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Research Query:

The Importance of Donor Support for Gender-based Violence Programming in Emergencies, Even in the Absence of Prevalence Data



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Introduction

Donors have, understandably, a responsibility to rationalize their funding in humanitarian emergencies in order to ensure the support they provide is relevant to need. In this regard, many donors ask gender-based violence (GBV) actors for prevalence data on the magnitude of GBV in particular settings as a pre-requisite of funding. This has been particularly true in the context of the COVID-19 pandemic, where numbers seem to drive donor action.

As this learning brief describes, collecting prevalence data on GBV is not recommended in most humanitarian settings and should not be a condition of funding GBV programs. However, gathering certain types of data on GBV is very useful. GBV programming in emergencies should be based on a strong analysis of contextual information and an assessment of the needs of the affected population. Safe and ethical collection and analysis of non-prevalence data, such as needs assessments or data on service provision, is an important part of this process and donor support for this data collection is crucial.¹

By funding GBV programming that uses safe data sources to inform decision-making, donors align their action with global humanitarian agreements. For example, The Call to Action on Protection from Gender-Based Violence in Emergencies² has developed a GBV Accountability Framework³ that captures responsibilities and concrete actions for stakeholders based on existing policies, guidelines and best practice. The framework recognizes **funding the establishment of GBV services regardless of the presence or absence of GBV data** as a clear and validated responsibility of donors. The Grand Bargain⁴ calls on donors and aid organizations to streamline data collection for assessments to ensure compatibility, quality and comparability and **minimizing**

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¹ See Minimum Standard 14: Collection and Use of Survivor Data in United Nations Population Fund (UNFPA). (2019) Inter-agency Minimum Standards for GBV in Emergencies Programming, p. 106-113.

² The Call to Action on Protection from Gender-Based Violence in Emergencies is a multi-stakeholder initiative launched in 2013 to fundamentally transform the way GBV is addressed in humanitarian emergencies. It includes nearly 90 partners, including states and donors, international organizations, and non-governmental organizations. For a full list of Call to Action Partners, see here. ³ Call to Action on Protection from Gender-Based Violence in Emergencies. (2018) The GBV Accountability Framework: All Humanitarian Actors Have a Role to Play.

⁴ The Grand Bargain, launched in 2016, is an agreement between donors and humanitarian organisations who have committed to improve the effectiveness and efficiency of the humanitarian action. The agreement includes 61 Signatories, including states, UN Agencies, inter-governmental organizations and NGOs, and represents 73% of all humanitarian contributions donated in 2018. For a full list of signatories, see here.

the burden on and intrusion into the lives of affected people. To this end, rather than pushing for separate population-based data collection on GBV prevalence, donors can, for example, work with GBV actors to advocate for GBV to be adequately addressed and integrated into joint planning and strategic documents.⁵ ⁶

This learning brief is meant to serve as a tool for donors and GBV programmers alike, to support discussions around what we know already know about the scope of GBV in humanitarian settings; why collecting GBV prevalence data is not a priority in humanitarian settings; and which data sources donors and practitioners can safely rely on to inform decision-making on GBV programming.

What We Already Know About the Scope of GBV in Humanitarian Settings

Gender-based violence occurs everywhere; its root causes are linked to gender inequality. One out of three women globally have experienced either sexual or physical violence in their lifetime, most often perpetrated by an intimate partner. There are numerous population-based studies on the prevalence and scope of different forms of GBV, with data available on global and regional levels, as well as a national level for the majority of countries worldwide. 8

Evidence shows that many forms of GBV are significantly aggravated during humanitarian emergencies. A meta-analysis published in 2014 found the prevalence of sexual violence among female refugees and internally displaced persons across 14 countries to be 21 percent— or approximately one in five. While sexual violence tends to draw significant attention in humanitarian crisis, other forms of GBV are also prevalent. For example, a systematic review undertaken in 2011 found that overall rates of IPV tend to be much higher in humanitarian settings than rates of wartime rape. Child marriage, female genital mutilation, sexual exploitation and trafficking also have the potential to increase in humanitarian emergencies.

Why Collecting GBV Prevalence Data Is Not a Priority in Humanitarian Action

"We must ensure that our response is not contingent upon increased individual disclosure, but instead remain accountable to victims or survivors in light of the widespread nature of this problem. In other words, we need to reverse the burden of proof for sexual violence."

Sophie Sutrich, "COVID-19, conflict and sexual violence: reversing the burden of proof", ICRC Humanitarian Law & Policy Blog, 19 June 2020.

The only way to achieve reliable prevalence data that represents the magnitude of an issue is through population-based surveys that collect data from a subset of the population to find out what is happening in the entire population. For GBV prevalence, this means that survey teams interview large numbers of

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⁵ European Commission Directorate-General for Humanitarian Aid and Civil Protection (DG ECHO). (2016) <u>Humanitarian Protection</u>: Improving protection outcomes to reduce risks for people in humanitarian crises. DG ECHO Thematic Policy Documents.

⁶ Inter-Agency Standing Committee (IASC). (2015a) Tool: <u>Multi-Sector Initial Rapid Assessment (MIRA) Guidance</u>. IASC Needs Assessment Task Force.

⁷ World Health Organization (WHO), London School of Hygiene and Tropical Medicine, South African Medical Research Council. (2013) Global & regional estimates of violence against women: <u>Prevalence and health effects of intimate partner violence and non-partner sexual violence</u>.

⁸ For example, there are GBV-related questions in many Demographic and Health Surveys (DHS) and Multiple Indicator Cluster Surveys (MICS), as well as dedicated surveys such as the WHO Multi-Country Study On Women's Health And Domestic Violence. For a detailed list of population-based surveys on GBV scope and prevalence see Jansen (2016a).

⁹ Vu et al, 2014, as cited in Inter-Agency Standing Committee (IASC). (2015b) <u>Guidelines for Integrating Gender-Based Violence</u> <u>Interventions in Humanitarian Action: Reducing risk, promoting resilience and aiding recovery.</u>

¹⁰ Stark and Ager, 2011, as cited in Holmes, R. and Bhuvanendra, D. "<u>Network Paper: Preventing and responding to gender-based violence in humanitarian crises"</u> Network Paper No. 77 (London, Humanitarian Practice Network at Overseas Development Network (ODI) January 2014.)

¹¹ See <u>IASC (2015b: 7)</u> for a list of statistics and Annex 5 for a list of data on GBV in humanitarian emergencies globally, regionally and by country. For more on the scale, scope and impact of GBV in emergencies, see <u>GBV AoR (2019: 8-10)</u>, <u>DFID (2013: 2-8)</u>, <u>UNICEF (2019: 36-37)</u>.

women and girls in the general population.¹² While prevalence data has a role in understanding GBV, measuring the nature of GBV in a crisis is complex and sensitive. Collecting GBV prevalence data requires asking women and girls to disclose their, often traumatic, personal experiences of violence. When considering whether to collect prevalence data during an emergency, donors and practitioners must ask: are the risks (notably, the very real risks to women's safety) worth the effort for the data that we get back? Most of the time, the answer to this question is 'no'.¹³

First, it is not ethical to collect GBV data when there are no services in place. Basic health care and psychological first aid must be locally available and accessible before commencing any activity that may involve women and girls disclosing information about their experience of GBV.¹⁴ Making funding for GBV services contingent upon the collection of primary prevalence data could delay the implementation of life-saving services, potentially by months; this would go against humanitarian commitments related to the centrality of protection.

Even when there are services already in place, prevalence studies can put women and girls at heightened risk. Answering questions on experience of violence, or reporting GBV incidents, can cause further trauma or stigmatization for survivors. In humanitarian settings, it may be more of a struggle for researchers to ensure privacy, confidentiality and informed consent of respondents.¹⁵ There is a risk of retaliation or backlash by perpetrators and/or the community if women are suspected of having disclosed violence, particularly in situations of insecurity and conflict.

From a logistical standpoint, to be useful for decision-making in humanitarian settings, programmers need information quickly and must use their staff and resources efficiently. Prevalence studies, however, are costly, time-consuming, and require a large team of specialized staff to implement properly. National population-based surveys may need a sample size of up to 30,000 households to be considered representative, and they can take months to prepare. To ensure that women and girls feel comfortable talking about sensitive issues and that their data is protected, staff involved in data collection in emergency situations must be carefully selected, receive appropriate training on potential disclosure of violence and have expert knowledge of the ethics and challenges associated with research on GBV. A shortage of qualified, female data collectors is a common challenge. In addition, emergency contexts may be characterized by displacement, a breakdown of systems, and security issues in general, all of which make large-scale data collection extremely difficult, if not impossible.

In terms of what we get back for this effort and risk, GBV prevalence data is not without inconsistencies. Under-reporting of GBV makes it difficult to obtain an accurate picture of the magnitude of the problem, as the recorded cases represent only a small fraction of the overall incidence. There are many valid reasons that women may choose not to disclose their experience of violence during data collection, particularly if women do not feel safe in doing so. Instability, fear, loss of autonomy, the breakdown of law and order, and widespread disruption of support systems, may make women living in emergencies even less likely to disclose incidences of GBV, particularly with researchers who are unknown to the survey participants. Until there are services in place, there is little opportunity for GBV actors to establish trust with affected populations in order to support disclosures, and there is little reason for women to put themselves at risk by disclosing their experience of GBV. When under-reporting under-represents the actual magnitude of

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¹² Jansen H. (2016b), UNFPA <u>Sources of Violence Against Women Data. UNFPA Asia and the Pacific Regional Office</u>, kNOwVAWdata.

¹³ See <u>UNFPA (2019: 124)</u> for a list of challenges related to GBV data collection in humanitarian settings.

¹⁴ World Health Organization (WHO). (2007) Ethical and safety recommendations for researching, documenting and monitoring sexual violence in emergencies.

¹⁵ Peterman, A., Bhatia, A., Guedes, A. "Remote data collection on violence against women during COVID-19: A conversation with experts on ethics, measurement & research priorities." UNICEF Office of Research – Innocenti, 29 May 2020

¹⁶ According to <u>Jansen (2016a)</u>, many population-based prevalence studies are only recommended to be carried out every 5-10 years due to the complexity and high cost of data collection.

the problem, this may undermine the importance on GBV, and thus reduce the space and the funding allocated to it.

The strength of prevalence data is that can give an indication, even if not always perfectly accurate, of the scale of GBV in a population over a certain time period. However, as outlined above and documented over years of GBV research, we already know that GBV is widespread. While GBV prevalence contributes a part, it does not provide a complete picture of what is happening to women in girls in crisis, the risks related to violence, and the needs of survivors, and so is limited in terms of what GBV actors need to develop strong response programming.¹⁷ Annex 1 provides a review of guidance related to undertaking prevalence studies in humanitarian settings.

What Data Can We Use (Safely) to Inform GBV Programming in Emergencies?

"When you have a conversation with people about the other types of data (qualitative data, secondary data, etc.) that are available and why that data is more useful than the numbers of reported cases, they start to get it."

Key Informant Interview, Global Protection Cluster (GPC). (2014) GBV Area of Responsibility: Core Competencies for GBV Program Managers and Coordinators in Humanitarian Settings, p.29.

When considering what GBV data is useful and needed to inform decision-making on GBV programming, the first step is to clarify what questions need to be answered: Why do you want to collect data and how will it be used?¹⁸

Perhaps the most fundamental question is whether GBV programs are needed; to this question, the answer is always 'yes.' Addressing GBV is considered life-saving activity that prevents illness, trauma, disability and death, and thus meets multiple humanitarian donor guidelines and criteria, including the Central Emergency Response Fund (CERF). While data is important for program design and implementation, it is not required in order to put in place essential GBV prevention, response and risk mitigation measures prior to or from the onset of an emergency.¹⁹ A lack of available data on the occurrence of GBV should not be interpreted to mean that GBV is not a major issue.

GBV actors must still analyze the context and needs of the population to inform the development of programming. Where data on GBV does not exist, data collection should aim to refine programming rather than establishing whether or not GBV is occurring. When the focus of data collection is shifted away from prevalence and population-based surveys, there is a wide range of data collection techniques that can gather reliable and relevant information quickly and efficiently, while at the same time prioritizing women's safety. When information is collected through community-based, participatory approaches that align with safe and ethical approaches for researching GBV, the research can improve the impact and outcomes of humanitarian interventions.²⁰ Wherever possible, researchers should draw from secondary data sources; many questions can be answered without the need for collecting new data and using secondary sources can save time and resources at the onset of a crisis.²¹

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¹⁷ GBVIMS, "How do you make sense of prevalence?" podcast, 2018.

¹⁸ For a visualization of the considerations on whether it is safe and useful to collect GBV data, UNFPA has a decision tree for the context of COVID-19 that may be applicable in humanitarian situations as well, see <a href="https://example.com/here-example.c

¹⁹ Inter-Agency Standing Committee (IASC). (2015b) <u>Guidelines for Integrating Gender-Based Violence Interventions in Humanitarian Action: Reducing risk, promoting resilience and aiding recovery, p.33, p.147.</u>

²⁰ United Nations Population Fund (UNFPA). (2019) Inter-agency Minimum Standards for GBV in Emergencies Programming.

²¹ GBVIMS Podcast. (2018). What is secondary data and how can I utilize it?.

The tables below show data sources and data points that can be drawn from these sources that are more available, safer and quicker to access at the onset of a crisis. These include both quantitative and qualitative sources and demonstrate more practicable alternatives to GBV prevalence data.

Data sources that can be analyzed or collected quickly and safely in humanitarian contexts					
GBV-specific Data Sources	GBV Service-based Data Sources				
 Consultations with women and girls Focus group discussions with community members that are age-, gender-, and culturally appropriate GBV assessments Safety audits (can provide basic information on potential risk factors) Consultations with of local experts on GBV, including relevant grass-roots women's organizations, civil societies and government agencies 	 Mapping of GBV response services Client satisfaction surveys Survey among service providers Administrative data, including records kept by health and social services, legal aid services and police GBV services delivery statistics, including GBVIMS²² 23 				
Inter-sectoral Humanitarian Response	Common Secondary Data Sources				
 Humanitarian monitoring tools Non-GBV sector assessments (e.g. WASH, Nutrition) on accessibility of basic necessities such as food and water can often provide useful insights into context and risk factors Joint planning and strategic documents such as the Humanitarian Program Cycle, the OCHA Minimum Preparedness Package, the Multi-Cluster/Sector Initial Rapid Assessment (MIRA), and Strategic Response Plans (Note: even when GBV is not well-integrated in these documents, they can be useful to understand basic protection risks.) 	 Household surveys (such as Demographic and Health Surveys (DHS) and Multiple Indicator Cluster Surveys (MICS)) Academic studies, especially by local researchers Media reports Previous needs assessments, situation reports IDP/refugee registration data National legal frameworks related to GBV (and whether they are sufficiently implemented to provide protection to women and girls) 				

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²² For specific considerations on survivor data in the context of GBV services, see <u>UNFPA (2019: 106-113)</u> Standard 14: Collection and Use of Survivor Data and Robinette K. (2020) Handling GBVIMS data sharing requests from external actors. London, UK: GBV AoR Helpdesk

²³ GBVIMS website. (no year). "How does GBVIMS data work with other types of GBV data?" and "How to Analyze GBVIMS Data".

Data points that can be used to inform GBV programming decisions, and can be gathered from the data sources above ²⁴

•	Gaps in quality and scale of	•	Access to information
	multisectoral services		about availability of
•	Barriers to women's and		humanitarian services,
	girls' access to services,		including food
	unequal access to services		distributions, shelter,
	for women, girls and other		health services (including
	at-risk groups		reproductive health), etc.
•	Mapping of community	•	Whether sector standards
	systems and structures,		related to protection,
	existing community		rights and GBV risk
	resources and capacities		reduction that are applied
•	Capacities for		and the link with GBV-
	empowerment and		related risks
	support, e.g. women-lead		
	organizations, previous		
	activities with a protection		
	or GBV focus		
•	Whether GBV program		
	actors have the appropriate		
	level of resources and		
	capacity to respond		
•	Preferences of women and		
	girls for locations and types		
	of services		
•	Participation of women and		
	girls in decision-making		
	processes and their		
	recommendations for		
	programming		
	•	 Barriers to women's and girls' access to services, unequal access to services for women, girls and other at-risk groups Mapping of community systems and structures, existing community resources and capacities Capacities for empowerment and support, e.g. women-lead organizations, previous activities with a protection or GBV focus Whether GBV program actors have the appropriate level of resources and capacity to respond Preferences of women and girls for locations and types of services Participation of women and girls in decision-making processes and their recommendations for 	 Barriers to women's and girls' access to services, unequal access to services for women, girls and other at-risk groups Mapping of community systems and structures, existing community resources and capacities Capacities for empowerment and support, e.g. women-lead organizations, previous activities with a protection or GBV focus Whether GBV program actors have the appropriate level of resources and capacity to respond Preferences of women and girls for locations and types of services Participation of women and girls in decision-making processes and their recommendations for

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²⁴ Compiled from <u>UNFPA (2019: 123)</u>, <u>IASC (2015b: 37)</u>, <u>GBV AoR (2019: 96-97)</u>

Annex 1: Global Guidance on Collecting GBV Prevalence Data

Guidance from GBV specialized agencies

Inter-Agency Standing
Committee (IASC). (2015b)
Guidelines for Integrating
Gender- Based Violence
Interventions in
Humanitarian Action:
Reducing risk, promoting
resilience and aiding
recovery.

"It is important to remember that GBV is happening everywhere. [...] all humanitarian personnel ought to assume that GBV is occurring and threatening affected populations; treat it as a serious life-threatening problem [...], regardless of the present or absence of concrete 'evidence'." (IASC, 2015b: 2)

"Obtaining prevalence and/or incidence data on GBV in emergencies is not advisable due to the methodological and contextual challenges related to undertaking population-based research on GBV in emergency settings." (IASC, 2015b: 7)

See also

- The Obligation to Address GBV in Humanitarian Work (page 14)
- Guidance on Assessment, Analysis and Planning, including DOs and DON'Ts for Conducting Assessments That Include GBV-Related Components (pages 33-38)

UNFPA. (2019) Inter-agency Minimum Standards for GBV in Emergencies Programming. "Any type of survivor data should be collected in the framework of service provision." (UNFPA, 2019: 106)

"All multisectoral assessments include questions relevant to GBV service provision... while avoiding questions regarding GBV incidents or prevalence." (UNFPA, 2019: 117)

"In emergencies, GBV-specialized agencies must ensure that services are available **before** pursuing GBV-focused information-gathering activities, and that persons tasked with collecting data on GBV are trained in the survivorcentered approach and able to advise survivors on available services..." (UNFPA, 2019: 122)

"Assessments do not aim to identify individual or groups of survivors or whether GBV is happening." (UNFPA, 2019: 126)

See also

- Standard 14: Collection and Use of Survivor Data (pages 106-113), with an explanation of prevalence data vs. incidence data
- Standard 16: Assessment, Monitoring and Evaluation (pages 122-130)

UNICEF. (2019) <u>Gender-Based Violence in</u>
<u>Emergencies Operational</u>
<u>Guide</u>.

"It should be noted that reliable prevalence data on the scale of GBV in humanitarian settings remain difficult to obtain. This is particularly true in conflict-related settings due to insecurity, lack of GBV services, lack of safety for survivors, and access issues including isolation imposed on survivors by their families or other restrictions on movement.

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	As such, levels of GBV in emergencies are often higher than reports suggest due to underreporting." (UNICEF, 2019: 37)
GBV Area of Responsibility (AoR). (2019) <u>Handbook for Coordinating Gender-based Violence Interventions in Emergencies</u> .	"Obtaining data on prevalence (total number of cases in the population) of sexual or other forms of GBV should not be the priority of GBV partners at the onset of an emergency. There is a high level of under-reporting and the security risks associated with obtaining data in these settings are significant. The first priority is to establish prevention and response measures, then establish safe and ethical data systems as conditions allow." (GBV AOR, 2019: 10)
	"The purpose of an assessment is to more clearly understand the situation and how it affects the lives of the affected population in order to design appropriate and effective interventions across multiple sectors. It is not for collecting prevalence information in order to make the case for GBV interventions." (GBV AoR, 2019: 92)
	"Donors, cluster members, government representatives and other actors need to understand that collecting data on the specific number of GBV incidents IS NOT a priority in an emergency. The absence of such data should have no bearing on scaling up efforts to mainstream GBV prevention and mitigation across all sectors, or developing multi-sector response services for survivorsThe most important consideration for all types of GBV data collection for assessments (by GBV partners or other sectors) is this: "How can the information be used to safely promote protection for those at risk?" (GBV AOR, 2019: 92)
	See also Assessments (page 92-102)
Call to Action on Protection from Gender-Based Violence in Emergencies. (2018) The GBV Accountability	"Accountability of Donors: Fund the establishment of GBV services regardless of the presence or absence of GBV data." (Call to Action, 2018: 2)
Framework: All Humanitarian Actors Have a Role to Play.	Partners in the Call to Action include USAID, UNHCR, UNICEF, UNFPA, IRC, OCHA, Care, NorCap, IOM, UKAID

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Guidance from Donors / Inter-agency

Department for International Development (DFID). (2013) *Violence against Women and Girls in Humanitarian Emergencies, CHASE Briefing Paper.*

"Any data collection in emergencies is challenging, but given the highly sensitive nature of VAWG it is vital that approaches to information collection are in line with the internationally accepted guidance and 'do no harm' principles... Data collection methods, such as household surveys, are very difficult in humanitarian emergencies due to under-reporting, displacement, a breakdown of systems, and safety and security issues. Information should be collected with the aim of informing program design and ensuring that interventions are responsive to the needs of women and girls. It is also important to look beyond a focus on quantitative data." (DFID, 2013: 9-10)

European Commission
Directorate-General for
Humanitarian Aid and Civil
Protection (DG ECHO).
(2016) <u>Humanitarian</u>
<u>Protection: Improving</u>
<u>protection outcomes to</u>
<u>reduce risks for people in</u>
<u>humanitarian crises.</u> DG
ECHO Thematic Policy
Documents.

This document underscores that assessments and monitoring of activities for general protection (under which GBV programming falls) focus on assessments of threats, vulnerabilities and capacities of the affected populations, as well as the behavior and capacity of duty-bearers. From a protection standpoint, gathering prevalence is not required or even included in recommended data sources, though information on availability of protection services (capacity of duty-bearers) is included, as well as the "feeling safe" indicator that captures the perception of affected people of the risk they are facing as an outcome indicator for a protection intervention.

See also 6. Monitoring, Evaluation and Indicators, page 26-27

Inter-Agency Standing
Committee (IASC). (2015a)
Tool: Multi-Sector Initial
Rapid Assessment
(MIRA) Guidance. IASC
Needs Assessment Task
Force.

This tool underscores that the MIRA approach is not meant to provide statistically representative primary data for quantitative analysis on humanitarian needs. The Analytical Framework does not include or advocate for prevalence data to understand the scale and scope of the crisis. It also emphasizes the role of secondary data analysis to determine the extent of the crisis and the number of people affected, and the role of community level assessments (via direct observation and key informants) in integrating the needs and priorities as perceived by affected communities into strategic humanitarian priorities.

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The GBV AoR Help Desk

The GBV AoR Helpdesk is a unique research and technical advice service which aims to inspire and support humanitarian actors to help prevent, mitigate and respond to violence against women and girls in emergencies. Managed by Social Development Direct, the GBV AoR Helpdesk is staffed by a global roster of senior Gender and GBV Experts who are on standby to help guide frontline humanitarian actors on GBV prevention, risk mitigation and response measures in line with international standards, guidelines and best practice. Views or opinions expressed in GBV AoR Helpdesk Products do not necessarily reflect those of all members of the GBV AoR, nor of all the experts of SDDirect's Helpdesk roster.

The GBV AoR Helpdesk

You can contact the GBV AoR Helpdesk by emailing us at: enquiries@gbviehelpdesk.org.uk

The Helpdesk is available 09.00 to 17.30 GMT Monday to Friday.

Our services are free and confidential.

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