

Addressing the intersections of climate change, energy, environmental degradation and gender-based violence

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List of Acronyms

IASC	Interagency Standing Committee
CEDAW	Convention on the Elimination of all forms of Discrimination Against Women
DRR	Disaster Risk Reduction
FCCC	Framework Convention on Climate Change
GBV	Gender based violence
HIV	Human Immunodeficiency Virus
IRC	International Rescue Committee
LWPG	Lima Work Programme on Gender
NDMA	National Disaster Management Authority
NGO	Non-Government Organisation
PNG	Papua New Guinea
SDG	Sustainable Development Goals
UN	United Nations
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNFPA	United Nations Population Fund
VSLA	Village Savings and Loans Association
WASH	Water, Sanitation and Hygiene
WEC	Women's Empowerment Centres

List of Key Informants

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Introduction

In international development and humanitarian circles, attention is increasingly being paid to the multiple ways in which gender based violence (GBV) obstructs development outcomes, not only for individual survivors of violence but also for their families, communities and countries. The perpetration of GBV has direct implications for survivor health, hampers survivor access to education, capacity to engage in livelihoods or participate in social and political life. At larger social scales, the effect of GBV can be seen in family breakdown and community conflict, and in poorer health, education and employment outcomes for entire communities. The result is great suffering, lost opportunities, lower productivity and financial cost.¹

With a growing awareness of the implications of GBV for development and to optimize the effect of environmental programming on poverty eradication and reducing inequality, UNDP is looking to squarely address GBV and gender issues in its work. UNDP's recent restructure has established gender equality as a priority and a cross cutting theme across programming areas. A mapping exercise identified gaps in its work that signal a need to strengthen GBV prevention strategies, advocacy, research and legislative reform. The organisation is going further to review its approach to addressing GBV in order to be more systematic, integrated and innovative.

As part of this review, this paper investigates the potential for UNDP to address GBV specifically through its environmental programme. The paper was developed in consultation with UNDP officers working on gender issues. The analysis has drawn on wide ranging literature on development interventions and interviews with key informants within UNDP at country and global levels, as well as consultation with members of the Africa Climate Change Resilience Alliance, who have an interest in these issues (see List of Key Informants).

The paper begins by examining the nexus of GBV and environmental programming, and positions that interconnection within the international development agenda. Key development challenges that UNDP will need to address in this work are identified. The paper then provides examples of environmental programme and policy responses that have attempted to address GBV and lessons learned. In turning to UNDP's role in this space, consideration is given to the organisation's comparative advantage in addressing this issue through

environmental programming, along with potential entry points for this work. Examples of potential GBV interventions are proposed, followed by conclusions and suggested next steps.

¹ For example, the annual cost of intimate partner violence has been variously estimated at: USD\$5-8 billion in the USA in 2003 (Department of Health and Human Services 2003); AUD\$8.1 billion in Australia in 2002/3 (Department of Social

Services 2004); and £22.9 billion in England and Wales (Walby 2004). More recently, a study has estimated the economic impact of GBV in South Africa at between at least R28.4 billion and R42.4 billion for the year 2012–13 (Khumalo *et al.* 2014).

PART I: Gender-based violence and environmental programming

Gender-based violence and the environment nexus

Gender based violence or GBV is a catchall term referring to violence, abuse and discrimination directed at someone because of their gender. It includes physical, sexual, psychological, financial and social abuses and may manifest differently depending on the socio-cultural and situational context. For example, it may take the form of child or forced marriage, denial of inheritance or education, domestic violence, female genital mutilation, rape, infanticide, transactional sex,² sex trafficking, sex slavery or killing in the name of 'honor'.

Because GBV is founded in unequal gender power relations, women and girls are more likely to experience this kind of violence than men and boys. Women and girls traditionally have less power and status, fewer resources, less access to education, income or decision-making than their male counterparts. However, men and boys can also experience GBV, for example, as forced marriage, domestic violence, rape, mass conscription, castration or sex-selective massacre.

The problem has global significance. The World Health Organization estimates that 35% of women globally have experienced either physical and/or sexual intimate partner violence or non-partner sexual violence in their lifetime, and that as many as 38% of murders of women are committed by an intimate partner (Devries *et al.* 2013). While GBV has been documented in communities around the world, higher rates and more severe violence are recorded in circumstances where women and girls have very limited rights, face far greater restrictions than men and boys, and where strict gender roles and norms are in place.

GBV is a critical concern for an organisation like UNDP because in a development or humanitarian context, it is one more significant burden placed on individuals and communities. It limits survivor resilience and delays their recovery from crises. It also negatively impacts on development outcomes. For example, child marriage as a coping mechanism to food insecurity pressures on families can impact on health outcomes, with many adolescent girls experiencing complications related to early sex and early pregnancy. Women raped in displacement camps following a disaster may be too traumatised to engage in livelihoods programs or may

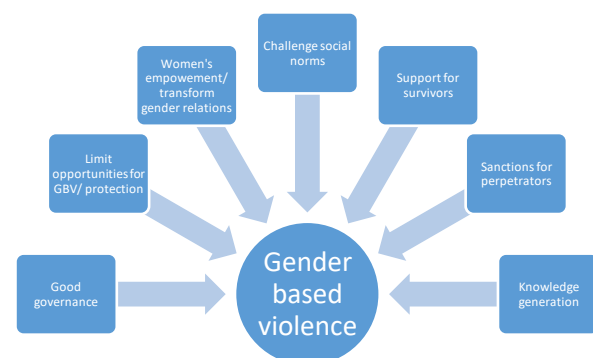
be abandoned by their husbands, leaving them impoverished and at further risk.

Importantly, because GBV is preventable, there are substantial development gains to be made by reducing its perpetration. By understanding local gender norms and roles, the enabling factors for violence and the trigger points for social change, development programming can be tailored to prevent GBV, protect communities and respond to GBV where it occurs.

Environmental programming in general has not been a traditional target area for GBV intervention. (Notably, the previous [2005] and current [2015] IASC *Guidelines for Integrating Gender-Based Violence Interventions in Humanitarian Action* make no reference to environmental programming.) However, this area of programming offers compelling possibilities. In developing contexts, communities are intimately reliant on their immediate natural surroundings for water, food, shelter and livelihoods, so that environmental threats or changes significantly impact on day to day lives. Stresses accompanying these threats or changes can be triggers for violence and abuse. Abuse itself is sometimes a negative coping mechanism of desperate people. Box 1 provides some examples of the interconnections between GBV and environmental changes and shocks.

Environmental programming in developing contexts has significant potential to minimise GBV and provide support to survivors. All three cluster areas of UNDP's work - Sustainable Development (including energy and the extractive industries), Resilience (including climate change and disaster risk reduction) and Inclusive and Effective Democratic Governance - present opportunities to initiate GBV interventions through environmental programming. Figure 1 indicates some key approaches to addressing GBV.

Figure 1. Key approaches to GBV intervention



² That is, sex in exchange for food, medicine or other essential services.

Box 1: Examples of interconnections between GBV and environmental changes and shocks

- In communities affected by mining, inward migration, high populations of men, sudden increases in disposable income and associated alcoholism can elevate levels of sex trafficking, prostitution, domestic violence and sex abuse.
- In communities with limited energy supply where lighting at night is poor or non-existent, women and children can be at risk of sexual and other abuses in public places.
- Situations of drought, deforestation or displacement that force women and girls to travel long distances to collect water, food or firewood for household use or sale, may expose them to risk of sexual attack and/or abduction.
- In times of food scarcity, girls (and boys) may be taken out of school by their families, adolescent girls may be forced to marry early to reduce strain on households; women and girls may engage in transactional sex in exchange for food or medicine, and/or be subjected to domestic violence as household tensions rise.
- During times of scarcity, conflicts over natural resources can turn violent, e.g. cattle raids on neighbouring communities can result in the killing of men and boys, and the rape and abduction of women and girls.
- Disasters that destroy shelters and displace communities can expose women and children (and sometimes men) to sexual abuse and domestic violence both inside and outside evacuation centres/camps, especially where formal and informal protections have broken down.
- Disasters that take the lives of men may leave their wives and children homeless if local customary laws deny women inheritance rights to land and property.

The international development agenda to 2030

UNDP's review of its GBV work at this time reflects increasing attention being paid to gender equality and GBV in the international development space.

In the climate change arena, for example, the Green Climate Fund³ accounts for gender in its operations, investments and performance measurement, and calls for gender mainstreaming in programmes and projects it funds (Heinrich Bols 2015). In December 2014, the Conference of the Parties to the UN Framework 'Convention on Climate Change (FCCC) adopted the Lima Work Programme on Gender, a two-year work programme on gender. The programme aims to promote gender-responsive climate policies and mandates gender across all areas of climate negotiations.⁴ The Paris conference on climate change held in December 2015 continued this focus. The Preamble of the Paris Agreement mandated gender-responsive adaptation actions and capacity-building activities. Disappointingly, however, gender-responsiveness was missing from mitigation responses

and key sections on finance and technology development and transfer.

A focus on gender issues can also be found in the Sendai Framework for Disaster Risk Reduction 2015-2030.⁵ This international instrument establishes gender integration in disaster risk reduction policies and practices as a guiding principle, names women's empowerment as a priority and calls for disaster response measures that meet the gender requirements of users.

Most significantly, the new Sustainable Development Goals (SDGs), adopted in September 2015, expressly identify GBV as an obstacle to peace and sustainable development. In addition to a stand-alone goal and targets on gender equality and the empowerment of women, gender-specific targets are included across the other goals. For example:

³ The Green Climate Fund was established in 2010 to assist developing countries mitigate and adapt to climate change.

⁴ The programme includes training on gender for delegates of Parties to the Convention, increasing women's representation in climate negotiations, convening

workshops on gender responsive climate policy and producing guidance on integrating gender considerations into climate change related activities.

⁵ The framework was adopted in March 2015, replacing the previous Hyogo Framework for Action.

SDG 5: Achieve gender equality and empower all women and girls.

Targets include:

- End all forms of discrimination against all women and girls everywhere
- Eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation
- Eliminate all harmful practices, such as child, early and forced marriage and female genital mutilation
- Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life
- Ensure universal access to sexual and reproductive health and reproductive rights
- Undertake reforms to give women equal rights to economic resources, as well as access to ownership and control over land and other forms of property, financial services, inheritance and natural resources

SDG 16: Promote just, peaceful and inclusive societies

Targets include:

- Significantly reduce all forms of violence and related death rates everywhere
- End abuse, exploitation, trafficking and all forms of violence against and torture of children

The focus on gender and GBV in international development should carry forward to the 1st World Humanitarian Summit in Istanbul, Turkey, planned for May 2016. The summit aims to collectively address critical humanitarian challenges. In calling on global leaders attending the summit to commit to 'leaving no one behind', the UN Secretary-General has made explicit reference to a need to eradicate GBV and treat survivors with dignity (United Nations 2016).⁶

In response to criticisms of the UN's earlier work as operating in silos, there is now a concern to integrate knowledge and actions across development sectors. UN Member States have expressly acknowledged a need to leverage the synergies between the different SDGs so that 'implementation of one advances progress of others' (United Nations 2015). This new, integrated way of thinking provides a useful frame for UNDP's approach to GBV interventions as cross cutting issue. As such, the SDGs provide a number of entry points for GBV interventions in environmental programming. These include in: access to water (SDG 6); energy (SDG

7); industry, innovation, and infrastructure (SDG 9); climate action (SDG 13); aquatic (SDG 14) and land resources (SDG 15); and strong institutions (SDG 16).

Challenges of addressing GBV in environmental planning

UNDP faces a number of challenges that will need to be addressed in order to deliver effective GBV interventions in environmental programmes.

Lack of data on GBV: Concrete evidence about the prevalence of GBV at country level is often lacking. Additionally, there is limited knowledge of how environmental changes contribute to GBV or how GBV interferes with resilience to such change in different contexts. Consequently, many people working in environmental programming would fail to see the relevance of GBV to their work. Even if programming staff at country level have anecdotal information about such linkages, they may lack data in a form useful to engaging and influencing key stakeholders, such as mining companies or central ministries of financing, mining or environment. Additionally, raising GBV concerns with government partners who are gender insensitive is difficult, especially in situations where environmental departments are dominated by men.

Silos within development programming: Coupled with a lack of data, humanitarian actors with the UN system and other actors are often siloed in terms of their expertise, interests and incentive systems, so that those who are most interested and concerned about GBV are often not those who are key partners in environmental aspects of humanitarian work. These divisions ignore the integrated nature of gender with other issues, which has led to shortfalls and missed opportunities.

Lack of GBV intervention expertise: In UNDP itself, linkages between GBV and environment are not well known or understood. While UNDP has gender and GBV expertise within its Gender Team, expertise is lacking within environmental programming areas, particularly at field level. Further, gender experts within the organisation who would routinely raise gender equality issues in environmental programming, such as a need to promote equal participation and women's leadership opportunities or use of equality indicators, may not necessarily raise concerns about GBV. Concerns about GBV are more likely to be perceived as falling within the responsibility of the Inclusive and Effective Democratic Governance Cluster, rather than in the Sustainable Development or Resilience Clusters. The governance team may address GBV at country level

⁶ Note that UN Women, CARE International, ActionAid and other organisations are advocating for greater inclusion of

gender and GBV consideration at the World Humanitarian Summit.

through a separate or joint programme (e.g. with UN Women and the Ministry of Women), with a focus on filling legislative and policy gaps, building institutional capacity and coordination. When UNDP does engage in small scale GBV interventions in climate change, disaster risk reduction (DRR) or the extractive industries, the work tends not to be systematic, linked to national policy or identified in needs assessments. This lack of integration results in lost opportunities for programming.

Competing priorities and limited resources: Like any area, environmental programmes have competing priorities and finite resources. Unless GBV intervention is identified as core business with indicators, it is unlikely to be given due consideration in programme design or implementation. Moreover, programmes are usually designed to meet the requirements of donors or government (i.e. supply driven), rather than focus on the demands and needs of beneficiaries (i.e. demand driven). If GBV is not on the agenda of donors and government, it is likely to be excluded. This is more often the case where national policy and legislation on GBV is weak or non-existent, and where budgets are insufficient.

PART II: Programming and policy responses

Examples of GBV interventions in environmental programmes and approaches

Given the challenges indicated in the previous section, forays into GBV intervention in environmental programming are still fledgling and unsystematic. However, some themes across practice are beginning to emerge. The following discussion attempts to synthesize key learnings from these interventions.

Convening partners and collaboration in the extractive industries to address GBV

Mining operations are notorious for their contribution to social problems, as well as environmental degradation (e.g. Adler *et al.* 2007; Bridge 2004; Moffat & Lacey 2012; Slack 2012; White 2013). Yet, there are promising developments emerging from the extractive industries in recognition of a need to address issues like gender inequity and GBV.

In Mongolia, mining-related social problems in the South Gobi led to the initiation of a research project examining connections between GBV and mining in two communities (Cane *et al.* 2014). The research found the rate of GBV had increased since the onset of mining, specifically domestic violence, prostitution and alcohol-fuelled violence. At a stakeholder roundtable held to discuss the findings, policy makers agreed to: create a multi-stakeholder taskforce to combat GBV in the region; consider GBV in the town and camp planning stage of minerals operations; and to open women's shelters and childcare centres to prevent GBV and provide support for survivors. A Memorandum of Understanding was signed by Mongolia's National Committee on Gender Equality and the Erdenes Tavan Tolgoi company, with funding of AUD\$280,000 over three years to address GBV. Practical measures undertaken included: installing street lighting to improve visibility and safety; building a women's health centre; building a green park for community activities; and improving the environment to foster a more family friendly community.

Another company, FIRST Quantum Minerals-Kansanshi Mining Plc, operating in Zambia is targeting high rates of child marriage and teenage pregnancy in communities where it operates (no author 2015). The company has implemented an education campaign against GBV and child marriages, and supports a One-Stop Centre for Gender-Based Violence at Solwezi General Hospital. The company's Gender Officer collaborates with other organisations to remove adolescent girls from marriage, return them to school and pay for their school costs. The company also

promotes a toll free number, where callers can confidentially access information and psychosocial counselling, including for domestic violence and child abuse.

In Papua New Guinea (PNG) the World Bank has partnered with UN Women, the Government, mining companies and community organisations to jointly address gender issues. Actions have included organisation of three international conferences for a Women in Mining Initiative, development of a *National Action Plan for Women in Mining Areas (2007-2012)* and six local action plans, and the appointment of a Women's Officer to each of the largest mining operators. In addition to the national action plan's objectives to improve women's and girls' health, education and livelihoods, was an objective to prevent GBV. Acting on the GVB objective, the Porgera Gold Mine supported the Porgera Women's Association to raise awareness about GBV, provide counselling services to survivors and provide maintenance for deserted wives and children (Mong 2010). Further, in 2007 women at the OK Tedi mine site negotiated for 10% of funds from the mine's operations for programmes supporting women and children, including for GBV impacts (UN Women 2014). In 2012, 30 female leaders renegotiated this agreement, resulting in 18.24% of funds being directed towards programmes for women and children (World Bank no date).⁷ Going forward, the PNG Mineral Resources Authority will lead research on GBV and the extractive industries in the country, to inform community outreach and awareness-raising. It will also lead a collaborative forum with extractives companies to develop an industry-specific code of conduct for addressing GBV (Heller 2015).

Lessons learned

Documentation about the effectiveness of these initiatives in preventing GBV or supporting survivors is not available but these examples do signal potential entry points for UNDP. In 2012, UNDP released its Strategy for Supporting Sustainable and Equitable Management of the Extractive Industries (UNDP 2012), acknowledging the association of these industries with conflict, violence and GBV. The Strategy commits UNDP to:

- 2.11: Support the formalization of mining to prevent GBV and protect community health
- 2.18: Support initiatives focused on women's economic empowerment and political participation, prevent and respond to GBV, and build the capacities of women's advocacy organizations.

⁷ The project closed in 2013.

From this starting point, the following lessons could be applied:

- given the relative lack of information on gender, GBV and the extractive industries, there is a need for local research on these issues (e.g. UN Women's research on gender and mining in Mozambique) to be conducted and collated in ways that are accessible to environmental programme operators in the development sector
- forums and conferences can bring mining companies, governments, communities, non-government organisations (NGOs) and civil society organisations (including women's national and grassroots organisations) together in the planning stages of operations to identify critical community concerns about GBV and protection in mining affected areas, that in turn can inform the development of action plans and strategies to ameliorate negative outcomes
- country partners can engage in good governance with relation to the extractive industries sector, enabling human rights protections, good public administration and safeguards to prevent GBV and other harms, as well as promoting positive outcomes (e.g. the use of mining revenues in local communities to address GBV and gender inequalities)
- extractive companies can similarly engage in good practice on gender and GBV intervention through the establishment of codes of conduct, corporate gender strategies, gender teams and nomination of gender champions, as well as direct support to survivors and families affected by GBV
- mining companies, governments and civil society are in need of expertise about GBV issues (including training and resources)
- women's organisations can effectively negotiate with mining companies and governments for protective measures against GBV and investments in social development but need to be supported to have a seat at the table and supported in negotiations.

Reducing exposure to violence through energy alternatives

Many refugee and displaced persons camps, as well as communities in development settings, have minimal access to energy for lighting, cooking and heating. Within these contexts have emerged studies from Africa (Bizarrri 2010; Consulting CASA 2001; ENERGIA/DFID 2006; Lahn & Grafham 2015; Mercy Corps 2010) and Haiti (Jewell 2011; Davoren 2012)

identifying an increased risk of sexual abuse and domestic violence associated with poorly lit communal spaces and during firewood collection, an activity principally conducted by women and girls. In response, strategies involving the distribution of hand held solar lamps, installation of street lighting and the construction and distribution of fuel efficient stoves and modern fuels have been initiated. They have sought to improve community safety and, more specifically, to prevent opportunities for GBV against women and girls. The provision of stoves and fuel, for example, are designed to reduce women's and girls' risk of GBV during firewood collection, reduce domestic violence in homes when fuel is scarce and reduce transactional sex in exchange for cooking fuel or money to buy fuel.

Over time these initiatives have been incorporated into global humanitarian responses and have come to be understood as an important component of protection. For example, in 2007, the World Food Programme (WFP), UNHCR and the Women's Refugee Commission launched *Guidance on Safe Access to Firewood and Alternative Energy in Humanitarian Settings* (SAFE). Similar guidance has been produced by the Interagency Standing Committee (IASC) Taskforce on Safe Access to Firewood and Alternative Energy in Humanitarian Settings (2009) and by WFP (2012) separately, and has led to the formation of the Global Alliance for Clean Cookstoves.

Evaluations of these strategies indicate some positive outcomes. Improved lighting allows for more movement, socialisation, work and reading at night. Fuel efficient stoves and modern fuels cut down on indoor air pollution (improving health), reduce women's labour and negative impacts related to deforestation (ENERGIA/DIFID CRGGE 2006; UNDP no date; UNDP 2015). However, data collection on the efficacy of these strategies for reducing GBV is more challenging. Difficulties in data collection include: under-reporting (e.g. due to shame, fear and illegality of firewood collection outside camps in some countries), displacement, security issues and breakdown of systems (DFID 2013). The few evaluations that have compiled quantitative data on energy and violence against women and girls provide some instructive findings (see Parke & Fraser 2015 for an overview and an annotated bibliography).

Qualitative data indicate that women and girls in focus group discussions typically report feeling safer as a result of using lights and stoves on a regular basis. There is some evidence that the provision of stoves may reduce the need for transactional sex in exchange for cooking fuel and reduces domestic violence (WFP 2013). However, more rigorous evaluations using control groups found women's and girls' perceptions of safety remained the same or worsened as a result of lamp distribution (IRC 2014; Perkins 2015). This was

largely due to having to traverse through poorly lit areas to get to illuminated areas of camp and also broader security concerns.

Aside from some positive outcomes, most evaluations conclude that the causes of GBV are complex and are not specific to single locations or opportunities for attack (e.g. Consulting CASA 2001; Bizarri 2010). GBV is a product of many factors, including: social norms that tolerate violence; a lack of social and formal protections; general insecurity; household tension; idleness and/or alcohol use by men and boys; among other factors. Additionally, the provision of technological solutions – fuel efficient stoves, modern fuels, lighting - will not prevent women and girls leaving camps if they are collecting firewood for sale or leaving to collect food or water. Darkness and firewood collection may provide convenient contexts and locations for rape and other violence but are not their cause (Consulting CASA 2001). By extension, more light or provision of stoves do not equal more protection (Perkins 2015; Abdelnour & Saeed 2014).

Lessons learned

The limited evaluation information available indicates potential for UNDP to reduce opportunities for GBV through the provision of energy alternatives. However, interventions need to go beyond the provision of energy products to encompass a more comprehensive, long term risk reduction response. The lessons from the interventions listed above suggest that future responses need to couple providing energy alternatives with:

- challenging violent men's attitudes and behaviours
- challenging social tolerance of violence through directly addressing social norms that are accepting of violence
- providing protective mechanisms against violence, such as patrols, strengthening police capacity and repairing fences.
- establishing reporting and referral mechanisms and support services for survivors
- supporting livelihoods and income generation activities for vulnerable women and girls to provide economic independence and empowerment
- collaborating with other actors, such as GBV prevention specialists, to enable the effective implementation of solutions.

Women and girls empowerment through livelihoods, income generation and access to finance

In development settings, many women face gender disparities in access to and control over land and other productive resources, access to financial services (e.g. credit, savings and insurance) and barriers to income

generating activities. This is despite women's heavy workloads and significant contribution to local economies. Women's work is often confined to unpaid household and caring duties, and unpaid or lowly paid agricultural activity. This leaves them vulnerable to a range of hardships, with limited domestic negotiating power and few options if they are subject to abuse. It is also recognised that poor, homeless/displaced and widowed women, in particular, are vulnerable to GBV (UN Women 2013).

The reverse seems to be also true. Women who independently own land and housing, and/or have paid income tend to be more respected in their communities, avoid situations of violence and have better life outcomes (Bhattacharyya 2009; Chowdry 2011, Giovarelli 2007; Panda & Agarwal 2005; Strickland 2004). Research in Kerala, India, for example, found that only 7% of women who owned property reported physical violence in comparison to 49% of women with no property (Panda 2002). The researchers attributed this to financial empowerment lending women a higher status in the household and in turn reducing their risk.

In recognition of these findings, significant international development effort is being channelled towards women's economic empowerment. Programmes target women's livelihoods and income generation, access to credit, savings or cash transfers, or land and asset acquisition. For example, in South Benin, a UNDP programme is aiding village women to access credit and receive training on more efficient, environmentally friendly oyster farming. The theory of change underlying these strategies proposes that women's increased access to economic resources will strengthen their agency, give them greater negotiating power and support their participation in household and community decision-making (Chowdry 2011; Grabe 2010; IRC 2012; Panda & Agarwal 2005; UN Women 2013). Increased household income could also prevent use of negative coping mechanisms to deal with impoverishment, like transactional sex or marriage of adolescent girls. Moreover, empowering abused women financially can provide them with greater independence and choice, including the option to leave or challenge violence in their relationships.

Yet, evidence regarding the success of economic programmes for women as a means of minimising GBV is mixed. Some programmes demonstrate beneficial outcomes in reducing women's risk or experience of violence, while increasing their access to income and assets (e.g. Bandiera *et al.* 2012; Kim *et al.* 2008; Schuler *et al.* 1996; Slegel *et al.* 2013). Other programmes have instead seen a male backlash and increases in GBV against women. This manifests as physical and other violence, including seizure of women's land, income or assets by their partners (Ahmed 2005; Bhuiya *et al.* 2003; Ezeh 2000; Koenig *et*

al. 2003; Oduro 2012; Rocca *et al.* 2009). Certainly, women's increased access to resources is no guarantee that they will retain control over them or even be making decisions about them (William & Corman 2013).

A critical factor associated with an escalation in GBV is male partners feeling threatened by the transition to women's increased autonomy or agency (FAO no date; Oduro *et al.* 2012; William & Corman 2013). This may be a product of a community's conservatism, its adherence to strict gender roles and beliefs, whether a man's level of education becomes lower than his female partner's, whether a woman's income becomes higher than her male partner's, and men's levels of suspicion about sources of women's income (e.g. suspecting adultery or prostitution). As GBV is widely understood as an exertion of power and control over the vulnerable, it is not surprising that abusive men will resist changes in relationship power dynamics resulting from women's economic empowerment. Of interest then are ways to support women's access to income and resources that both transform gender relations and reduce violence.

Coupling economic empowerment programmes (such as village savings and loans associations [VSLAs] or farmer field schools) with social support and capacity building (e.g. mentoring, negotiation and critical thinking skills) has been found to assist women to navigate male backlash resulting from participating in programmes (Bizarri 2010; Mejia 2014; Schuler *et al.*'s 1996). For example, the Empowerment and Livelihoods for Adolescents programme implemented by the NGO BRAC in Uganda aims to empower girls against HIV infection and economic challenges. The voluntary programme targets adolescent girls in school, those who have dropped out and vulnerable girls. Beneficiaries are provided with life skills and vocational training led by a female mentor. Life skills training covers sexual and reproductive health issues, conflict resolution and leadership skills, GBV and legal issues regarding bride price, child marriage and violence against women. Vocational skills focus on income generating activities. A randomized control trial tracking 4800 girls over two years found the programme significantly improves HIV and pregnancy-related knowledge, increases the girls' engagement in income generating activities by 35% and reduces risky behaviours (Bandiera *et al.* 2012). Significantly, from a baseline of 21%, there was the near elimination of girls reporting having recently had sex unwillingly.

Incorporating a component in programmes that challenges traditional gender norms and roles, and engages couples in education on GBV prevention has

also been shown to reduce violence (Mejia 2014). For example, the "Sisters in Life" programme in South Africa targets women for microcredit and empowerment. The intervention uses a group-based credit and savings model (i.e. Grameen Bank model), with participatory training and discussion on HIV infection, gender norms, domestic violence and sexuality (Kim *et al.* 2008). Initial resistance to discussing violence in the group decreased over time. An impact evaluation found after two years the programme had halved the rate of physical and sexual partner violence among participants and made improvements across nine indicators of empowerment. Reductions in violence were attributed to enabling women to challenge the acceptability of violence, to expect and receive better treatment from partners, to leave abusive relationships and to raise public awareness about such violence.

As men are the principal perpetrators of GBV, their engagement in interventions is crucial to preventing violent behaviour (Mejia 2014). CARE International ran a pilot VSLA⁸ programme in Rwanda that engaged men in this way. VSLA members typically receive a year of intensive training from CARE in group dynamics, governance and money management, with the intention of groups becoming self-supporting. In Rwanda, staff engaged male partners of women in the VSLA group in separate and couple discussions about household dynamics, health and GBV – the last topic was included to counter men's concerns about their traditional roles as heads of households being eroded by women's income-generating activities. An evaluation found evidence of changes in men's attitudes and behaviours concerning the use of violence against partners through deliberate questioning of gender roles and discussion of impacts of GBV (Slegh *et al.* 2013). Over time, men were better able to embrace co-operation and sharing of activities at household and community levels (see Gupta *et al.* 2013 and Webb 2015 for additional examples).

Women's empowerment programmes can also offer survivors of GBV life-saving support following their experience. Survivors often face social isolation and discrimination in their own communities, in addition to physical and psychological trauma⁹ from the violence. This is especially common in cultures where significant value is attached to female virginity and notions of purity for women and girls, and where shame surrounds the experience of sexual violence. Livelihoods programmes coupled with other social support can assist survivors to reintegrate into their communities.

⁸ CARE VSLA groups rely entirely on member savings and interest from loans paid by members from the profits on their small business ventures; there is no financial contribution from CARE.

⁹ E.g. depression, anxiety, and post-traumatic stress disorder.

Box 2: Positive Deviance

The positive deviance approach is used widely by Save the Children, World Vision and other organisations specifically to address malnutrition. Strategies involve conducting extensive community inquiry to see who in the community is able to avoid or overcome a particular problem, despite living in the same conditions and at the same level of poverty as other families. The successful local strategies used by these ‘positive deviants’ are investigated and then promoted to expand their uptake by the wider community. This approach is increasingly being applied to other health interventions.

Key arguments for the use of the positive deviance approach are that it creates indigenous solutions, can be implemented quickly without extensive outside analysis or resources and that resulting benefits can be sustained, since the solutions are local to the community.

Two systematic reviews (Baxter *et al.* 2015; Bisits Bullen 2011) of interventions using this approach found mixed results in terms of programme effectiveness and rigour in application, although some programmes demonstrate clear success in particular settings. There is a standard manual for this approach (Nutrition Working Group, Child Survival Collaborations and Resources Group [CORE] 2002), although not all programmes follow the manual.

For example, in northern Uganda, Save the Children assisted in reintegrating 500 mothers and girls who had been previously abducted by the Lord’s Resistance Army for sexual enslavement and as child soldiers (Singhal & Dura 2009). In 2007, the organisation initiated a pilot project focussing on survivor livelihoods, shelter and food production using a Positive Deviance approach (see Box 2). Local and outside experts were engaged as listeners and facilitators of community wide inquiry to identify existing local agricultural strategies that led to greater success in production and yield. The project also identified 50 adult mentors to provide survivors with guidance on farming, shelter, finances and general psychosocial support. An evaluation of the pilot found that following capacity building training, survivors shared knowledge with each other about farming and worked together to maximize their time and profits, including selling products in the market, buying livestock and building houses. The evaluation found 93% of the targeted girls were engaged in crop growing activities to enhance reintegration and reduce engagement in transactional sex as a means of survival; 54% of girls reported savings after one year; and 96% of girls reported regaining self-respect by participating in group activities such as debates, songs, and plays (p 6).

In a second example of work with survivors, the International Rescue Committee (IRC) conducted a trial project in Kivu, Democratic Republic of Congo (funded by the World Bank). That project targeted nearly 4000 female sexual violence survivors and other vulnerable women (including widows and female household heads) for health and psychosocial support and VSLA groups to help restore livelihoods. Psychosocial support consisted of Cognitive Processing Therapy, a group-based trauma healing intervention. The project also built partnerships with local leaders to raise awareness about preventing GBV and supporting survivors. An impact evaluation found that those receiving group

psychotherapy had improved mental and physical health outcomes, and improved functioning over the control group (Bass *et al.* 2013).

Lessons learned

The research on women’s economic empowerment initiatives indicates they can be effective in reducing the experience of GBV, alongside other social benefits for participants. Interventions promoting women’s livelihoods, life skills, access to credit and land acquisition already form part of a suite of UNDP’s environmental programmes that could be more intentionally directed towards the prevention of GBV and support for survivors. However, the research also shows that economic empowerment in isolation will not necessarily inoculate vulnerable women to GBV. Success of these programmes appears specific to cultural and local contexts, and in their design and implementation (Mejia *et al.* 2014). The research findings point to a number of key lessons for UNDP’s work in this area.

- Engaging qualified GBV specialists familiar with local conditions and cultural norms and behaviours will assist in identifying protective elements for inclusion in programme design and implementation.
- Women, girls and their communities need to be actively engaged in assessments to determine their goals, opportunities for livelihoods or income generation, as well as points of risk.
- Including social capital components (e.g. rights information, mentoring, negotiation and critical thinking skills) in programmes can raise women’s self-esteem, confidence and their capacity to negotiate for their rights to safety. Support for women’s organisations and groups can also provide solidarity and peer support.

- Programmes should include male partners and community leaders constructively in interventions as participants, allies and, ultimately, as change agents. Programmes that engage women and their partners in education on GBV prevention components are more likely to reduce risk of male backlash.
- Programmes that target survivors of GBV can provide them with life-saving economic independence and support their re-integration into communities. Survivor participants may benefit more from interventions coupled with group-based psychosocial support for trauma.
- Programmes need to monitor for GBV and employ mitigation strategies to respond to increased danger for participants.
- Advocacy for good governance in gender equity and GBV prevention can establish a framework for women's economic rights at national and local levels. This includes advocacy for women's rights to land and property ownership, inheritance, paid work and savings.

Including gender and GBV intervention in disaster risk reduction and climate change programmes

Gender is a central factor affecting a person's experience of disasters and environmental shocks, even within the same household. It shapes the skills, strategies and mechanisms people use to respond and adjust to environmental changes and affects their access to resources, options in times of crises and decision-making. Pervasive gender inequalities in development settings mean that women are generally more likely than men to experience negative outcomes, like GBV and even death during and after disasters. In fact, research indicates that 'natural' disasters kill more females than males in the population due to structural gender inequality.¹⁰

Gendered violence adds a layer of complexity to this picture. GBV can undermine a survivor's capacity to anticipate and prepare for major disasters, and influences her/his exposure to climate impacts (Enarson & Morrow 1998). Further, disasters themselves can exacerbate unequal gender relations and lead to an escalation of GBV (Enarson & Dhar Chakrabart 2010; Enarson 2012; Fordham *et al.* 2006; Fothergill 1999). Disaster contexts in which people experience a loss of shelter, displacement, food insecurity, family separation, overcrowded emergency

centres and poor or non-existent protection services provide fertile ground for more frequent and severe GBV.

Those responding to rapid and slow onset disasters are not always aware of the potential for GBV and may not look for or plan to address it (International Federation of Red Cross and Red Crescent Societies 2015). However, it is reasonable to assume that GBV will be perpetrated in disasters, even when there is no good documentation of incidence. Thus, there is a need to plan and prepare to address it. The following discussion provides two entry points for GBV intervention. The first relates to consideration of gender equality and GBV intervention at all stages of a project cycle. The second relates to the empowerment of women leading to transformation in gender relations.

Consideration of gender equality and GBV intervention in all stages of the project cycle

Increasingly, gender issues are being included at different stages of projects addressing DRR and climate change, from assessment through to evaluation, and project review. Inclusion of gender issues opens up possibilities for women's equal participation in assessments and as beneficiaries, consideration of their concerns in planning, and efforts to address GBV.

Oxfam's work in Pakistan following the earthquake in 2005, is one example of advocacy for inclusion of gender in DRR programming. Oxfam worked with the National Disaster Management Authority (NDMA) to promote inclusion of gender concerns in the country's *National Disaster Risk Management Framework* (Oxfam 2010). The NGO advocated for broad consultation with civil society organizations and supported inclusion of their perspectives in the framework. Oxfam supported the NDMA to develop the gender content of the framework, to include gender sensitive risk reduction measures and to focus on the most vulnerable in the community, including women, children, and the elderly. Oxfam also advocated for women's contribution to decision-making in preparation, response, recovery, and reconstruction programmes. The organisation prepared a draft protocol of responsibilities for the Ministry for Women and Development, encompassing: raising women's awareness of disaster risks; developing the capacities of women's organizations in DRR; and supporting rehabilitation of women's livelihoods.

Equally, gender and GBV concerns can be included in local disaster and climate change plans. The Africa

¹⁰ For example, more than 70% of those killed by the 2004 Asian tsunami were women; in the 1991 cyclone in Bangladesh that killed 140,000 people, women comprised 83% of people between the ages of 20-44 who were killed;

over the last two decades in the Philippines, 15 times as many infants have died in the 24 months following typhoon events as have died in the typhoons themselves, of whom most were girls (United Nations 2014, p. 2).

Climate Change Resilience Alliance (ACCRA)¹¹ is one example of an organisation attempting to integrate gender and GBV interventions throughout vulnerability assessment and planning for DRR and climate change. ACCRA's initial research (Ludi *et al.* 2014; Levine *et al.* 2011) on the impact of development interventions for DRR, climate change and livelihoods on communities' adaptive capacity found that women continue to experience significant gender disparity and discrimination across multiple areas of social life. This includes experiences of GBV, at times exacerbated with environmental degradation and change. Additionally, women's needs and the challenges they face with regards to disasters and climate change are not reflected in sub-national plans. These are the key instruments in determining the extent of resource allocation for local and national resources. ACCRA's research indicated that for communities to be more effectively resilient, policy and structural causes of gender inequality and contributors to GBV need to be addressed.

In response, the alliance has consciously targeted gender in its capacity development and advocacy work. It facilitates multi-sectoral, integrated planning processes for DRR and climate change adaptation in ways that identify the needs of vulnerable women and men, including around gender inequalities. ACCRA has applied innovative tools in this process. For example: Tracking Adaptation and Measuring Development (TAMD) that applies theories of change to help develop community narratives on desired change and how to achieve it; use of gender-differentiated analysis tools for climate vulnerability assessments; and innovative games (e.g. ACCRA Flexible and forward looking game) to communicate about climate change and its impacts, and produce local adaptation, risk management and gender equality indicators.

Efforts to include gender and GBV concerns in DRR and climate change project cycles are by no means universal or systematic. However, these examples demonstrate that gender equality and GBV concerns can be integrated into assessments, budgets, plans and programming at national and local levels.

Transforming gender relations in environmental programming

A recent review of development interventions incorporating gender equality objectives identified two main approaches to this work (Le Masson *et al.* 2015). Some projects sought to address 'practical gender needs', concerned with inadequacies in living conditions such as access to water, food, health care

and employment. Other projects sought to address 'strategic gender needs', to transform gender power relations by challenging and reducing gender divisions and empowering women (and men) to take control over their lives and develop self-reliance. For example, gender transformative projects may target GBV, equal wages, women's leadership roles or reproductive rights. A transformative approach is seen to be more sustainable and equitable than a practical gender needs approach alone (Jost *et al.* 2014).

CARE International's women's empowerment framework is instructive in this regard. In this framework, strategies must simultaneously address women's *agency* (their own aspirations and capabilities – identified through gender assessment and analysis), *structures* (the social environment that surrounds and conditions women's choices) and *relations* (the power relations through which women negotiate their choices).¹²

One example of applying a transformative approach is Oxfam's DRR work in Nepal. This community-based programme promotes climate and/or disaster resilient livelihood options in vulnerable communities. To address women's heightened vulnerability to disaster due to gender inequality and marked differences in gender roles, Oxfam has established Women's Empowerment Centres (WECs) to develop women's leadership in DRR. Illiterate and marginalised women are prioritised for membership. Oxfam supports the WECs through facilitated discussion, training and literacy programmes. In 2012, Dhungel and Ojha reported that WECs in Nepal had:

- initiated advocacy plans and advocated for responses to critical needs like health services
- protected land, e.g. building embankments to protect agricultural land from floods
- established early warning systems and engaged women in disaster response, e.g. simulations
- identified vulnerable community members and established teams to rescue them
- raised funds for emergency response for disaster affected families
- promoted good health through WASH messaging and standards, and vaccination programmes
- created seed banks.

Critically, the WECs have given women knowledge and confidence to engage in DRR and advocate to Community Disaster Management Committees and

¹¹ ACCRA is a consortium comprised of Oxfam GB, Save the Children International, CARE International, World Vision International and Overseas Development Agency, funded by the UK Department for International Development, currently operating in Ethiopia, Uganda and Mozambique.

¹² Viewed 10 February 2016 <<http://www.care.org/our-work/womens-empowerment/gender-integration/womens-empowerment-framework>>

other bodies for protective strategies. While this programme does not address GBV directly, it does seek to change gender power relations at the community level. Potentially, WECs could be used as a forum to discuss GBV risks, impart information on gender rights, advocate for protective measures and monitor GBV in disasters.

Fordham and Gupta (2011) similarly promote support for community women's leadership as an empowerment initiative. Following a review of women's grassroots organisations in DRR and resilience building, these authors make a case for agencies like UNDP to partner with women's grassroots organisations. They argue that grassroots women undertake public roles that reduce the impact of disasters and accelerate recovery, ensuring sustained community participation in reconstruction and development. Activities undertaken by the organisations reviewed included: negotiating with decision makers to ensure food security; monitoring health service delivery; promoting safety in shelters and camps; improving access to water and sanitation facilities; and demanding greater accountability from governments and security forces. In terms of empowering such organisations and their members, the authors recommend agencies like UNDP build up these organisations' capacity to manage and share information, evaluate programmes and scale up effective resilience practices. They recommend directing funding to such organisations to drive the demand for disaster resilience. They also call for support for organisations to negotiate and partner with local and state governments, and other development actors.

Lessons learned

- research indicates that disasters and climate impacts can worsen existing gender disparities and rates of GBV; more in-depth research will deepen understanding of these dynamics
- key principles of women's and men's equal participation, empowerment and freedom from violence need to be established throughout the programme cycle
- gender-differentiated assessment and analysis will better inform planning and implementation of DRR and climate change projects, and should extend to analysis of GBV risks, the enabling factors for violence and protective mechanisms
- information is needed about what makes women and men vulnerable and resilient to environmental changes, what motivates them to innovate, take risks or make decisions, and what factors enable or constrain them

- responses to DRR and climate change need to better recognise the considerable power and rich traditional knowledge women have regarding coping with environmental changes
- women's participation in planning processes does not equate to increased voice and power in decision-making; transform gender dynamics requires deep work on addressing inequalities, necessitating a long term approach and flexible funding
- it also requires the involvement of institutions, government agencies, community leaders and grass roots women's organisations
- efforts to account for gender equality at all stages of programme development and implementation have great potential to improve outcomes for women and men; however, where these approaches challenge the status quo in gender power relations, they run the risks of male backlash - monitoring and evaluation using gender-sensitive indicators, including for GBV, is crucial to measuring any positive or negative outcomes as a result of changes in gendered power relations
- complex problems like climate change demand integrated solutions across multiple sectors and levels, and can benefit from a systems approach to problem solving.

Challenging social norms supportive of GBV

To address some of these deeper issues concerning GBV are public education strategies aimed at changing social and cultural norms and beliefs that support violence. These interventions are widespread, including in environmental programming. Public education initiatives may take the form of a standalone media campaign or as part of a multi-sectoral program (Paluck & Ball 2010).

Challenging social norms that tolerate violence is critical to ending GBV but inherently complex. Simply providing the public with information about GBV is not sufficient to alter deeply embedded attitudes and behaviours. Successful social marketing campaigns to address other social harms like smoking or drink driving have had long term implementation, over decades, and are typically accompanied by a range of incentives for positive behaviours (e.g. financial savings) and penalties for negative behaviours (e.g. fines, imprisonment or taxes). Rigorous evaluations of public education initiatives to address GVB have faced challenges, not the least being how to isolate the effect of such campaigns from other interventions (World

Health Organisation 2009). Nevertheless, a number of positive results have been reported from some public education initiatives implemented in the context of disaster resilience.

Following Hurricane Mitch in Nicaragua, a national, multimedia public information campaign on post-disaster GBV was designed by the Puntos de Encuentro Foundation. *Violence Against Women: A Disaster Men CAN Prevent* applied the theme of rebuilding post hurricane to personal relationships affected by domestic violence. Activities comprised television and radio announcements, educational materials, public presentations, training workshops and promotional materials with the campaign slogan. A mixed-methods evaluation found the campaign's greatest impact was a 15% increase in men's belief in their ability to resist violence and a 15% increase in men's perception that GBV is as destructive as natural disasters and hinders community progress (Reyes nd).

The organisation, *Search for Common Ground Programme*, sought to prevent GBV in refugee and returnee populations in Kivu, Democratic Republic of Congo through public education. For 12 months over 2009, the show, *Uishi na Upende*, was delivered via radio (broadcast on 51 stations) and film screenings (41 screenings to over 30,000 people), as well as in dialogues with refugees and adolescents. Evaluators attributed a number of shifts in community attitudes to the programme, including men's increasing recognition of financial abuse as form of GBV and a reduction in victim blaming for sexual assault (Search for Common Ground 2011).

Post-earthquake Haiti saw the implementation of a community-based, *Rethinking Power Programme*, by Beyond Borders in 2010 to reduce both GBV and HIV incidence. The programme consisted of field activities using 'SASA!: an activists' kit for preventing violence against women and HIV', adapted for Haiti, creation of learning materials and technical support for other organisations, and engagement of community networks to support survivors of violence. The public education component included a film, radio and television campaign, training of community activists and community meetings. A significant decline in tolerance for domestic violence was attributed to the campaign (Beyond Borders 2013).¹³

Lessons learned

Evaluations of these campaigns indicate some important lessons:

- more successful messaging has been shown to be that which is tested and targeted to different audiences (e.g. by gender and age, or as survivor, perpetrator or bystander), rather than to the general public en masse
- edutainment initiatives show promise in changing negative attitudes and social norms associated with violent behaviour – particularly where messages are reiterated and explored more deeply over time
- providing forums for discussion and debate outside mass media messaging creates opportunities for audiences to discuss key messages and offers avenues for GBV experts to provide information and clarification. This may be in the form of talkback radio, online forums or facilitated community dialogues and meetings.

¹³ See also, *The Rough Season*, a Caribbean radio soap opera on disaster risk reduction strategies. The serial was run over 10 episodes, each lasting 15 minutes, using catchy music, culturally appropriate characters and story lines to raise

public awareness about the risks of natural disasters and best practices in preparedness and safety during and after a disaster, including with regards to domestic violence (Gennari 2014).

PART III: Considerations for UNDP programming and policy advocacy

UNDP's comparative advantage in GBV intervention

In seeking to replicate and adapt elements of good practice discussed in the previous examples, UNDP has a considerable comparative advantage in addressing GBV through environmental programming.

Gender expertise and focus on gender justice

In bringing focus of its environmental program to bear on the problem of GBV, UNDP is able to draw on the expertise of its Gender Team at global, regional and country office levels. These specialised gender personnel can develop and implement GBV intervention training, tools, practice guidance and resources for environmental programmes, as part of their gender mainstreaming mandate.

Gender policy and agency structure

The gender expertise within UNDP is supported by gender policy and strategy. GBV intervention falls within the UN's normative role to uphold human rights and, globally, the agency commits to addressing GBV in the context of HIV/AIDS, supports the UNITE to End Violence against Women campaign, supports implementation of CEDAW¹⁴ and collaborates on UN Action Against Sexual Violence in Conflict. GBV intervention is specifically identified in UNDP's strategic plan, with a dedicated outcome. UNDP's (2014) *Gender Equality Strategy 2014 – 2017* further details entry points for supporting national partners' efforts to combat GBV. In the arena of environmental programming, while not specifically mentioning GBV, the underlying principles in UNDP's *Social and Environmental Standards* (enacted 1 Jan 2015) lay a foundation for non-violence (UNDP 2014).

UNDP's restructure in 2013 has further bolstered its gender equality work. Other strengthening moves include establishing a Gender Steering and Implementation Committee to oversee the mainstreaming of gender across the organisation, use of a gender marker to rate projects on their gender equality performance and use of a 'gender equality seal' or corporate certification process that recognises

UNDP offices/units delivering good gender equality outcomes.

Innovation Facility

A new feature in UNDP's structure is the Innovation Facility within the Development Impact Group. Established in 2014, it presents a wholly new opportunity to address GBV in programming. Both a team and funding mechanism,¹⁵ the Innovation Facility aims to improve the effectiveness of programmes, projects and policy by targeting bottlenecks where an innovative approach might induce change. The Facility works with programme teams and thematic experts (e.g. Gender Team on GBV) to identify problem issues, provides financing to test ideas and brokers relationships with new partners (e.g. game designers) to provide an innovative method. Specific strategies include:

- using big data to improve monitoring and evaluation, e.g. for real time monitoring of programmes
- applying a behavioural insights lens to problems (i.e. trying to determine how and why people make certain decisions and how to position different choices as more or less desirable)
- engaging people affected to co-design solutions for them
- using foresight planning¹⁶ to improve national planning capacities
- rapid testing (i.e. within six months) of innovative solutions through prototypes.

Success criteria for prototypes include their development impact, the extent of their reach within the population, their ability to be replicated elsewhere, capacity to be scaled up and whether there is a partner which can take over the project within two to three years. To date, the Innovation Facility has initiated three GBV intervention projects, although has yet to extend this work to environmental programming.¹⁷

Global and ground level impact

UNDP has a worldwide, as well as country level presence in over 170 countries. It, therefore, has the capacity to design and implement GBV interventions that are grounded in real life experience. The agency's international reach presents an opportunity to build a

¹⁴ UN Convention on the Elimination of All forms of Discrimination Against Women.

¹⁵ In 2015, the Innovation Facility managed a budget of USD\$2.6million.

¹⁶ Foresight planning is a process of projecting possible future scenarios based on analysis of information about trends and drivers shaping the context under investigation. Its purpose is to detect adverse conditions and opportunities

to guide policy or strategy, or to explore new markets, products and services. Foresight planning can produce important insights and knowledge about complex problems, like climate change or GBV.

¹⁷ For examples of the GBV projects, see 'Using Information Communication Technologies to Address GBV', one of the UNDP series of papers on GBV for the programming workshop in Seoul, Korea, 2-4 March 2016.

solid knowledge base about GBV interventions tested in multiple socio-cultural contexts in the field.

Well-developed environmental programmes

In addition to its global and country level presence, UNDP has a substantial, long-standing environmental portfolio¹⁸ base from which it can develop, test, monitor and evaluate GBV interventions. Its environmental programmes include over 2500 energy projects in over 150 developing countries and over 500 projects on biodiversity preservation, and it has contributed to reforms in water and ocean governance in over 60 countries (UNDP 2013). Environmental programmes have sought to promote gender equity in terms of participation and leadership, although have been less focused on transformation of gender relations and made only limited forays into GBV intervention.

Good governance

A strength of UNDP's work on gender is its focus on gender justice in governance and legal frameworks. UNDP works at country level to establish legislative frameworks that address gender equality and GBV. This includes support for national policies and legislation on GBV, support for victims' to access justice, promotion of community knowledge of their rights and services available, and building the capacity of police and security forces to respond to GBV. UNDP also promotes mainstreaming of gender issues by national governments, including in environmental programmes.

Funds mobilisation

UNDP has significant capacity to mobilise funds for GBV interventions through its extensive environmental programming. It is one of the main implementing agencies of the Global Environment Facility (GEF) Small Grants Program, the world's largest fund for protecting the environment. The agency also assists countries to access the Multilateral Fund for the implementation of the Montreal Protocol to eliminate ozone depleting chemicals, the Climate Adaptation Fund, the Green Climate Fund and funding from bilateral donors. This funding can be mobilised for large projects, as well as for smaller NGOs and civil society organizations.

Partnerships, relationships and neutral convening power

UNDP works closely with governments, civil society and increasingly with the private sector. Consequently, it is well positioned to influence others about the need to address GBV.

It is able to lead and coordinate across UN agencies, development partners and government institutions in order to promote dialogue and influence policy and legislation. Partnerships with women's organisations and services can provide important local expertise and support to GBV interventions. Partnerships with the private sector, like telecommunications companies, can offer new opportunities or strategies to address GBV. Partnerships with governments and civil society can increase the sustainability of outcomes of GBV interventions. This can help to break down silos and apply a strategic approach to GBV.

UNDP's neutral convening power can bring the weight of the UN to address a sensitive and difficult topic like GBV. This is particularly important in contexts where government partners and other actors are not interested in addressing this issue.

3.2 Critical issues for GBV interventions

This review of GBV interventions in environmental programming has pointed to a number of shortcomings in approach, design and implementation. These have resulted in outcomes from programmes being more limited than expected and, in some cases, leading to increases in GVB perpetration. These negative experiences, as well as the successes, are instructive in highlighting issues to consider when designing future interventions.

GBV hampers resilience and recovery from environmental shocks. This is true for individuals and communities, with subsequent impacts for development outcomes. Gathering information about these interconnections and dynamics is important to inform and inspire communities, NGOs, services, developers and country partners to take action.

GBV is deeply rooted in social structures, customs and beliefs. As such, interventions aimed at reducing GBV must be informed by local and cultural contexts. One means of doing this is by conducting gender differentiated assessments, including for GBV. Another means to gathering local information is to consult and partner with local organisations and services. In development settings, particularly those undergoing environmental stresses or change, it is reasonable to expect that GBV will be present, even where there is little evidence. Many factors contribute to silence surrounding GBV, such as shame and discrimination against survivors.

GBV is an extremely sensitive subject and interventions require a level of expertise for ethical

¹⁸ That is, programmes spanning sustainable energy, water and ocean governance, ecosystems and biodiversity,

sustainable land management, chemicals and waste, ozone and climate, and climate change strategies in countries all around the world.

and safe practice. Given this, drawing on internal GBV expertise and external partnerships with GBV prevention experts and services is important to guiding environmental programme operators in the safe design and implementation of strategies. Those conducting assessments need to be mindful of safety issues for people disclosing experience of violence and follow safety protocols.

GBV is complicated. Because we are talking about social behaviour embedded in cultural and social structures, this problem cannot be addressed through technological fixes alone or through knee jerk reactions to particular manifestations of violence. Programmes must be informed by behavioral insights as to how and why people make decisions or choices about enacting and responding to violent behaviour. This is needed to better direct strategies for the greatest effect, which leads to the next point.

GBV is not only a function of vulnerability and resilience, it is also a function of motivation and factors enabling perpetration. Or put another way, 'where is the perpetrator in this picture?' Analyses of GBV risks which only consider factors contributing to (predominantly women's) vulnerability and resilience to violence are missing the most important part of the picture. Targeted investigation is needed of what motivates (predominantly men to use) violence and the factors that enable abuse (e.g. social norms, lack of protective mechanisms, opportunity, secrecy or alcohol) or constrain it (e.g. moral, ethical or religious philosophy, legal sanctions or surveillance). Interventions should also give consideration to ensuring sanctions for violent behaviour, such as UNDP's work on training police and security personnel about justice responses to GBV.

Opportunities to enhance gender equity and address GBV issues exist at every stage of environmental programming. UNDP can play an important role in ensuring inclusion of gender and GBV considerations at every juncture in its own programming, as well as to advocate for their inclusion in environmental programming by country and local partners.

Strategies aimed at transforming gender relations appear to offer effective outcomes in terms of GBV prevention. These strategies appear to offer more promise than strategies targeting gender equity in meeting practical needs alone. CARE International's Women's Empowerment Framework that identifies a need to address women's agency, gender relations and social structures simultaneously provides a useful guide to transformative approaches. It is worth noting that women's participation in programs or activities does not equate to their empowerment if they do not gain independence and control over their own lives and decisions as a result. Transformation of gender relations requires a deep understanding of the issues and necessitates a long term view for its realisation.

Efforts to empower women and girls may threaten the gender power status quo, triggering a male backlash. Programme operators need to be aware that this is a real risk of empowering strategies targeting women and/or girls. Some social contexts have a heightened risk, particularly those which are more conservative, with lower education levels and with rigid gender norms. Risk of GBV can be lowered if empowerment strategies are coupled with provision of social supports to build women's understanding of and resilience to violence. Additionally, programs can and should engage men and community leaders constructively as participants, allies and change agents in the process of challenging gender norms and tolerance of violence.

PART IV: Measuring

Examples of potential GBV interventions in environmental programming

Based on the previous discussion, three examples are given below of potential GBV interventions in environmental programming. They are aimed at:

1. reducing men's violence through targeted education in DRR programmes, by challenging social norms that are accepting of violence
2. reducing vulnerability to GBV through women's economic empowerment using livelihoods and credit programs
3. reducing GBV in mining affected communities through advocacy for good governance by governments and mining companies.

<p>OUTCOME Community men and leaders have increased understanding of GBV and its impacts, and experience a shift in attitudes to be less tolerant of violence</p>	<p>TARGET GROUP Community men and leaders</p> <p>STRATEGIES Challenge social norms and discuss impacts of domestic violence in DRR committees Ensure women's participation in DRR committees Initiate public education campaigns drawing connections between impact of 'natural' and 'domestic violence' disasters</p>	<p>INDICATORS % increase in men's recognition of different forms of GBV % decrease in victim blaming for GBV % increase in men's perception of GBV as destructive as natural disasters % decrease in tolerance for domestic violence</p>
<p>OUTCOME Women and girls experience economic empowerment through livelihoods and access to credit, and reduced GBV</p>	<p>TARGET GROUP Women and girls</p> <p>STRATEGIES Provide access to credit, livelihoods, access to land ownership coupled with: -Social capital component (rights information, mentoring, negotiation skills) - Engaging male partners in discussions on GBV, relationships and household dynamics</p>	<p>INDICATORS % decrease in participant experience of partner violence % increase in participant income/assets % increase in participant control of income/assets % increase in resilience to violence</p>
<p>OUTCOME Country partners and extractives companies demonstrate good governance in preventing and responding to GBV in mining affected communities</p>	<p>TARGET GROUP National governments Mining companies</p> <p>STRATEGIES Advocate for inclusion of GBV concerns in assessments Convene national forums to identify gender and GBV issues prior to planning for operations Support for community women and women's grassroots organisations to participate in negotiations</p>	<p>INDICATORS National forums convened to canvass gender and GBV issues for mining affected communities Government and company MOU on gender and GBV actions agreed National Plan of Action on Gender and Mining established Company gender strategy, gender code of conduct and gender focal point established GBV fund and/or company commitment of financial and other support to women's organisations and GBV services Company investment in GBV protective mechanisms (e.g. street lighting, public amenities)</p>

PART V: Conclusion and next steps

UNDP, with its broad environmental portfolio, gender expertise and global reach, is in an advantageous position to lead development work on GBV interventions through environmental programming. Key informants interviewed for this paper identified steps the agency could take to assist them in this work and to help move the GBV agenda forward.

Research and collaboration: To address a lack of information on the environment and GBV, conduct and disseminate research on linkages between them, as well as on interventions, in digestible formats on a regular and frequent basis (e.g. through monthly briefing notes). Research may be done in partnership with academia or other agencies. At the country level, promote the establishment of research centres on violence, e.g. observatories on violence have been established in Spain, Argentina, Mexico and the Dominican Republic, bringing together government, academic researchers, legal services and/or NGOs to monitor cases of violence, conduct analyses and evaluate the effectiveness of policies and legislation.

Building expertise on GBV across the agency: To foster understanding of GBV across the UNDP environmental portfolio, have the Gender Teams provide training and mentoring across the cluster areas (e.g. in Sustainable Development and Resilience), as well as to country offices and country counterparts working in environmental programming. Training needs to make explicit the impact of GBV on development outcomes in environmental programming and how it links to sustainable development, in country and at regional and global levels.

Provide guidance on GBV interventions: To inform country office and field level officers as to how to implement GBV interventions, develop and disseminate compact (1-2 pages) practical guidance on implementing GBV interventions in environmental programming. In addition, provide simple, practical tools (e.g. for conducting GBV assessments, gender gap analyses, ethical and safe consultation processes) and include successful examples of GBV interventions.

Be strategic within and outside the agency: To ensure that GBV work is integrated systematically within UNDP and strategically across the agency's environment portfolio, mainstream the issue across environmental policies, standards and plans. Emphasise with officers the need to collaborate and how to do it. Seek to link to national environmental policy and assessments.

Establish standard practices: To embed GBV interventions in UNDP's environmental programming, include GBV issues as standard items in assessments and standard areas of focus for planning and implementation of projects. Identify GBV indicators for monitoring and evaluation.

Strengthen partnerships with organisations with GBV expertise: Improve UNDP's coordination with UN Women or UNFPA at regional and country level. While these UN agencies may lead on GBV intervention, their focus is typically in the area of governance. There is considerable scope for UNDP to lead on GBV intervention in environmental programming at operational, as well as policy levels.

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