opportunities for family reunion are critical in such pathways, and that benefits as well as the costs to host countries should be quantified and acknowledged.

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

That gender experts such as UN Women and UNICEF be appointed to the proposed Global Refugee Response Group.

d) Panel Four: How Can We Make Local Solutions Work for Refugees And The Communities In Which They Live?

Key gendered issues raised in the panel session

“...we need to empower women and girls as change agents” - UK

Gender issues were effectively addressed in this session. The co-chair, Finland introduced the session with comprehensive references to the gender dimensions, and called for gender inclusion, women’s participation and the importance of gender disaggregated data. Melika Sheikh-Eldin from Australia made a strong presentation about the role of women’s innovative resettlement programs and as community leaders. Brazil, Canada, UK and USA all mentioned the need for a gender perspective and International Planned Parenthood also called for recognition of the specific needs of ADG groups, women’s participation in all local solutions, a strong response to SGBV and better reproductive health services.

Recommendations included: (as noted above there was a large cross over between recommendations in Panel one and Panel four)

- i. Women’s Mechanisms in host countries should be invited to be involved in identifying gender-focused solutions both for the refugees and the host communities in which they live and legal systems strengthened to ensure justice for women and young people.
- ii. Special consideration must be given to finding durable solutions including local solutions for women which continue to offer protection, their rights must not be hampered by discriminatory norms, and must be recognised in the development of national mechanisms, including justice frameworks.

III. THEMATIC DISCUSSION FIVE: ISSUES THAT CUT ACROSS ALL FOUR SUBSTANTIVE SECTIONS OF THE COMPREHENSIVE REFUGEE RESPONSE, AND OVERARCHING ISSUES (15 NOVEMBER 2017)

a) Panel One: How Can We Address The Root Causes Of Large Movements Of Refugees?

Key gendered issues raised in the panel session

“We need to see our work with refugees as an investment, and if we do well, and add the gender dimension, it is a huge investment for the future” – Volker Turk

“Women must be trained, and women must step up and demand their place in peace building.....Development can only be achieved if there is peaceWe are not just victims or survivors, we are warriors. Beyond the heart, the struggle, the pain, we can choose to be peace builders or a peace breaker” - Foni Joyce, Refugee Youth representative

“Youth and women must be included not only as victims but as agents of change: and this should be a guiding notion in the PoA” - Netherlands

“We must involve youth and women in the response to SGBV, and provide education for both boys and girls” - Lebanon

“I am compelled to take to the floor after hearing the youth delegate – I support all measures for the empowerment of women and the prevention of SGBV” - Djibouti

This panel had a strong gender focus, the co-chairs made gendered comments in their introduction, all panelists addressed gender issues but the key factor was a very strong presentation by a young refugee woman, Foni Joyce, who talked about the capacity and agency of women and girls, the need for inclusion in all parts of the process, and the important need to prevent and respond to SGBV. The inclusion of women and youth in the peace process was mentioned in several interventions. The vulnerability of women and girls affected by climate change was specifically mentioned by Mr Charles Lonsdale, and Handicap International raised the issues of the three posed to all refugees and in particular women who live in constant fear of bombing.

SGBV was acknowledged as both a root cause and outcome of forced displacement. The World Bank noted a strong move to get gender incorporated into the GCR and welcomed interventions which addressed this. Several interventions directly addressed gender in their comments.

Recommendations

- i. Women and girls must be involved in peace and security processes and recognised as effective agents of change, from high level participation at peace forums, to local community levels, (UN Security Council Resolution 1325).
- ii. Active and effective support needs to be provided to all refugees as they take their place at the decision-making table, to ensure that they are able to contribute their maximum potential. Women may need particular support to overcome the historic barriers to women's participation.
- iii. Measures should be taken to ensure that minority groups such as people with a disability, youth, children, the elderly and LGBTI are also given the same opportunities for self-representation and decision-making in peace building and conflict resolution.
- iv. The response to climate displacement needs to have a strong focus on women and girls as they are disproportionately affected by climate change, and experience many of the same abuses as refugee women.
- v. The use of explosive devices and bombardment in conflict situations must be stopped, and attention paid to the specific needs of women and children affected by this.
- vi. Effective and achievable prevention and response mechanisms to SGBV are an essential part in all four pillars of the GCR, including in addressing root causes of flight and must be implemented and monitored in all phases of the refugee experience.
- vii. Legal systems need to be strengthened to ensure justice for women and young people.
- viii. An integrated coherent comprehensive approach, moving from humanitarian, to development to peace and security aspects should be developed as a key principle of the PoA.

b) Panel Two: How Can We Ensure A Whole-Of-Society Response To Large Movements Of Refugees And Protracted Situations?

"Faith based organisations play an important role in promoting gender equality" -Mr Emmanuel Sghangweli, Tanganyika Christian Refugee Service

Representatives of church based faith groups emphasised the important role taken by churches in promoting gender equality and the empowerment of women. They also mentioned the specific role they can take in counselling victim of SGBV in the context of faith based structures, and the role they could take in engaging with community leaders to address harmful social practices. There was no reflection of gender issues by other panelists including a representative of the private sector. In its intervention from the floor,

Canada discussed the importance of participatory approaches, and gender equality. In her summing up, the Deputy High Commissioner, Kerry Clements noted the need to include women and youth in the development of the PoA.

There were no specific recommendations on gender in this session. However, many of the general recommendations listed above apply equally in a Whole of Society approach.

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

That all measures to be considered in a whole of society approach by all stakeholders, at all levels of government, UN agencies the humanitarian sector, the development private/corporate actors and civil society must co-ordinate their efforts, and incorporate a strong gender focus and a human rights approach in all planning and implementation.

That University researchers be encouraged to use innovative research methodologies which build on the social capital of refugees, and draws on their expert knowledge of life as a refugee, and importantly, viable solutions to problems faced by refugee populations. Men and women can be trained and employed as research assistants, providing access to higher levels education and economic empowerment.

c) Panel Three: In What Ways Can Regional Institutions Contribute To Comprehensive Refugee Responses?

Key gendered issues raised made in the panel session

There was no mention of gender issues or of women and girls in this panel. One intervention from APPRN suggested that regional responses include a focus on gender and youth.

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

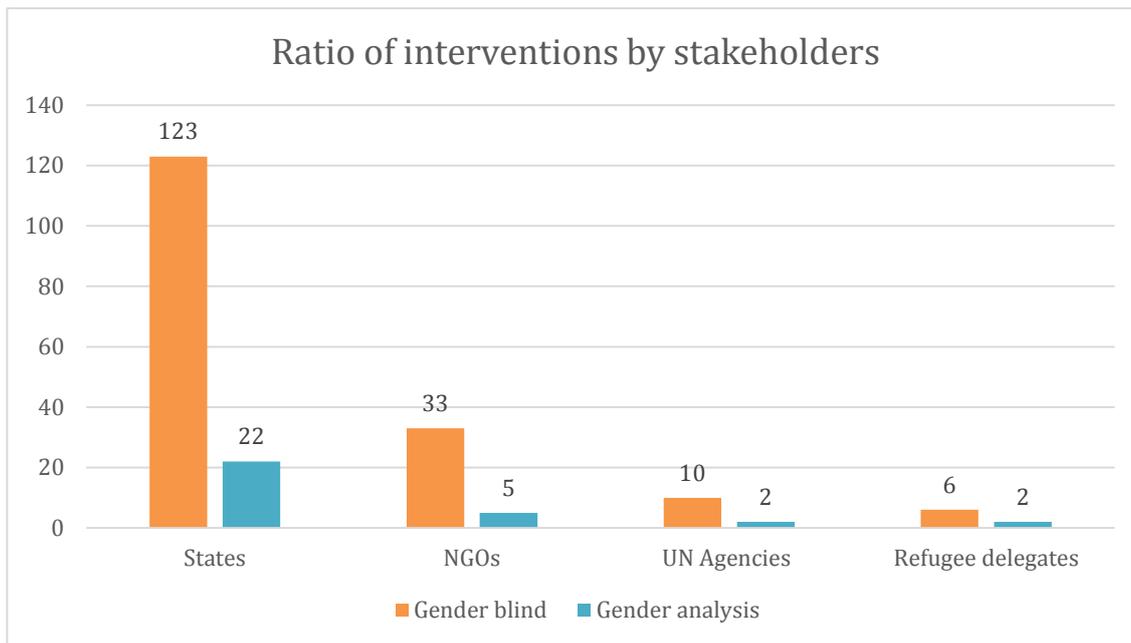
That as part of their consideration of an effective response to refugees, regional bodies draw on their collective experience to suggest local and effective solutions to address gender inequality and sexual and gender-based violence.

d) Side event: *Statelessness and forced displacement: Interlinkages and the importance of prevention and solutions*

The side event addressed the topics of: Statelessness and forced displacement: Interlinkages and the importance of prevention and solutions. While the importance of improved birth registration procedures and documentation for mothers and children was mentioned by all panelists, broader gender issues and the experience of stateless women and girls was not explicitly addressed in this meeting.

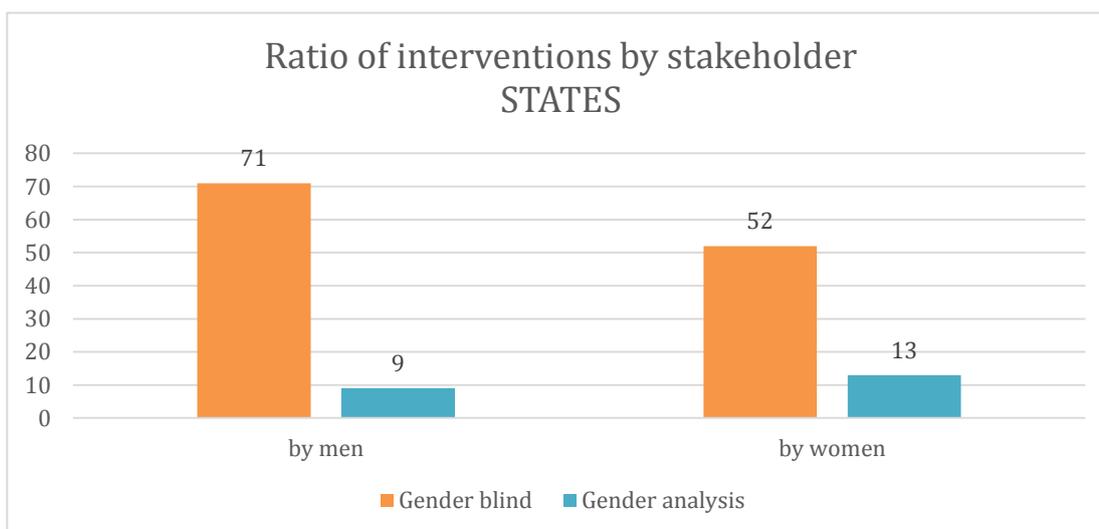
Appendix 1: Data Graphs

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 panelists is counted as one unit per presentation. Gender audit team interventions are not included.

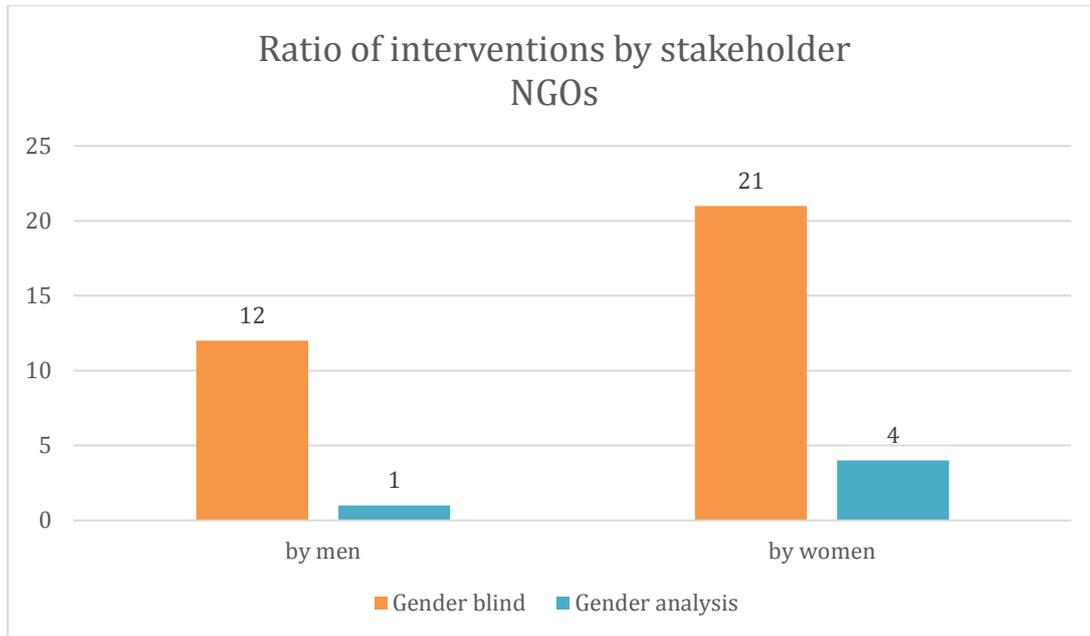
Graph 4: Ratio of interventions by States, by gender lens application



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

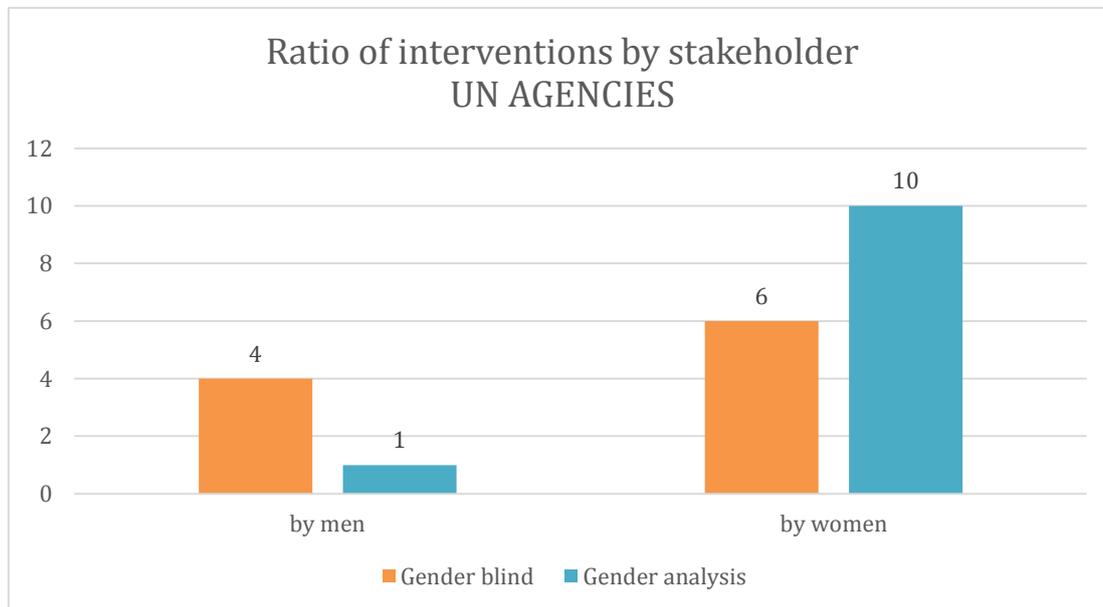
interventions outweigh gendered lens interventions. The analysis of this graph is twofold, as it shows the ratio of interventions themselves by men also significantly outnumber the interventions made by women.

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



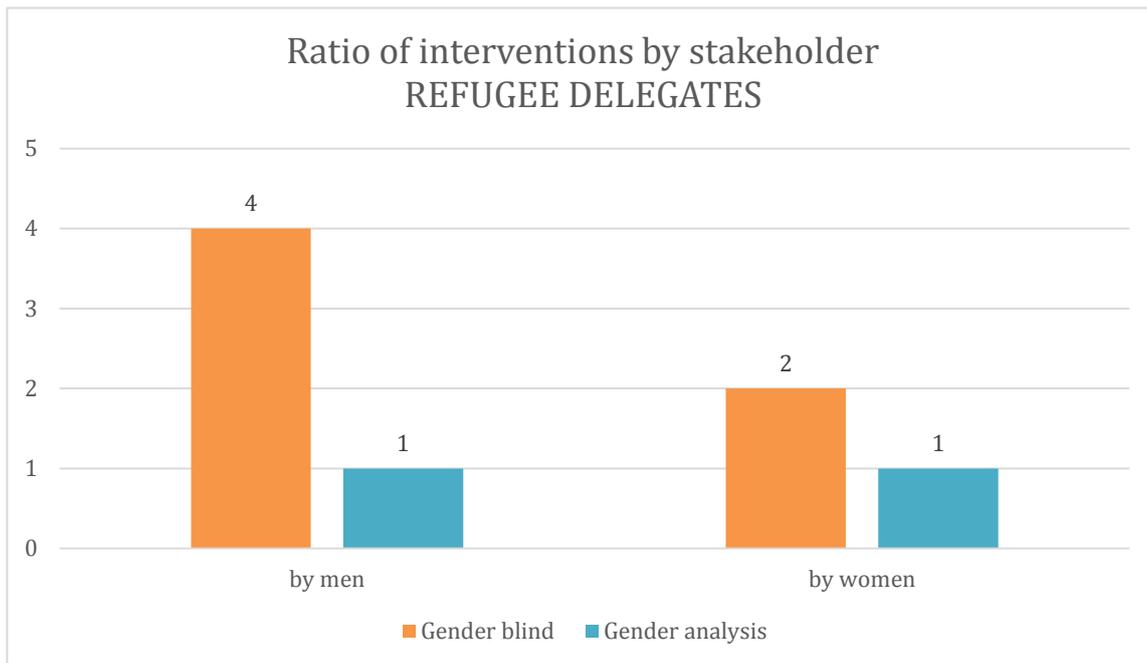
This graph compares the interventions made by NGOs, by both men and women to examine the prevalence of those that were gender blind and considered a gender analysis.

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



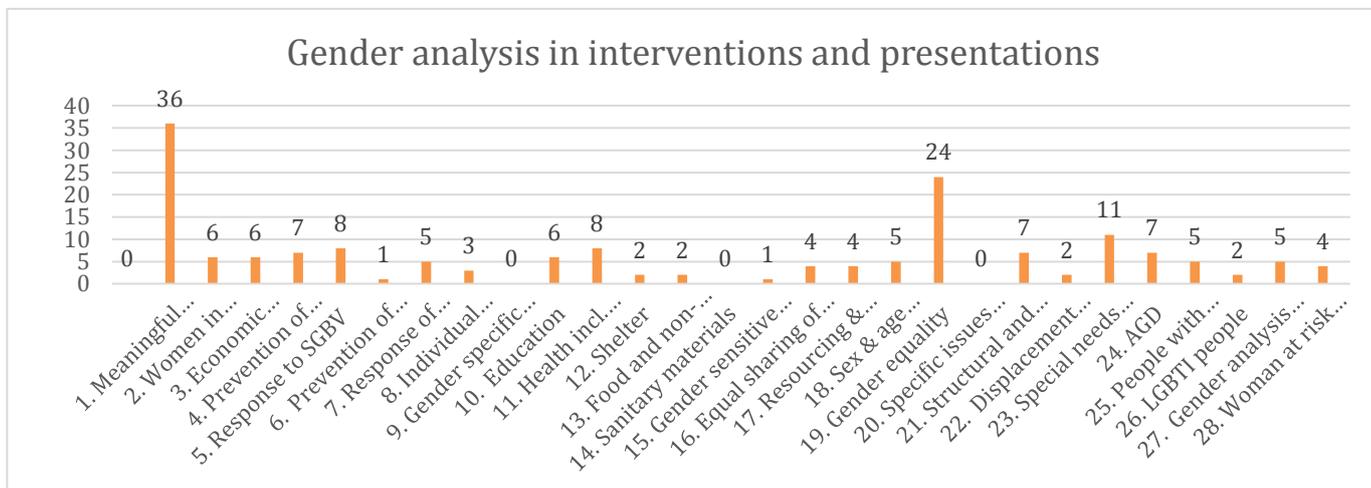
This graph compares the interventions made by UN Agencies, by both men and women to examine the prevalence of those that were gender blind and considered a gender analysis.

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



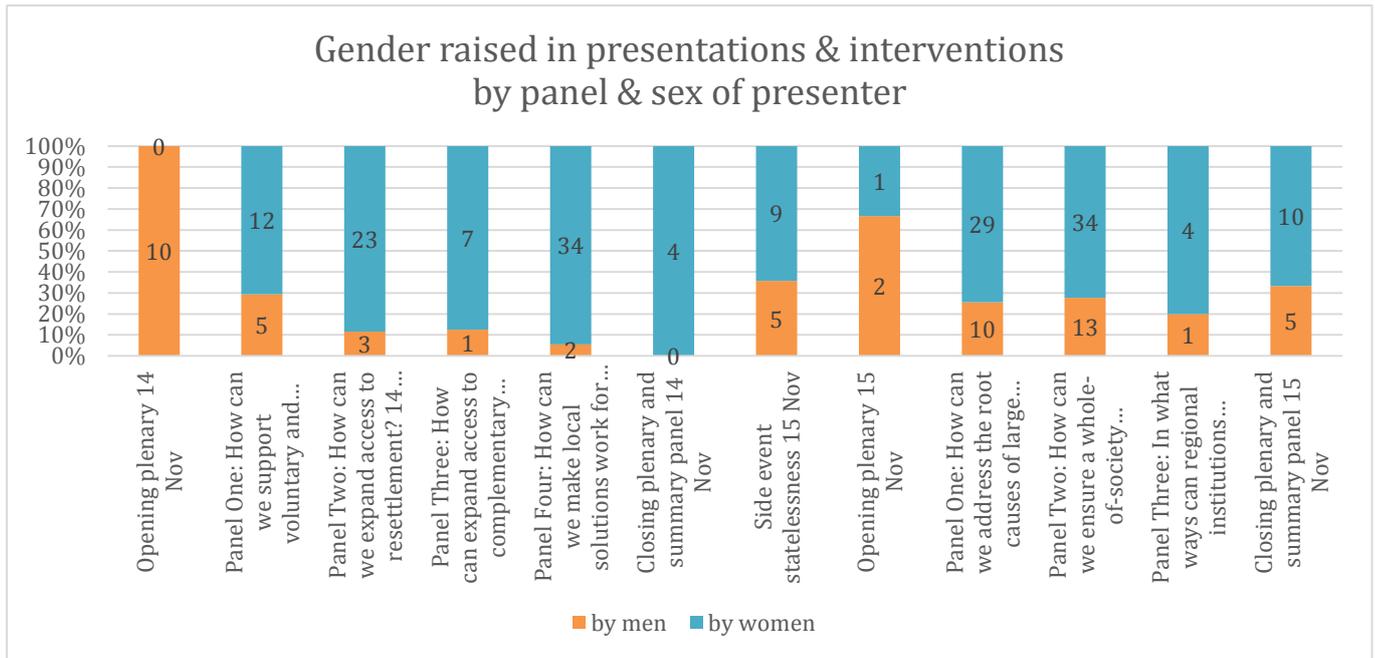
This graph compares the interventions made by Refugee Delegates, by both men and women to examine the prevalence of those that were gender blind and considered a gender analysis. Disclaimer: Graph limitation is the lack of information or contextual data on the selection of representatives.

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



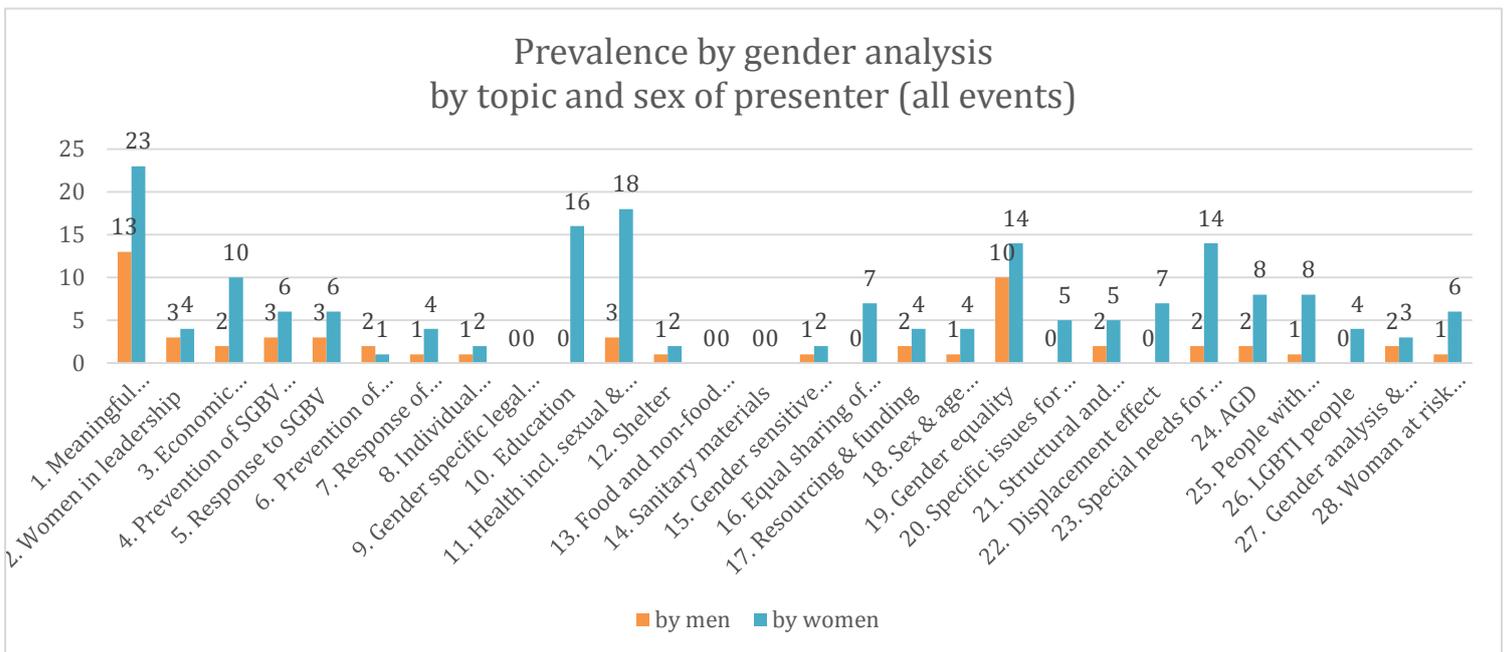
This graph demonstrates the gender analysis of interventions and presentations according to the Gender Audit team’s checklist of cross-cutting issues for women and girls (see appendix 2). Disclaimer: This graph represents a total number of times gender was mentioned within an intervention or presentation.

Graph 9: Prevalence of gender analysis by panel



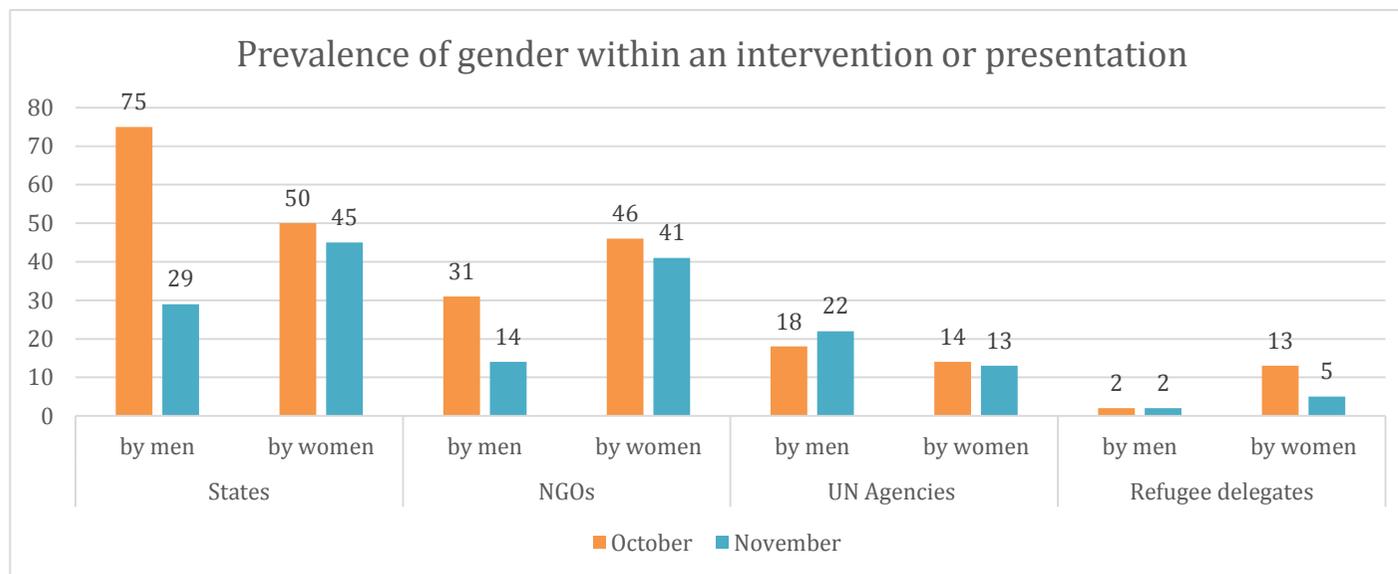
This graph demonstrates the number of times gender related issues were raised in each panel and plenary session. Disclaimer: This graph represents number of times gender was mentioned within an intervention or presentation as it was often mentioned multiple times by the same speaker.

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



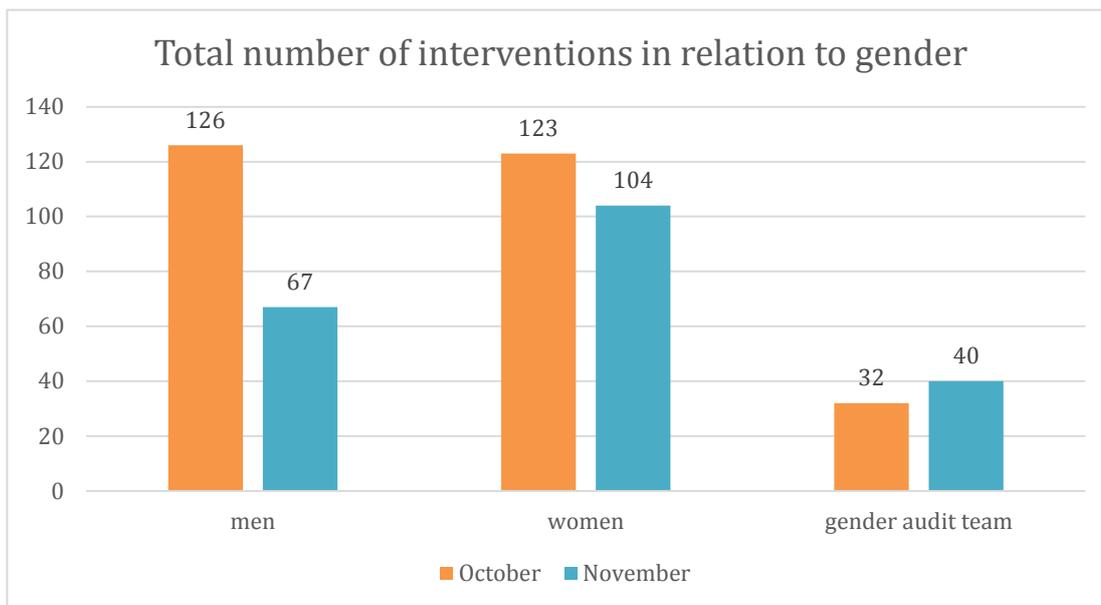
This graph examines the prevalence of the gender analysis interventions made by the sex of the presenter and its corresponding panel. The blue bars represent interventions made by men and orange bars represent interventions made by women. Disclaimer: This graph represents number of times gender was mentioned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

Graph 11: Comparison between October and November Thematic Discussion prevalence of gender within an intervention or presentation



This graph examines the prevalence of the gender analysis interventions made by the stakeholder and the sex of the stakeholder, across both October and November Thematic Discussions. The blue bars represent presentations or interventions made in November and orange bars represent presentations or interventions made in October. Disclaimer: This graph represents number of times gender was mentioned within an intervention or presentation. Noting an additional panel in October Thematic discussions compared to November Thematic discussions.

Graph 12: Comparison between October and November Thematic Discussion total number of interventions in relation to gender



This graph examines the total number of interventions in relation to gender with a comparison between the October and November Thematic Discussions. The blue bars represent presentations or interventions made in November and orange bars represent presentations or interventions made in October. Disclaimer: This graph represents number of times gender was mentioned within an intervention or presentation. Noting an additional panel in October Thematic discussions compared to November Thematic discussions.

Table 1 Gender-blind and gender analysis interventions in October and November Thematic Discussions by sex of presenter

	Gender-blind interventions		Total Gender-blind interventions	Gender analysis interventions		Total Gender analysis interventions
	by man	by woman		by man	by woman	
October Thematic Discussions	89	57	197	25	26	51
November Thematic Discussions	91	80	214	12	27	39

This table presents the gender-blind interventions and the gender analysis interventions by sex of presenter, with a comparison between the October and November Thematic Discussions. Noting an additional panel in October Thematic discussions compared to November Thematic discussions.

Appendix 2: Gender composition of panelists

Panel/Event	Men	Women
Thematic discussion four (14 November 2017)		
Opening Plenary	2	2
Panel One: How can we support voluntary and sustainable return?	4	2
Panel Two: How can we expand access to resettlement?	3	3
Panel Three: How can we expand access to complementary pathways for admission?	1	5
Panel Four: How can we make local solutions work for refugees and the communities in which they live?	2	4
Closing plenary and summary panel	3	3
Thematic discussion five (15 November 2017)		
Side Event Statelessness and forced displacement: Interlinkages and the importance of prevention and solutions	1	0
Opening Plenary	2	2
Panel One: How can we address the root causes of large movements of refugees?	3	3
Panel Two: How can we ensure a whole-of-society response to large movements of refugees and protracted situations?	3	3
Panel Three: In what ways can regional institutions contribute to comprehensive refugee responses?	5	2
Closing plenary and summary panel	2	3
Totals	31	32

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

Appendix 4: Comparison between audit team notes and official summaries of sessions.

	UNHCR Panel Summaries	Gender Audit Team
Panel 1	<p>The inclusion of refugees and returnees in peace and crisis recovery strategies and national development plans was encouraged, particularly women and youth.</p> <p>Colombia’s victims law provides a model, particularly focused on a participatory approach including women.</p> <p>Measures to include women and youth through a community-based and participative approach for the PoA were suggested.</p>	<p>All solutions must recognise the strong links between gender inequality, SGBV and access to other forms of protection and inclusion for refugee women and girls.</p> <p>Gender dimension is need in all solutions.</p> <p>Women and girls must be involved in peace and security processes and recognised as effective agents of change, from high level participation at peace forums, to local community levels, (UN Security Council Resolution 1325).</p> <p>There is a need to increase self-reliance in asylum contexts, especially for women and youth, as this will improve the situation both in asylum and in return to country of origin.</p> <p>Returnees to have equal rights with all other citizens including democratic rights.</p> <p>Diverse groups be included in decision-making, including women and youth to participate in all decisions relating to returns.</p> <p>Gender and age disaggregated data (SADD) must be incorporated into every aspect of planning and delivery of services and durable solutions.</p> <p>Special consideration must be given to finding durable solutions for women which continue to offer protection, their rights must not be hampered by discriminatory norms, and must be recognised in the development of national mechanisms, including justice frameworks.</p> <p>Women to be provided with sufficient information to enable them to make informed decisions about return. Return needs to be gender sensitive and recognise that women have often developed new skills, livelihoods, independence and power in displacement and can contribute to the growth and development in the country of return.</p> <p>Gender-sensitivity in screening procedures is critical to the protection of women and girls. Access for women and children to individual registration, and the need for child appropriate procedures, were emphasised. It was suggested that gender-appropriate guidelines be developed for asylum decision-makers.</p> <p>Reintegration must foster and support the economic empowerment of women, as it is an important step</p>

		towards reducing poverty. It must be acknowledged that group gender composition in returns processes requires careful consideration, and a community-based approach is very important for successful integration.
Panel 2	<p>The specific needs of women and girls were highlighted in regards to ensuring the quality of the solutions that resettlement provides to those who need it, particularly those with specific needs.</p> <p>The use of emergency transit facilities, which ensure the safety of those who are most-at-risk whilst they await emergency resettlement.</p>	<p>Resettlement must include protection measures which can respond to urgent protection needs especially for women and girls, and not a selective migration pathway.</p> <p>Women must have individual identity documents, land deeds and passports, land and property rights, independent of their relationship with any man.</p> <p>There must be increased use of the Heightened Risk Identification Tool to identify those most in need of resettlement, more resettlement to be available to women and girls, and a focus on innovative practice in both sending and receiving countries.</p>
Panel 3	<p>On facilitating labour migration schemes in a protection sensitive manner: Ensure refugee access to gender sensitive training, apprenticeships and work opportunities.</p> <p>That complementary pathways must be available both to men <i>and</i> women.</p>	<p>It is important that women and men equally have opportunities that facilitate access to complementary pathways, including gender sensitive education and training. This must include specific support for women and girls previously denied access to basic education, and ensure that apprenticeships and traineeships suitable for women girls, appropriate to their informal skills, are also accessible. Specialist assistance and opportunities for family reunion are critical in such pathways, and that the benefits as well as the costs to host countries be quantified and acknowledged.</p>
Panel 4	<p>A coordinated dialogue process at the onset of refugee situations, including host countries, regional institutions, donors, and other actors to support the revision and development of relevant policies and frameworks; as well as intersectional gender-sensitive needs and capacity assessments at the onset of crises.</p> <p>The need for a strong gender perspective and inclusion of children, as well as particularly vulnerable populations, was stressed.</p>	<p>Good quality sexual and reproductive health services must be part of all solutions.</p> <p>Gender and age disaggregated data (SADD) must be incorporated into every aspect of planning and delivery of services and durable solutions.</p>

Thematic Discussion five

	UNHCR Panel Summaries	Gender Audit Team
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<p>Panel 1</p>	<p>Sexual and gender-based violence can be a root cause of displacement and, all too often, a consequence of it as well.</p> <p>Ensuring that the gender and age dimensions are integrated at all times, including by ensuring that women and youth are included in conflict prevention and peacebuilding processes;</p>	<p>Emphasis on enhancing the role and participation of women and young people in decision making and addressing their aspirations and grievances in order to sustain peace. We have a responsibility to avoid the exclusion from access to power and insecurity.</p> <p>If we add the gender dimension to our work then whatever you do in the refugee response it will be a massive investment in the peace and stability of countries- not just in country of origin but in the region as well.</p> <p>Secondary displacement from climate change/ disasters impact is not homogenous as vulnerable gaps of women, children, indigenous and low cast are most likely to be impacted by affects of climate change and displacement whether new or pre-existing.</p> <p>Strengthen the participation and capacity of women and youth in dialogues of peace processes.</p> <p>Strengthen security of women and children in fragile and conflict affected states.</p> <p>Inclusivity means that peace can only be sustained through inclusive processes, as the international community we must do all we can for inclusive societies not least for supporting women and young people in peace processes, or let me put it like this everywhere in the world we need more women when we talk peace. It is clear that exclusion from job markets, healthcare, and security creates fertile ground for violence mobilization we are to prevent society from descending into violence ensure they are inclusive.</p> <p>Women have a crucial role in peacebuilding process as they focus on sustainable development, mediation and reconciliation. Development can on be achieved if there is peace and the women’s potential within the refugee communities is explored, therefore enabling them to be active contributors in all services.</p> <p>Women, and persons with disabilities are most impacted by multiple displacement pattern in terms of both physical and psychological impacts.</p> <p>Women are most affected due to lack of reproductive health services in armed conflicts</p>
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		<p>affected areas and due to bombing of infrastructure and driven out of their homes.</p> <p>We must continue to develop and build the existing capacity of women and young people to ensure their effective participation in peacebuilding processes.</p> <p>Financial planning for situations of conflict must also support local women’s networks and organisations.</p> <p>The response to climate displacement needs to have a strong focus on women and girls as they are disproportionately affected by climate change, and experience many of the same abuses as refugee women.</p>
Panel 2	<p>Participants reiterated the need for whole-of-society approaches to avoid creating confusion, overlap or delay and to be underpinned by principles of partnership, gender equality, transparency and complementarity. Participants underscored the need for continued engagement in the development of the programme of action by refugees, particularly women and youth, and other actors.</p> <p>There was strong emphasis on recognizing the role that churches play in supporting refugee health, gender equality and security along refugee routes and in crisis situations.</p> <p>On the role of universities and academic networks and on a “refugee academic alliance”: Scholarships and programme design must take into account the barriers faced by many refugee women and girls in obtaining secondary education in particular.</p>	<p>Gender equality must be reflected in all sections the PoA and we must call on all actors to respond to and prevent SGBV.</p> <p>Effective and achievable prevention and response mechanisms to SGBV are an essential part in all four pillars of the GCR</p> <p>Legal systems need to be strengthened to ensure justice for women and young people.</p>
Panel 3	<p>Encourage regional institutions to develop gender frameworks, and frameworks for vulnerable groups, in line with existing international standards.</p>	<p>A rights-based approach is utilised, guiding language, action, practical action and application, reflecting a strong gender dimension, acknowledging the differentiated impacts that actions can have on women and girls, by an age dimension, and by diversity dimensions to ensure that we are responding to people from every specific vantage point and addressing their specific needs and rights .</p>

		<p>The PoA must include recommendations for regional institutions to include gender frameworks in line with existing international standards.</p> <p>Gender is not just pertinent to the different needs of men and women. It equally applies to children, youth the elderly, people with a disability the LGBTI community and other minority groups and this should be reflected in the PoA. Gender analysis is needed in all situations of mass displacement.</p>
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