



# Addressing the Needs of Women and Girls in Contexts of Forced Displacement: Experiences from Operations

THE GENDER GROUP, WORLD BANK GROUP, 2019

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# GOOD PRACTICES

- 1 LISTENING
- 2 INCLUSIVENESS
- 3 AWARENESS
- 4 LEARNING
- 5 PARTICIPATION
- 6 INNOVATION
- 7 PERSISTENCE
- 8 CAPACITY-BUILDING

# TABLE OF CONTENTS

<b>ACRONYMS</b>	<b>2</b>
<b>ACKNOWLEDGMENTS</b>	<b>3</b>
<b>1. INTRODUCTION</b>	<b>4</b>
A Growing Crisis	5
A New Approach to Humanitarian Crises	6
<b>2. REVIEWING THE OPERATIONALIZATION OF GENDER EQUALITY GOALS FOR FORCIBLY DISPLACED PERSONS</b>	<b>8</b>
Overview of Projects Selected for Review	9
<b>3. ADDRESSING GENDER GAPS IN OPERATIONS TARGETING FORCIBLY DISPLACED PERSONS</b>	<b>12</b>
Good Practice 1: Effectively Navigating the Dialogue on Gender Equality and Women's Empowerment	13
Good Practice 2: Collaborating with Partners and Clients	15
Good Practice 3: Managing Risk of Sexual Exploitation Abuse and Gender-Based Violence	16
Good Practice 4: Conducting Analytic Assessments to Identify Gender Gaps	18
Good Practice 5: Engaging Women and Girls in Participatory Processes	20
Good Practice 6: Using a Stand-Alone Component or Subcomponent(s)	22
Good Practice 7: Building Upon Incremental Steps	24
Good Practice 8: Investing in Human Resources	26
<b>4. RESULTS AND MEASUREMENT</b>	<b>28</b>
Examples of Indicators Used in Contexts of Forced Displacement	29
The Gender Tag	30
<b>5. ENTRY POINTS IN THE PROJECT CYCLE</b>	<b>32</b>
Project Cycle Phase 1: Identification	33
Project Cycle Phase 2: Preparation	33
Project Cycle Phase 3: Implementation	34
Project Cycle Phase 4: Completion and Evaluation	35
<b>6. LOOKING FORWARD</b>	<b>36</b>
<b>ANNEXES</b>	<b>38</b>
Annex 1: Methodology	39
Annex 2: Gender-Based Violence Resources and Links	39
Annex 3: List of Gender Assessments	40
Annex 4: Photo Credits	40
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<b>BOXES</b>	
Box 1. IDA18: Supporting Refugees and Host Communities through a Development Lens	6
Box 2. DRDIP: Bringing Awareness of Priorities and Risks to Project Implementation	17
Box 3. Using Gender Diagnostics	19
<b>TABLES</b>	
Table 1. Projects Reviewed	10
Table A3.1 List of Gender Assessments	40

## ACRONYMS

<b>AFR</b>	Africa	<b>IOM</b>	International Organization for Migration
<b>CDD</b>	Community-Driven Development	<b>IRI</b>	Intermediate Results Indicators
<b>CMUs</b>	Country Management Units	<b>M&amp;E</b>	Monitoring and Evaluation
<b>DIME</b>	Development Impact Evaluation (World Bank Group global program)	<b>MENA</b>	Middle East and North Africa
<b>DRC</b>	Democratic Republic of Congo	<b>NGOs</b>	Non-Governmental Organizations
<b>DRDIP</b>	Development Response to Displacement Impacts Project	<b>NCCS</b>	National Climate Change Secretariat
<b>ECA</b>	Europe and Central Asia	<b>P4R</b>	Program-for-Results
<b>EU</b>	European Union	<b>PDO</b>	Project Development Objective
<b>FATA</b>	Federally Administered Tribal Areas	<b>PIU</b>	Project Implementation Unit
<b>FCI</b>	Finance Competition and Innovation	<b>PMU</b>	Project Management Unit
<b>FCV</b>	Fragility, Conflict, and Violence	<b>RF</b>	Results Framework
<b>FDPs</b>	Forcibly Displaced Persons	<b>SAR</b>	South Asia
<b>GBV</b>	Gender-Based Violence	<b>SCD</b>	Systematic Country Diagnostic
<b>GCF</b>	Global Concessional Financing Facility	<b>SEA</b>	Sexual Exploitation and Abuse
<b>GP</b>	Global Practices	<b>SIG</b>	Social Inclusion Grant
<b>GSURR</b>	Social, Urban, Rural and Resilience Global Practice	<b>SPF</b>	Strategic Prevention Framework
<b>GWI</b>	Global Women's Institute	<b>SPL</b>	Social Protection and Labor
<b>HND</b>	Health, Nutrition, and Population	<b>TTL</b>	Task Team Leader
<b>IBRD</b>	International Bank for Reconstruction and Development	<b>UN</b>	United Nations
<b>ICRs</b>	Implementation Completion Reports	<b>UNHCR</b>	United Nations High Commissioner for Refugees
<b>IDA</b>	International Development Association	<b>UNHRC</b>	United Nations Human Rights Council
<b>IDA18</b>	Eighteenth Replenishment of International Development Association	<b>UNICEF</b>	United Nations International Children's Emergency Fund
<b>IDB</b>	Inter-American Development Bank	<b>USAID</b>	United States Agency for International Development
<b>IDPs</b>	Internally Displaced Persons	<b>UNFPA</b>	United Nations Population Fund
<b>ILO</b>	International Labour Organization	<b>WASH</b>	Water Supply, Sanitation, and Hygiene
		<b>WHO</b>	World Health Organization

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# INTRODUCTION





## A Growing Crisis

As situations of conflict and violence persist around the globe, the number of people forcibly displaced from their homes is surging. According to the United Nations High Commissioner for Refugees (UNHCR), at the end of 2017, there were an estimated 68.5 million people globally who had fled their homes as a result of conflict, persecution, or generalized violence. This number represents an increase of 2.9 million in comparison to the end of the previous year.

This review focuses on women and girls who have been forcibly displaced. Gender inequality is not left behind when women and girls are forced to flee their homes. In situations of displacement, women and girls are most exposed to adversity, and many of the risks they face, such as gender-based violence, are heightened. Women are among the most vulnerable, facing a number of challenges including extreme poverty, lack of access to basic infrastructure and services, and the impacts of climate change on livelihoods and human well-being. Internalized inequality can limit women's ability to overcome adverse experiences. With that in mind, World Bank projects must consider the different circumstances of women and girls/men and boys to deliver benefits to those that need them most.

## Objective

The objective of this portfolio review is twofold: (i) to assess how World Bank operations to date have addressed the different needs of forcibly displaced women and girls/men and boys in fragile, conflict, and violence (FCV) contexts; and (ii) to distill lessons and guidance for task teams, including those designing operations under the new International Development Association (IDA18) refugee window and the Global Concessional Financing Facility (GCOFF). The review is limited to considering how the needs of women and girls have been addressed, as no operations were found that identified gender-specific needs of forcibly displaced men and boys, or sought to close gender gaps that affected these men and boys adversely.

## Context

Today, the global forcibly displaced population includes 25.4 million refugees, 40.0 million internally displaced persons (IDPs), and 3.1 million asylum seekers.<sup>1</sup> On average, forcibly displaced persons remain in exile from their home country over four years and the majority are hosted by low and middle-income countries. Given these conditions and the sheer number of forcibly displaced persons around the globe, the international community is seeking new solutions to address the situation.

<sup>1</sup><http://www.unhcr.org/news/press/2018/6/5b27c2434/forced-displacement-above-68m-2017-new-global-deal-refugees-critical.html>

## A New Approach to Humanitarian Crises

Part of the new approach is a shift away from a humanitarian response towards a development approach, which is being led by local governments in partnership with non-governmental organizations (NGOs) and development partners. The development approach aims to: move from crisis response to risk management; support host communities and lagging regions; promote social and economic inclusion; and, encourage regional and country-level approaches.

For middle income countries, the GCFF, originally launched by the World Bank in partnership with the United Nations (UN) and the Islamic Development Bank to respond to the Syrian refugee influx to Jordan and Lebanon, has now evolved into a global platform to respond to refugee crises. Since its

launch, the GCFF has received nearly US\$600 million in pledges from nine supporting countries and the European Commission. Of that, the Facility disbursed US\$500 million in grants, which in turn have leveraged over US\$2.5 billion in much-needed concessional financing to support refugees and their host communities in Jordan and Lebanon.<sup>2</sup>

For low income countries the new development approach is the focus of the IDA18 Regional Sub-window for refugees and host communities.<sup>3</sup>

As of November 2018, fourteen countries—Bangladesh, Burkina Faso, Burundi, Cameroon, Chad, Democratic Republic of Congo, Republic of Congo, Djibouti, Ethiopia, Mauritania, Niger, Pakistan, Rwanda, and Uganda—have been found eligible for financing under the new IDA18 Regional Sub-window, and projects are now under preparation.

### BOX 1

#### IDA18: Supporting Refugees and Host Communities through a Development Lens

Marking the shift to a development approach, the International Development Association (IDA), has made an additional US\$2 billion available to support refugees and host communities. The IDA18 Regional Sub-window aims to help advance policy and institutional reforms to enhance the management of refugee situations. It runs between July 1, 2017 and June 30, 2020 and will provide refugee-hosting countries, which meet specific requirements, with additional volumes of financing and more favorable terms than traditional IDA resources. Its overall purpose is to help refugee-hosting countries (i) mitigate the impacts of protracted refugee presence on host communities and the shocks caused by an influx of refugees, and to create social and economic development opportunities for refugees and host communities; (ii) facilitate sustainable solutions to protracted refugee situations, including through the sustainable socio-economic inclusion of refugees in the host country and/or their return to their country of origin; and (iii) strengthen preparedness for increased or potential new refugee flows.<sup>4</sup> To be eligible, countries supported by IDA need to:

- ➔ Host at least 25,000 refugees, or refugees must amount to at least 0.1 percent of its population;
- ➔ Have an adequate framework for the protection of refugees; and
- ➔ Have an action plan or strategy with concrete steps, including possible policy reforms for long-term solutions that benefit refugees and host communities.

<sup>2</sup> [https://globalcff.org/wp-content/uploads/2018/12/GCFF-Annual-Report-2018\\_181220\\_FINAL\\_Digital.pdf](https://globalcff.org/wp-content/uploads/2018/12/GCFF-Annual-Report-2018_181220_FINAL_Digital.pdf)

<sup>3</sup> <http://ida.worldbank.org/financing/replenishments/ida-18replenishments/ida18-regional-sub-window-for-refugees-host-communities>

<sup>4</sup> "IDA18 Sub-Window for Refugees and Host Communities—Eligibility and Operationalization: An Overview".

<http://ida.worldbank.org/financing/replenishments/ida18-overview/ida18-regional-sub-window-for-refugees-host-communities>

The establishment of these dedicated resources for refugee and host community operations will lead to a significant scale-up of the Bank's engagement in contexts where women and girls face heightened challenges. The Bank's ability to have real impact will depend on the extent to which our interventions can identify and address the key concerns of men and women respectively, and enhance women's ability to be agents of change.

To assist the TTLs that will be responsible for delivering the new operations under the IDA18

Regional Sub-window for refugees and host communities, the FCV and Gender Groups have carried out a gender portfolio review of past and current forced displacement operations. The aim of the exercise is to identify lessons on how to address gender inequalities, and the vulnerabilities faced by forcibly displaced women and girls, as well as to be able to provide pragmatic guidance on how to design operations that can respond effectively to these issues.

“

*What was the biggest challenge we faced? **We heard the biggest challenge from women themselves.** They said to us 'don't give us expectations; don't show us the possibilities, if you can't fulfill our dreams'. We took that to heart. We are ensuring that 50 percent of the participants and beneficiaries are women. Has it been easy, NO. Has it been worth it, YES. For me the fundamental perspective is what would they want...to walk in their shoes. What does it mean for their struggles and their opportunities? How could the project make it a little easier for them?*

”

**Varalakshmi Vemuru**; Lead Social Development Specialist and TTL, Development Response to Displacement Impacts Project (DRDIP) in the Horn of Africa—Ethiopia, Uganda and Djibouti (P152822); and Kenya (P161067)





2

# REVIEWING THE OPERATIONALIZATION OF GENDER EQUALITY GOALS FOR FORCIBLY DISPLACED PERSONS



## Overview of Projects Selected for Review

This review is based on 56 operations, approved between FY2005 and FY2017, which included Forcibly Displaced Persons (FDPs) among their beneficiaries. These operations were identified by the FCV group as constituting the most significant International Bank for Reconstruction and Development (IBRD)/IDA operational experience in contexts of forced displacement. Of the 56 operations<sup>5</sup> which met the initial selection criteria, a sub-set of 32 projects were shortlisted for further analysis. These 32 projects were either gender-informed or gender-tagged or, if trust-funded, they had a strong component focused on closing existing gender gaps and/or empowering women in the projects' design. Many of these 32 projects were presented to the Board recently. In fact, 16 of the 32 projects were approved between 2015 and 2017 and most are currently under implementation (see Table 1). The closing year for these shortlisted 32 projects spans between 2011 and 2023. After a desk review of the 32 shortlisted projects, 19 projects were selected for in-depth review, based on sectors and regions they covered.

The majority of the 19 projects target both forcibly displaced persons and the host community. Ultimately, interviews with TTLs and/or team members informed our identification of good practices and lessons learned about the operationalization of interventions tackling existing gender gaps in the Bank's forced displacement projects.

Table 1 provides an overview of the 19 projects. These operations are implemented in four of the World Bank's six regions: Middle East and North Africa (MENA), Africa (AFR), Europe and Central Asia (ECA), and South Asia (SAR). Nine of the 19 selected projects were implemented in AFR. In addition, seven projects were in the MENA region, two in SAR and one in ECA. They were designed by several different Global Practices: Social, Urban, Rural and Resilience (GSURR), Health, Nutrition, and Population (HND), Social Protection and Labor (SPL), Governance, Education, Water, and Trade and Competitiveness (now Finance Competition and Innovation (FCI)). GSURR implemented the majority: 10 of the 19 projects.



<sup>5</sup> During the initial selection process, 24 projects were excluded as they either did not explicitly mention FDPs as beneficiaries (9) or, because they did not meet the criterion of being either gender informed, or gender tagged, or trust-funded projects with a strong focus on closing existing gender gaps and/or empowering women (15).

## Table 1. Projects Reviewed

### Beneficiaries: Internally Displaced Persons and Host Community

AFRICA			
Congo, Democratic Republic of	DRC Eastern Recovery Project (P145196)	SLP	2014-2020
Mali	Mali Reconstruction and Economic Recovery (P144442)	GSURR	2013-2018
Sudan	Sustainable Livelihoods for Displaced and Vulnerable Communities in Eastern Sudan Phase 1 (P131640) and Phase 2 (P158066)	GSURR	2013-2016 2016-2019
EUROPE AND CENTRAL ASIA			
Azerbaijan	IDP Economic Development Support Project Phase 1 (P089751) and Phase 2 (P122943 and P155110)	GSURR	2005-2011 2011-2021

### Beneficiaries: Refugees and Host Community

AFRICA			
Eastern Africa	Development Response to Displacement Impacts Project (DRDIP) in the Horn of Africa—Ethiopia, Uganda and Djibouti (P152822)	GSURR	2016-2021
Kenya	DRDIP-II—Kenya (P161067)	GSURR	2017-2022
Zambia	AFCC2/RI-GLR: Displaced Persons & Border Communities (P152821)	GSURR	2016-2021
MIDDLE EAST AND NORTH AFRICA			
Jordan	Jordan—Emergency Services and Social Resilience (P147689)	GSURR	2013-2017
	Jordan Emergency Health Project (P163387)	HNP	2017-2019
	Economic Opportunities for Jordanians and Syrian Refugees P4R (P159522)	T&C	2016-2021
	Delivering Legal Aid Services to Iraqi and Palestinian Refugees (P126689) (Small Grant)	GOV	2011-2016
	Piloting Delivery of Justice Sector Services to Poor Jordanians and Refugees in Host Communities (P157861) (Small Grant)	GOV	2016-2019
Lebanon	Lebanon Municipal Services Emergency Project (P149724)	GSURR	2014-2017
SOUTH ASIA			
Afghanistan	Citizen Charter Afghanistan Project—Emergency Regional Displacement Response Additional Financing (P163468 and P160567)	GSURR	2017-2021

## Table 1 Continued

### Beneficiaries: Internally Displaced Persons and Host Community

AFRICA			
Mauritania	Sustainable Livelihoods for Returnees and Host Communities in the Senegal River Valley (P132998)	GSURR	2013-2018

### Beneficiaries: Internally Displaced Persons, Refugees and Returnees

AFRICA			
Niger	Phase 2 Niger Basin Water Resources Development and Sustainable Ecosystems Management Program (P130174)	Water	2011-2021

### Beneficiaries: Returnees

SOUTH ASIA			
Pakistan	Federally Administered Tribal Areas (FATA) Temporarily Displaced Persons Emergency Recovery Project (P154278)	SLP	2015-2019

### Beneficiaries: Refugees

AFRICA			
Kenya & Ethiopia	AFCC2/RI Horn of Africa Emergency Health and Nutrition Project (P127949)	HNP	2011-2013

### MIDDLE EAST AND NORTH AFRICA

Lebanon	Emergency Education System Stabilization (P152898)	Education	2015-2018
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3

## ADDRESSING GENDER GAPS IN OPERATIONS TARGETING FORCIBLY DISPLACED PERSONS



“ *If I had one message for task team leaders, it is to not underestimate the capacity of communities. Even in the most challenging spaces, there is always some latent capacity—to organize collectively, to deliberate on relevant actions and to manage interventions. And that capacity often rests with the women in these communities. Our job, our challenge is to find where that capacity resides, and how to utilize it. It might mean slowing down, having patience and taking the time to understand the dynamics of the community we want to work with.* ”

**Dan Owen**, TTL Sustainable Livelihoods for Returnees and Host Communities in the Senegal River Valley (Mauritania) (P132998)

This section draws lessons from these 19 projects, illustrating how they have integrated three distinct elements—gender gaps, forcibly displaced populations, and FCV contexts—into the design and implementation of their operations. The 19 projects revealed eight good practices. These good practices are not rigorously tested approaches. They are approaches currently used in Bank projects that explicitly address the needs of women and girls who are forcibly displaced, and seek to address the challenges faced by them.

The good practices presented are organized to correspond with the project cycle. We start with practices that apply to the identification stage and finish with practices that can be used for evaluation. Some good practices can be used throughout the project cycle; see Section 5 for further elaboration.

## Good Practice 1: Effectively Navigating the Dialogue on Gender Equality and Women’s Empowerment



The discussion around gender equality and women’s empowerment varies in complexity and nuance across countries and regions. Addressing the different needs of women and girls/men and boys

is simply a good approach to achieving development goals, and TTLs should take this as a ‘given’ when approaching the dialogue on gender equality with clients and other stakeholders. **In other words, the starting point for effectively navigating the discussion should be how to best address and narrow existing gender gaps, not whether the project should attempt to do this in the first place.**

Gender equality can be a sensitive topic in certain contexts and dialogue about Gender-Based Violence (GBV) and Sexual Exploitation and Abuse (SEA) is often a particularly difficult topic to discuss with clients. We discuss good practice in managing the risk of GBV in Good Practice 3 and some resources for TTLs are listed in Annex 2.

A good understanding of gender roles, norms, and stereotypes in the country and within the regional context is needed. **Early consultations with women’s groups and community leaders about critical gender gaps**, and opportunities to learn from past experiences of implementing interventions designed to address them are important. **Regional Gender Action Plans, Country Gender Assessments** and dedicated resources such as the **South Asia Gender Platform** or the **MENA Country Gender Scorecards** are good places to start to learn about gender issues, and can provide entry points for dialogue about how to identify gender gaps, and locally appropriate ways to respond to them.

For example, local knowledge of gender roles and responsibilities allowed the TTL and project team to effectively navigate the dialogue around gender equality, and to redesign appropriate components for the *Citizen Charter Afghanistan Project—Emergency Regional Displacement Response Additional Financing* (P163468 and P160567). Women in Afghanistan typically do not participate in public works and cash for work initiatives. Component 1 was expanded to include a second (more culturally appropriate) social inclusion grant to support women’s livelihood activities through access to grain reserves, which provided a high level of food security. In addition, Component 3 was expanded to include a range of learning activities targeted to women.

**Regular visits to the field are an important way for TTLs and project teams to meet firsthand with target beneficiaries.** It is useful to ground the dialogue in data, and to use evidence from implementation status reports and evaluations, to illustrate the differences in the impact that the project is having on women and girls/men and boys who have been forcibly displaced—and their counterparts in the host communities. Visits to the field and consultations with women’s groups and community leaders can also be used to identify opportunities to support women’s capacity to be agents of change. Nevertheless, as some TTLs of the selected 19 projects noted, field visits may be prohibitive in certain contexts, such as Mali, where the emergency nature of the operation means preparation time is limited, or visits to the project’s implementation site are too dangerous.

Lessons from the 19 selected projects show that **effectively navigating the dialogue on gender equality often means engaging with both men and women.** For example, the *Citizen Charter Afghanistan Project* includes social mobilization activities to sensitize communities on the need for tailored social activities that address challenges faced by women and the most vulnerable groups. These activities include training male community elders to facilitate and accommodate women’s participation in the project. Another example is the *FATA Temporarily Displaced Persons Emergency Recovery Project* (P154278) in Pakistan which carried

out a campaign strategically targeting male tribal elders, and informing them about benefits of the project. This was done to reduce resistance and to allow women to use one-stop information shops, knowing that they could not go to the chief’s house.

**Effectively navigating the dialogue on gender equality and women’s empowerment is a continuous task,** even where progress has been made in this area. For example, the *Citizen Charter Afghanistan Project* continues to struggle to find an entry point to discuss GBV in Afghanistan. The need for targeting GBV has been identified; however, further actions have been stalled. Again, this points to the importance of building on incremental steps, knowing the context, and collaborating closely with partners to find locally appropriate entry points.

### Food for Thought

What options are available to TTLs in cases where in-country travel or field visits are prohibitive? In these instances, how can TTLs ascertain a grounded local knowledge of the context and realities experienced by women and girls living as FDPs? How feasible is it for TTLs to collaborate with partners, such as the United Nations Human Rights Council (UNHRC) and the International Organization for Migration (IOM), who have an established presence in emergency contexts?

## Good Practice 2: Collaborating with Partners and Clients



Review of the selected operations highlights the importance of nurturing partnerships as a good practice. **Partners may include the Project Management Units (PMUs), local implementing partners, and even the Country Management Units (CMUs), which all have important roles to play.** For example, for the *Citizen Charter Afghanistan Project—Emergency Regional Displacement Response Additional Financing* (P163468 and P160567), the project team and CMU together pushed for components with specific actions to boost the minimum standards for women’s engagement. With the PMU’s support the project can draw on significant resources, and the local implementing partner has proved to be a strong partner, with its own expertise in addressing gender differences in access to resources, opportunities, and specific challenges faced by women and men.

The *FATA Temporarily Displaced Persons Emergency Recovery Project* (P154278) in Pakistan is notable because it demonstrates that client partnership may take many forms. In this case, the project not only enjoyed support from the Government of Pakistan, but also from the Pakistani military. Dialogue with the Government around gender equality and women’s empowerment was very open, and the military ensured there was sufficient security presence for women to safely access the one-stop shop areas.

External partners can also leverage support for including actions to address gender gaps in operations targeting FDPs. For *Economic Opportunities for Jordanians and Syrian Refugees P4R* (P159522), the World Bank collaborated with the International Labour Organization (ILO), United States Agency for International Development (USAID), UNHCR, and the European Union (EU) to share collective knowledge. In fact, UNHCR stepped in to help advocate for the project’s focus on closing gender gaps in economic opportunities, with the Bank’s program leader. UNHCR also lent its support for the design of *AFCC2/RI-GLR: Displaced Persons & Border Communities* (P152821), which benefited from UNHCR’s analysis to supplement knowledge on vulnerable women and youth.



“

**We had somehow not carefully considered how exactly we would address risks faced by women and girls in operations.**

We initially focused on gender-based violence, for example the verbal and physical violence that women often face when they have to go long distances to collect firewood or clean water. But then we faced the question: How do we help avert that? Beyond this, how do we, for example, make girls' long walk to school safe? **The answers are not high tech or sophisticated. They are logical.**

”

**Varalakshmi Vemuru**; Lead Social Development Specialist and TTL, Development Response to Displacement Impacts Project (DRDIP) in the Horn of Africa—Ethiopia, Uganda and Djibouti (P152822); and Kenya (P161067)

### Good Practice 3: Managing Risk of Sexual Exploitation Abuse and Gender-Based Violence



Managing the risk of SEA and GBV is a crucial consideration when designing and implementing projects targeting the needs of women and girls/ men and boys in forcibly displaced situations. FDPs are particularly vulnerable and FCV contexts are particularly risky; therefore, it is of paramount importance that TTLs carefully consider how to manage the risks posed by SEA and GBV (Annex 2 provides a list of related resources and links for TTLs). While recognition of SEA and GBV risk in operations has increased significantly in the Bank in recent years, it is important to recognize that this might not be the case for clients, and that this is a gap that needs to be bridged. However, in some cases, clients might be more receptive to discussing sensitive issues, such as GBV and SEA, in FCV contexts where the topics are already on the table, and widely documented. Among the 19 projects analyzed for this portfolio review, two stand out as notable examples for their management of SEA and GBV risk: *Development Response to*

*Displacement Impacts Project (DRDIP) in the Horn of Africa (P152822) & DRDIP-II—Kenya (P161067) and the Jordan Emergency Health Project (P163387).*

*DRDIP-II—Kenya (P161067)*, is a multisector project covering basic social services and economic infrastructure, environmental and natural resources management, and traditional and non-traditional livelihoods. Through interventions in these sectors, *DRDIP-II* seeks to address GBV in an integrative, holistic way. All components and subcomponents contribute to GBV prevention and response, and address GBV at increasing levels of complexity throughout the project.

Strong CMU support helped the DRDIP team to establish with the client the importance of tackling existing challenges faced by women, which could prevent them from actively participating in the project, or being able to benefit from it. When energy issues were discussed with the client, the GBV risk that women faced collecting firewood in remote areas, and other related risks were raised. Addressing GBV risk with the client resulted in various solutions—for example, lighting on pathways and location of supply points to reduce GBV risk. The project team found that focusing discussions with the client on practical measures that could respond to risks identified by GBV specialist reports, provided a good entry point for dialogue, and a strong partnership developed.

The *Jordan Emergency Health Project* (P163387) also addressed SEA and GBV risks. The project designed components to address gender gaps in access to healthcare faced by poor uninsured Jordanian women and by Syrian refugee women, supporting the Government of Jordan in its delivery of primary and secondary health services at Ministry of Health facilities. The project provides capacity building for

the Ministry of Health, including training on GBV and barriers to accessing health care that affect women more than men. Moreover, the project provides support to the Ministry of Health to develop protocols, guidance, and communication on GBV and reproductive health among the target population (in partnership with other donors and UN agencies).

## BOX 2

### **DRDIP: Bringing Awareness of Priorities and Risks to Project Implementation**

DRDIP enables communities to identify and prioritize investments, and it places a specific focus on the priorities of women, female-headed households, and youth groups, which are all disproportionately affected by forced displacement. For example, activities undertaken as part of the environmental and natural resources management subcomponent consider the responsibilities of women with respect to providing fodder for animals, and fuel for their households. Interventions are designed so that they lower women's exposure to the risk of violence, while collecting wood for fuel and fodder for animals, by ensuring routes are well lit, and reducing the need to gather wood for cooking. One of the project's subcomponents aims to reduce drudgery, to enhance safe access, and to reduce the time and energy which women spend gathering wood from distant areas. It also supports off-grid lighting and heating for cleaner fuel, as well as fuel-saving cookstove technologies, which improve health and indoor air pollution, and reduce women and girls' exposure to GBV risks. Moreover, the project includes a communications strategy at all levels of implementation. This strategy focuses on increasing awareness around available services for GBV survivors. It also includes dialogue groups with men to reinforce positive messages, and to challenge gender norms and expectations, which contribute to the acceptability of GBV. Training programs also enhance livelihood opportunities for women, promote healthy conflict resolution, and address diverse forms of GBV, such as intimate-partner violence related to changes in women's roles.



## Good Practice 4: Conducting Analytic Assessments to Identify Gender Gaps



Gender diagnostics are important tools during the project preparation phase, including the design and appraisal. They enable TTLs to better understand the specific risks and vulnerabilities faced by women and girls/men and boys in their projects, and are often needed to identify critical gender gaps and specific constraints faced by women and men in accessing resources and opportunities. They are particularly important in FCV contexts, as they unpack complex gender inequalities that require a nuanced understanding of the needs and vulnerabilities of an already highly vulnerable population. When accompanied by data collection efforts, or where sufficient data exists, gender assessments provide much needed detail on the differences between women and men's needs, and the gender gaps that can be addressed by the project. They also strengthen the argument for designing operations which address the specific needs of women and girls/men and boys, and can be used to improve the dialogue with clients and partners. To continue to amplify the dialogue on gender equality, funding and other dedicated resources for this type of analytic assessment are crucial. The following three examples demonstrate how a supplementary gender assessment can inform the project's design and implementation (see Annex 3 for a list of the gender assessments conducted for the 19 projects selected for this portfolio review).

*Piloting Delivery of Justice Sector Services to Poor Jordanians and Refugees in Host Communities* (P157861) targeted refugees residing in Jordan as well as poor Jordanians, and addresses inequalities between women and men's access to legal services. Family law issues represent the largest category of cases for which this population seeks legal assistance, and approximately 90 percent of

those who seek legal aid are women. **The project conducted a qualitative assessment using surveys to better understand women's access to economic assets, exposure to domestic violence, and the role of legal aid services.**<sup>6</sup> The assessment found that poor women in this context—refugees and Jordanians alike—faced similar barriers, such as limited power in household decision-making, that rendered them particularly vulnerable to poverty, in comparison to their male counterparts. In light of these vulnerabilities and inequalities, Component 1 of the project was designed to partner with governmental and civil society organizations, that were well-placed to reach poor Jordanian and/or refugee women, in order to expand its reach of legal awareness activities. In addition, under Component 2, training and legal awareness campaigns targeted the needs of women and children, and the project adapted the contents of its legal awareness materials to reach different audiences and potential beneficiary groups.

*The Internally Displaced Persons (IDP) Living Standards and Livelihoods Project* (P122943 and AF: P155110) in Azerbaijan, conducted a study in preparation for the US\$50 million Additional Financing, which is being implemented between 2016-2020. The objective of the study was two-fold: (i) to conduct a quantitative assessment of market opportunities and income-generating activities among IDPs; and (ii) to conduct a qualitative assessment of the experiences of male and female beneficiaries in accessing livelihood opportunities. The study sought to deepen the analytical work on livelihood opportunities for IDPs, and to inform the design of relevant skills training, capacity building, and financial support to IDPs. Moreover, **the assessment explicitly took stock of the divergent experiences among male and female IDPs, and gaps in the distribution of assets and risks between them, both at project and macro levels.** Data sources for the assessment included focus group discussions held with IDPs, discussions with relevant government and non-governmental agencies, and a desk review. The study's findings about the priorities expressed by women, resulted in changes to the project's design through the inclusion of more micro-projects per community.

<sup>6</sup> <https://www.brookings.edu/blog/future-development/2018/02/21/can-justice-make-poor-women-less-vulnerable/>

As a result, new small businesses were created and support to existing businesses was expanded, including by introducing strategies for fostering female entrepreneurship. Moreover, this analytic assessment was also instrumental in hardwiring actions into the operational manual.

Using a Strategic Prevention Framework (SPF) Grant, *DRDIP-II—Kenya* (P161067) **hired a consultant to conduct a social assessment in order to identify the right entry points.** This assessment resulted in six sectoral notes—education, health, water supply and sanitation, energy, livelihoods, and labor-intensive public works—and a GBV note, which **recommended actions to mitigate and reduce risks, with measurable targets. These actions and targets were incorporated into the operations manual.** As a crucial part of the social assessment, the project analyzed community structures to uncover leadership networks, household dynamics, gender relations, and youths' roles. It also more closely examined divergent social groups within the community, including identification of those who have a voice, and those who are perceived to be marginalized. The assessment found that female-headed households were especially vulnerable, and that this population would be best reached through improved exposure to information, as well as appropriate communication platforms. In order to integrate the assessment's findings in the implementation phase, the project utilized different modes of communication, relied on respected community leaders, established inclusive community meetings, and took into consideration the unique safety and security risks.

While an independent assessment was conducted for *DRDIP-II—Kenya* (P161067), its parent project, *Development Response to Displacement Impacts Project (DRDIP) in the Horn of Africa* (P152822), **produced an assessment in collaboration with UNHCR.** This assessment analyzed forced displacement and mixed migration in the Horn of Africa, and informed the project's analysis of characteristics, and its potential impact on the target population. The report provides an overview of the situation, its causes and its drivers, and it adds value in terms of framing forced displacement and mixed migration within the region's social, economic, political, legal, and security contexts. It also analyzes the ongoing development challenges, regional initiatives undertaken, and holistic approaches to address the situation. The report provides detailed information on the obstacles faced by women, such as limited land rights, lack of educational opportunity, and illustrates how these obstacles and other social norms often thwart their ability to improve food security conditions and livelihood options for themselves, their families, and their communities. The report finds that women are often perceived as objects or commodities to be exploited and trafficked, rather than as independent agents of their own development and well-being. In addition, women with children are unable to claim them, because of unclear legal custody rights of mothers, leaving many children stateless.<sup>7</sup>

### BOX 3

#### Using Gender Diagnostics

*The Democratic Republic of Congo (DRC) Eastern Recovery Project* (P145196) aims to improve access to livelihoods and socio-economic infrastructure. Quotas for women's engagement were set and are measured in the results matrix. This project illustrates the importance of understanding the different ways that men and women participate in labor markets. In DRC's agricultural sectors, farming and livestock work attract both men and women and, as a result, components in this sector are tailored to meet the needs of both. However, in other sectors such as public works, it is difficult to attract women at any stage of the project, due to deep-rooted biases that lead to the belief that women cannot undertake this type of strenuous physical labor.

<sup>7</sup> <http://documents.worldbank.org/curated/en/837351468189856365/pdf/ACS14361-ESW-P152459-Box391494B-PUBLIC-FINAL-HOA-Displacement-Report.pdf>

## Good Practice 5: Engaging Women and Girls in Participatory Processes



**Dedicated strategies are needed to ensure the equitable and substantive participation and inclusion of women and girls in the project.** Strategies need to be resourced, to ensure that communications and mobilization needed to reach women and girls, and provide the appropriate environment for their engagement, are funded. The following two examples demonstrate how projects can use participatory mechanisms for women and girls, to enhance their voice and agency, while addressing existing gender gaps.

The *Lebanon Municipal Services Emergency Project* (P149724) targets both the host community and refugees. It uses a **decentralized and consultative approach to promote women’s inclusion, and ensure their voices are heard, when decisions are made** about the selection of infrastructure projects for the community. For example, to address the specific issue of water-related infections and diseases, the project held consultations with

community groups, and included consultations in smaller community settings. It reached out to groups which were especially vulnerable, including youth, the elderly, refugee populations, and particularly women in these groups, as they are chiefly responsible for domestic water supplies. Because of the targeted engagement of women, the project constructed water wells and installed water filters in schools.

The *Citizen Charter Afghanistan Project—Emergency Regional Displacement Response Additional Financing* (P163468 and P160567) highlights how projects can **make use of specialized participatory tools to elicit the participation of women and vulnerable groups.** Building upon the Community-Driven Development (CDD) methodologies of the parent project, the *Citizen Charter Afghanistan Project* included a women’s mobility map and women’s safety walk tool, which tracked where women could physically move about—either alone, with other women, with men, or not at all. To address long-term structural poverty, the project held consultations with the community on how to support very poor families, identified in the well-being/poverty analysis conducted under the parent project. Consultations revealed several potential community-level responses. For example, it was suggested that landlords make land available for groups of women to cultivate vegetables or other crops over the long-term.



Consultations also underscored the importance of a unique small grant that families could use to purchase food. These grants not only benefit very poor women and their families, but also bring together hosts and new residents who have recently relocated, in a collective process—building solidarity through taking responsibility for people who cannot meet their food needs.

**New initiatives to engage women and girls may be needed throughout project implementation.**

For example, the *Jordan—Emergency Services and Social Resilience* (P147689), after acquiring additional financing, consulted with Syrian female refugees to decide how to allocate block grants given to municipalities. As part of this second phase, municipal officials carried out extensive consultative processes with their constituents, focusing on women, youth, and vulnerable groups, in order to prioritize service delivery, and to identify the socioeconomic needs of their constituents. These priority needs and demands translated into targeted subprojects and activities, and were included in the municipal budgets from year two onwards.

**Consultations with women and girls can also be important tools to improve project supervision.** In Azerbaijan, the *IDP Living Standards and Livelihoods Project* (P122943 and AF: P155110) ensured women’s representation and voice in decisions about community investments, by organizing women-only meetings in regions where their participation would otherwise have been difficult. These **women-only consultations were included at the recommendation of a gender specialist within the Project Implementation Unit (PIU)**, who followed the guidance on participatory processes stipulated in the operations manual. The consultations revealed information that positively affected the quality of project monitoring and supervision. For example, young women mentioned difficulties they experienced during the computer training, which was offered to improve business skills, like keeping records, and developing business plans. Their access to computer centers was limited, as they are mostly used by men, and the software needed was not installed on many of the computers. As a result, in the future, the project will explore whether software availability is also an issue for male graduates, and how female graduates can continue to have access to computers after graduating from the program.

“ **For returning refugees it was important to work out the most direct and effective ways to nurture and build social cohesion, and that always led us first to the women in the community.**

*In these social and environmental landscapes of conflict and fragility, where social exclusion is pervasive, they were the community anchors, often the arbiters of stability, cohesion, and resilience.*

”

**Dan Owen**, TTL Sustainable Livelihoods for Returnees and Host Communities in the Senegal River Valley (Mauritania) (P132998)

## Good Practice 6: Using a Stand-Alone Component or Subcomponent(s)



Three operational approaches are used to close gender gaps and respond to the needs of women: (1) stand-alone components tied to an identified gender gap; (2) embedding actions to respond to an identified gender gap under one or more of the project's components; or (3) a stand-alone component plus embedded actions in other components.

The following two projects have **stand-alone components** designed to address the unique barriers, inequalities, and vulnerabilities faced by women and girls to narrow identified gender gaps:

The *Economic Opportunities for Jordanians and Syrian Refugees P4R Project* (P159522) identified specific barriers faced by poor Jordanian women and Syrian female refugees, when trying to enter the labor market in Jordan. For example, **childcare and lack of transportation are pronounced**

**barriers for these women**, leading many to work from home. In a direct response to this identified gender gap, the project facilitates the formalization of home-based enterprises, which are vital for the provision of livelihood opportunities for marginalized people in Jordan, particularly women. To encourage the formalization of home-based enterprises, the project addresses some of the regulatory barriers to establishing a business. As a result, a sizeable percentage of female home-based entrepreneurs, especially among the refugee population, were formalized and therefore able to expand their market, operating legally and competing freely with local providers of services.

*Sustainable Livelihoods for Returnees and Host Communities in the Senegal River Valley* (P132998) adjusted a component to meet the specific needs of women engaged in the labor market. The project sought to create more comprehensive and diversified rural income-generating opportunities, through interventions in key aspects of the value chain. In recognition of **labor market participation differences between men and women**, the project designed a series of activities to target women's specific roles in the labor market. For example, one of the components provided women with market-gardening activities, enterprise and marketing activities, and farm and non-farm activities focused on food processing methods to promote agribusiness and small-scale markets.





Several projects target the needs of women and girls, and **address gender disparities, by embedding actions in several or all of the project's components.** One reason for adopting this approach is that **it allows for greater flexibility, as the number of components can be reduced.** As government capacity is often limited, reducing the number of components can simplify implementation. The following are examples of projects that have integrated actions to address gender gaps throughout their components, and measure progress made in their results matrices.

*AFCC2/RI-GLR: Displaced Persons & Border Communities Project (P152821)*<sup>8</sup> was approved but not implemented as the client withdrew. It is included in this portfolio review as it is an example of a well-designed project which considers women's needs in all its components, and monitors the impact of actions on identified gender gaps. The project aimed to improve livelihoods and socio-economic infrastructure. **It identified specific constraints faced by women, including limited control over household assets, and unequal distribution of**

**income-generating activities.** The project proposed to address these constraints by designing livelihood subcomponents targeted to women beneficiaries, and by providing capacity building and materials for groups of vulnerable women to set up a kitchen garden near a market. The project had **also planned consultations to ensure women were included among the beneficiaries of livelihood subprojects, and it had planned for additional community outreach, to target women for inclusion in social cohesion initiatives.**

### Food for Thought

Is it preferable to design a stand-alone component, or to embed actions throughout the project's components to address identified gender gaps? What factors contribute to this decision? Should the decision be dictated by the context or by the client? What role does the sector or type of project play in this decision?

<sup>8</sup> Note: Although approved by the Board, this project has since been dropped. It is included as part of this portfolio review's 19 projects selected for analysis due to its robust design for addressing gender gaps for FDPs.

“ *When the program started, the Azerbaijanis did not see that a dedicated focus on women was necessary, or feasible. But as the women beneficiaries are from rural areas and have limited opportunities outside the home, their options to generate an income were extremely limited. What we did was go beyond the targets that we had set for the project. We helped the client see the difference it made, not only in the lives of the women, but in the lives of the whole community. The result was the client became the advocate for the project's activities that focused on women. There was pride in the whole group.* ”

**Rebecca Lacroix**, co-TTL, Azerbaijan IDP Living Standards and Livelihoods Project (P122943)

## Good Practice 7: Building Upon Incremental Steps

### PERSISTENCE

Projects do not always address gender disparities from the start, particularly in emergency operations where time for appraisal is limited. However, specific needs and vulnerabilities of women and girls/ men and boys can be effectively identified during implementation, and adjustments can be made in a series of small incremental steps. For example, several of the selected projects had very little analysis of gender differences between women and men's access to resources and opportunities at appraisal. However, they were able to **incorporate an assessment as part of a mid-term review, or as preparation for additional financing**. Sometimes **recruiting gender experts to the PIUs** helped to identify how gender inequality impacted the project's implementation, and drove demand for a gender assessment. **Site visits during supervision, and better information from the PIU, or commissioned surveys, built in-depth knowledge about how gender inequalities impacted the project.** This knowledge often improved the dialogue with clients and partners about the importance and relevance of tackling the different



needs of women and girls/men and boys, providing an important impetus for a greater focus on gender equality in the project. **Consistent supervision—which encompasses monitoring on the ground—is vital for building incremental steps**, as it allows TTLs to assess firsthand how women and girls/men and boys are impacted by the projects, and where adjustments may be needed.

The Citizen Charter Afghanistan Project—Emergency Regional Displacement Response Additional Financing (P163468) built upon CDD methods implemented in the parent project, to better engage with vulnerable women and female-headed households. Most significantly, the *Citizen Charter Afghanistan Project* **launched social inclusion grants to promote collective action and community philanthropy, in an effort to provide sustainable welfare support for ‘ultra-vulnerable’ households, including those led by women.** The social inclusion grants may serve as another incremental step, as an experimental subcomponent to inform future work on social protection and welfare targeting to ultra-vulnerable groups, is being considered. The *Citizen Charter Afghanistan Project* also benefited from the Afghanistan Gender and Social Inclusion Platform. The Platform supported operational, technical, and analytical work needed to implement the Afghanistan 2016 Country Partnership Framework, and the recommendations of the Country Gender Action Brief.

A gender assessment undertaken for the midterm review of the *DRC Eastern Recovery Project* (P145196) considered gender issues at three levels: (i) national, (ii) project, and (iii) institutional. As a result of the assessment, the project adjusted components so that more women were able to benefit from project activities. For example, for the public works component, the assessment recommended adding ‘lighter’ tasks, such as tree planting, street cleaning, and materials preparation for women who could not engage in ‘hard’ tasks. Childcare for women who worked on the site was also included as part of the activities. At the institutional level, the assessment found that 84 percent of the staff were male, and of the 16 percent who were women, the majority worked as assistants. To address this gender gap, the project proposed an internship program for women with relevant technical backgrounds, to shadow the most experienced people in the PIU. The PIU will also work to develop a gender strategy.

“ One of the biggest achievements in the project has been the successful role out of ‘grain banks’, and the associated matching ‘social inclusion grant’ (SIG). The SIG/grain bank model was a means to promote community philanthropy and provide support to these ultra-poor families. The grain banks have shown that **communities rise up to help the most vulnerable, even in the poorest of places.** Some of the most vulnerable households in the target communities are female-headed, often by widows. They—alongside others such as the disabled—are unable to benefit from the labor-intensive public works elements of the project. During the project design, it was not clear whether the model would work. Would communities contribute to the grain banks given how pervasive poverty is across Afghanistan? But our doubts were unfounded. So far, over 11,000 ultra-poor families have benefited from the 4,000 grain banks established by the project. ”

**Janmejay Singh**, Lead Social Development Specialist  
South Asia Region Social Development Unit, TTL Citizen Charter Afghanistan Project (P163468)

## Good Practice 8: Investing in Human Resources

### CAPACITY-BUILDING

Investment in human resources is needed to address gender disparities. Specialists with expertise on gender equality can provide a wide variety of support and expertise at all stages of the project cycle. **Hiring gender specialists—including World Bank Group staff, external experts, and those employed by the PMU and PIU**—is a crucial investment. They can carry out activities ranging from analytic assessments, implementing operational project components, fielding consultations, communications, and monitoring in the field. In Zambia, for example, the National Climate Change Secretariat Safeguards Manager for *AFCC2/RI-GLR: Displaced Persons & Border Communities* (P152821) received mentorship support from a gender expert, to broaden her skills on managing the aspects of the project around gender differences in access to opportunities, and specific constraints faced by women. Gender specialists with sectoral expertise can be especially beneficial, as noted by *Piloting Delivery of Justice Sector Services to Poor Jordanians and Refugees in Host Communities* (P157861), and *Delivering Legal Aid Services to Iraqi and Palestinian Refugees* (P126689).

**Resources designed and produced by gender experts such as training, project instruments (for example, grievance mechanisms), and operational guidance for the PIU, can help identify existing gender gaps and risks faced by women and girls/ men and boys, and provide information needed to design specific actions to respond to these needs in operations targeting FDPs.** For example, an implementation manual with guidance notes would have been useful, according to *Development Response to Displacement Impacts Project (DRDIP) in the Horn of Africa* (P152822) & *DRDIP-II—Kenya* (P161067); and, *the FATA Temporarily Displaced Persons Emergency Recovery Project* (P154278) in Pakistan would have benefited from guidelines on behavior-change communications. Ultimately, the



project hired a communications expert, but it would have also benefited from the support and expertise provided by a gender specialist.

The absence of gender specialists has been acutely felt by some project teams. For example, in the case of *Phase 2 Niger Basin Water Resources Development and Sustainable Ecosystems Management Program* (P130174), the shortage of gender specialists made it difficult to carry out work on the ground, and to enhance women's participation in the project. A roster of experts on gender equality in sustainable development—or a SWAT team like that used in the Health Global Practices—would have been useful for that project. In addition, the *Jordan Emergency Health Project* (P163387) would have found it helpful for TTLs to have a simple standardized assessment tool for the health sector—for example, 10 questions to ask, and guidance on how to conduct a gender assessment. Instead, the TTL took an online course offered by a Canadian institution, and researched literature on Syrian refugees and poor Jordanians. Individual TTLs, who are attuned to gender disparities, exert significant influence over the project's inclusion of women's voice and representation. However, they are often under-resourced, and frequently do the work because of personal commitment rather than institutional demand. Too often the rigor with which gender gaps are addressed depends upon the initiative of the individual TTLs.

Hiring female professional staff with project funds is an issue that needs to be addressed separately.

More generally, we should work with the clients as part of support to implementation, to ensure that there is equal opportunity in the workplace, and that standards about gender discrimination and women's safety in the workplace are in place and implemented. Several of the projects analyzed for this portfolio review mentioned that the hiring of female professionals was essential to boosting PMU and PIU capacity. Here too TTLs have a role to play and can exert influence. For example, in the case of *IDP Living Standards and Livelihoods Project* (P122943 and AF: P155110) in Azerbaijan, the TTL successfully recruited women to positions with the implementing partner, despite having been told that it would not be possible to find women to appoint.

## Food For Thought

How might the support of a gender specialist have affected your project? At which stage of the project would the gender specialist's expertise have been most beneficial? What sorts of questions or issues do TTLs need the most guidance on from gender specialists?



4

## RESULTS AND MEASUREMENT



A robust Results Framework (RF) is the basis for reporting progress against targets, including the Project Development Objective (PDO) and Intermediate Results Indicators (IRIs). Constructing a robust Results Framework means that **Monitoring and Evaluation (M&E) must move beyond measuring outputs with sex-disaggregated data, towards measuring outcomes** (see for example, indicator iii in the *AFCC2/RI-GLR: Displaced Persons & Border Communities* project and indicator iv in the *DRC Eastern Recovery Project* below). As implementation proceeds, intermediate results can be used to effectively integrate women's and men's specific priorities and needs into projects, and course correct if necessary. Data about the project's beneficiaries (disaggregated by sex and displacement status), and evaluations of the project's impact and results—again disaggregated by sex and displacement status—are also needed to distill lessons learned, which can inform future programming.

At the Project Development Objective (PDO) level of the projects reviewed, indicators are often defined as the number of direct project beneficiaries with a goal for the percentage of women. Disaggregating results by sex represents good practice for all operations, whether or not they aim to close a gender gap. Often descriptions of project beneficiaries focused on the vulnerability of women and girls, as the motivation for the special attention paid to women beneficiaries; for example:

→ Women are among the most vulnerable, facing a number of challenges including extreme poverty, lack of access to basic infrastructure and services, and climate change. Sustaining agriculture, the main source of livelihoods in the refugee settlements, is one key challenge for women, and other vulnerable groups such as female-headed households, youth, and the disabled. The project will pay special attention to ensuring that the needs of such groups are identified, and that they participate as project beneficiaries. It also involves working with local government authorities to build the capacity of vulnerable groups. (*AFCC2/RI-GLR: Displaced Persons & Border Communities* (P152821))

→ Extremely vulnerable female-headed households represent a quarter of all refugee households. *Economic Opportunities for Jordanians and Syrian Refugees P4R* (P159522)

However, some of the projects reviewed also included outcome measures that capture progress in women's empowerment. While it is important to identify constraints faced by women, and to direct resources to communities that respond to gender-specific needs, it is equally important to recognize women's resilience, and support opportunities for them to be agents of change. **Going forward, a stronger result focus on gender equality gains, and closing gender gaps is encouraged for projects where it is relevant.** The section "The Gender Tag" provides examples of operations with FDPs among their beneficiaries, where this has been achieved.

## Examples of Indicators Used in Contexts of Forced Displacement

For projects that aim to ensure that both FDPs and host communities benefit from the projects' activities, detailed information on beneficiaries that includes their displacement status is needed. One indicator that is included in several projects is the number of project beneficiaries disaggregated by sex. It is important to note that this indicator would not suffice for the gender tag as it does not track progress made on closing an identified gender gap—although the indicators tracked below may be important to track other project outcomes related to inclusion of particular groups of beneficiaries. For example, the *Jordan Emergency Services and Social Resilience* (P147689) collects data on:

- i) direct project beneficiaries (#), of which women (%)
- ii) Conflict-affected people to whom benefits have been delivered within the first year of project effectiveness (#), of which: (i) women; (ii) Jordanian host population; (iii) refugees.

The *AFCC2/RI-GLR: Displaced Persons & Border Communities* (P152821), PDO level indicators were:

- i) direct project beneficiaries (#) of which (%) female, former refugees, host community;
- ii) beneficiaries (#) with improved access to connective and socio-economic infrastructure (of which % female, former refugees, host community);
- iii) percentage of beneficiaries of livelihood subprojects who report improved food security/income/welfare (of which % female, most vulnerable).

For IRIs, most projects collected sex-disaggregated data on the project beneficiaries or their inclusion in project activities. The *Mali Reconstruction and Economic Recovery Project* (P144442), for example, gathered intermediate results data on:

- i) participants in consultation activities during project implementation (sex-disaggregated);
- ii) number of microprojects for women's organizations financed under the project.

The *Sustainable Livelihoods for Returnees and Host Communities in the Senegal River Valley* (P132998) collected data on the number of women who received vocational training and/or capacity building for income-generating activities for the IRIs.

The *DRC Eastern Recovery Project* (P145196) results measures assess success in achieving women's inclusion throughout the project's activities, by using indicators that capture the quality of women's engagements in community-level governance mechanisms—for example their involvement in management and decision making—as well as the number of men and women that participated in meetings. The project's M&E system works particularly well because both the monitoring and impact evaluation are part of the same system. The day-to-day monitoring is primarily done using the data collected by the World Bank's Development Impact Evaluation (DIME) for the impact evaluation. This approach enabled rapid feedback to the TTL which allowed mid-course corrections to be made. The TTL knew exactly how many women versus men participated in the public works. Since targets for

female participation were not being met, additional efforts were made to increase the number of women beneficiaries, including by identifying tasks for women who were medically disqualified from doing physically demanding work, such as material preparation, or by the need for childcare provision.

The Intermediate Results Indicators included:

- i) female beneficiaries participating in community-based decision making and management strategies (disaggregation by displacement status (host, IDP/refugee));
- ii) female representatives in community-based decision making and management strategies;
- iii) number of female beneficiaries of safety net programs (disaggregated by displacement status (host, IDP/refugee));
- iv) female clients who adopted improved agricultural technology promoted by project;
- v) number of female client days of training provided.

## The Gender Tag

Until July 1, 2014, projects were considered gender-informed if they met any one of the three criteria: analysis of the differences between women and girls/men and boys in terms of their access to opportunities, resources, and constraints. Under IDA17, which ran from July 1, 2014 to June 30, 2017, the bar was raised, and operations were required to meet all three criteria to qualify as gender-informed. The same standard was applied to all IBRD lending. In FY2018, the gender tag was introduced to achieve a more results-oriented assessment. The new gender tag<sup>9</sup> distinguishes operations that: identify relevant gaps between women and girls/men and boys in the analysis, as they relate to the Bank's broader country engagement framework; aim to address these gaps through specific actions supported by the project; and, link them to indicators in the results.

The following three gender-tagged projects serve as examples of gender-tagged operations with particularly robust results matrices.

<sup>9</sup> The Gender Tag Guidance Note has been updated in the Operations Portal and can be found under the institutional data tab and at: [https://worldbankgroup.sharepoint.com/sites/Gender/Documents/Guidance%20Notes/Gender%20Tag%20Guidance%20Note\\_September.2018.final.pdf](https://worldbankgroup.sharepoint.com/sites/Gender/Documents/Guidance%20Notes/Gender%20Tag%20Guidance%20Note_September.2018.final.pdf)

1) *Economic Opportunities for Jordanians and Syrian Refugees P4R (P159522):*

**Identified gender gap:** Low labor force participation of Syrian female refugees and poor Jordanian women in the host community.

**Action proposed:** To facilitate the formalization of home-based enterprises, and to surpass regulatory barriers for establishing these businesses, which would significantly benefit poor Jordanian women and Syrian female refugees, when trying to enter the labor market in Jordan.

**Results indicators tied to a specific action aimed at closing an identified gender gap:** Share of business owners who have accessed more predictable and simplified business regulation. Indicators measure the number of established household enterprises, and among those, the number of women-owned businesses. The target is 1,000 businesses, of which 100 are female owned.

2) *Development Response to Displacement Impacts Project (DRDIP) in the Horn of Africa (P152822) & DRDIP-II—Kenya (P161067):*

**Identified gender gap:** Women have limited access to basic social services, economic opportunities, and environmental management, compared to men.

**Action proposed:** Project interventions to address the social, economic, infrastructure, and protection needs of women, particularly regarding GBV. For example, the project predicts that improved access to energy through efficient fuels and cooking devices will increase women and girls' available time for economic activities, lessen women and girls' exposure to indoor air pollution, and reduce their risk of GBV.

**Results indicators tied to specific actions aimed at closing an identified gender gap:** At the PDO level, indicators gather data on (i) the percentage of female beneficiaries, and (ii) beneficiaries of economic development activities that report an increase in income (disaggregated by type of service, sex, and target group). In addition, at the intermediate results level, indicators report data on the percentage of female beneficiaries who feel that the project investments reflected their needs.

3) *Citizen Charter Afghanistan Project—Emergency Regional Displacement Response Afghanistan Project—Emergency Regional Displacement Response Additional Financing (P163468 and P160567 Parent):*

**Identified gender gap:** Entrenched social norms prevent women from participating in public/civil work.

**Action proposed:** Social inclusion grants and collective action activities are used to enable women, who could not otherwise participate in the project, to benefit from the project's activities. These activities benefit female-headed households and sensitize community members to the need for social activities that include the most vulnerable groups in their communities. Participatory M&E tools, such as third-party monitoring at the community level, and citizen scorecards, are used so beneficiaries can report upon the minimum service standards in the intermediate results.

**Results indicators tied to a specific action aimed at closing an identified gender gap:** Results indicators consisted of sex-disaggregated data. At the PDO level, targets were set at a minimum of 50 percent female beneficiaries—both direct and indirect—and the number of persons benefiting from social inclusion grants disaggregated by sex, displacement status, and ability. Citizen scorecards were used to track the participation of women, as well as poor and vulnerable groups, such as returnees and IDPs. This third-party monitoring was used to cross verify and to measure impacts specific to women, such as the effectiveness of women's mobility maps and safety walks.

5

## ENTRY POINTS IN THE PROJECT CYCLE



This section identifies entry points in the project cycle where TTLs can apply the good practices to shape interventions seeking to close gender gaps, and respond to vulnerabilities that are specific to women and girls/men and boys. The eight good practices are influential at different stages of the project cycle, and some may apply to more than one stage or entry point.

## Project Cycle Phase 1: Identification

Phase 1 of the project cycle represents an initial stage where an intervention's feasibility is assessed, and when beneficiaries' needs can be diagnosed. This Identification phase is an ideal entry point for TTLs to exercise the following good practices:

- **Effectively Navigate the Dialogue on Gender Equality and Women's Empowerment (Good Practice 1).** Refer to WB knowledge products—Systematic Country Diagnostic (SCDs), Regional Gender Action Plans—to understand the country context, and information from UNHCR, IOM, United Nations International Children's Emergency Fund (UNICEF), and other specialized agencies working with displaced communities. Having this information will allow you to ask questions about gender disparities and commission work to fill knowledge gaps.
- **Make Sure that Women are Part of Consultations and that Their Voice and Views can be Heard (Good Practice 1).** Consult key national and international informants with expertise on gender inequality in the country.
- **Collaborate with Different Partners and Stakeholders (Good Practice 2).** During the project identification phase find out how different partners are addressing gender inequalities and vulnerabilities specific to women and girls/men and boys.

- **Manage Risk of Sexual Exploitation Abuse and Gender Based Violence (Good Practice 3).** Get relevant information that can help you assess the risk of SEA and GBV from the onset of the project. The information will inform the intervention's design, implementation, and evaluation. Consult specialized UN Agencies—UNHCR, United Nations Population Fund (UNFPA), UNICEF, World Health Organization (WHO), UN Women—and other development partners.

## Project Cycle Phase 2: Preparation

Phase 2 of the project cycle supports preparation and planning for the intervention, as well as the project's design. Entry points for TTLs include:

- **Effectively Navigating the Dialogue (Good Practice 1).** Consultations with gender experts and women leaders can inform the design of the project. This feedback may build upon the findings collected during the analytic assessment, or other initial data gathering initiatives conducted during the Identification phase.
- **Collaborate with Different Partners and Stakeholders (Good Practice 2).** During the project design phase identify and understand divergent interests or viewpoints on how to address gender gaps, or whether these inequalities and specific vulnerabilities should be addressed in the first place.
- **Conduct Analytic Assessments to Identify Gender Gaps (Good Practice 4).** Analytic assessments designed to deepen diagnostics, and identify interventions that the operation can support, are ideally conducted at the onset of the project. However where rapid responses are needed, it is also possible that baseline surveys for evaluation, or other ongoing assessments, can be used to tweak or enhance an element of the project's design after effectiveness.

- **Invest in Human Resources (Good Practice 8).** Use gender specialists to produce information and specialized resources needed for appraisal. Commission work to identify gender gaps and vulnerabilities specific to women and girls/men and boys, that the project can address. Include assessment of GBV risk.
- **Use Stand-Alone Components or Subcomponents (Good Practice 6).** Consider whether to address and close gender gaps with a stand-alone component and/or to adopt a mainstreamed approach to narrow gender gaps, and respond to vulnerabilities specific to women and girls/men and boys, as needed.
- **Manage Risk of Sexual Exploitation Abuse and Gender-Based Violence (Good Practice 3).** The project design should aim to address these risks and prevent them where possible.
- **Build Upon Incremental Steps (Good Practice 7).** Additional financing operations can build upon lessons learned in the first phase of implementation. A gender assessment of the operation can be used to identify challenges encountered in the first phase, and propose solutions.
- **Build Upon Incremental Steps (Good Practice 7).** The design and the implementation of the intervention can be an iterative process. In this phase of the project cycle, the TTL may continue to build up the project's capacity to implement components designed to address gender disparities. For example, during this Implementation phase, the TTL can work with the PMU to appoint staff, consult communities, and design the project manual.
- **Engaging Women and Girls in Participatory Processes (Good Practice 5).** During the Implementation phase, it is important for women and girls to be included in consultations and project governance mechanisms. The PMU will need to employ or train gender experts and provide dedicated resources for this task.
- **Collaborate with Diverse Partners and Stakeholders (Good Practice 2).** Partners and stakeholders may assume a variety of roles during a project's implementation. For example, TTLs may rely upon partners' support to navigate complex situations on the ground, especially in relation to security issues in FCV contexts; or to assist with navigating local customs, especially around sensitive issues like GBV.

## Project Cycle Phase 3: Implementation

During Implementation the TTL can:

- **Effectively Navigate the Dialogue on Gender Equality and Women's Empowerment (Good Practice 1).** During the Implementation phase, it is important for TTLs to keep abreast of the local context, and the project's engagement with female beneficiaries. When possible, this is best achieved through regular field visits.
- **Manage Risk of Sexual Exploitation Abuse and Gender-Based Violence (Good Practice 3).** Throughout the Implementation phase, the TTL must monitor the project for women and girls' exposure to SEA and GBV.
- **Invest in Human Resources (Good Practice 8).** Human resources with expertise on gender equality and women's empowerment, for example employed by the PMU or implementing partner, can be consulted by the TTL during monitoring and supervision.
- **Conduct Analytic Assessments to Identify Gender Gaps (Good Practice 4).** While analytic assessments would ideally be conducted at the onset of the project, it is also possible that baseline surveys for evaluation or other ongoing assessments can be used to tweak or enhance an element of the project's design.

## Project Cycle Phase 4: Completion and Evaluation

Phase 4 of the project cycle represents the intervention's finalization, including its evaluation. This evaluation phase is an ideal entry point for TTLs to exercise the following good practices:

➤ **Engaging Women and Girls in Participatory Processes (Good Practice 5).** During the intervention's finalization, especially when evaluating impacts, it is particularly important that the TTL reports on the indicators used to

assess the project's impact on closing gender gaps. Qualitative measures, such as consultations and focus groups, might be particularly well-suited in the evaluation for assessing the project's impact on women's voice and agency, within and outside the project.

➤ **Invest in Human Resources (Good Practice 8).** The TTL may consider hiring experts on gender equality and women's empowerment to input into Implementation Completion Reports (ICRs), to effectively capture outcomes and measurements for women and girls/men and boys.



# LOOKING FORWARD



Many of the World Bank Group's (WBG) operations include forcibly displaced persons among their beneficiaries. We have presented examples that show how the needs of women and girls have been tackled across sectors, and in a number of different country settings, both rural and urban. Many TTLs have developed strategies to collect the information needed to design interventions that respond to the needs of women and girls, and to close gender gaps. Building and extending this capacity is essential in order to move from crisis response to managing risks.

Our findings suggest that a systematic use of existing good practices would increase the scope and impact of operations in contexts of forced

displacement. By closing gender gaps and enhancing the agency of women and girls who have been forcibly displaced, WBG operations can better contribute to IDA18's goals. These include: promoting refugees' welfare and inclusion in the host countries' socio-economic structures; supporting livelihoods in host community areas for refugees and host populations; and, more broadly, supporting policy dialogue and activities to facilitate and ensure the sustainability of return, when refugees go back to their country of origin.

As this brief report shows, designing and implementing more operations that meet the needs of forcibly displaced women and girls is a goal that is well within reach.

“ ***A dedicated focus on women, particularly young women, helps level the playing field and ensure women and adolescent girls can access project decision-making structures and benefits to the same extent as men.*** In short, it makes for a fairer project. Also, women are often excellent entrepreneurs. Addressing some of the barriers they may face, such as access to credit or business development skills, makes for better enterprises. In short, a more successful project!

**Rebecca Lacroix**, co-TTL, Azerbaijan IDP Living Standards and Livelihoods Project (P122943)



# ANNEXES



## Annex 1: Methodology

The analysis presented in this portfolio review is based on a review of the approach taken to promoting gender equality, by implemented operations targeting forcibly displaced persons. Operations classified as either gender-informed or gender-tagged were selected for review. The goal was to identify lessons learned on responding to existing gender gaps and to specific issues—for example, access to economic opportunities, gender-based violence GBV, securing livelihoods, and accessing services—faced respectively by women and girls/men and boys within contexts of forced displacement.

Interviews were conducted with the TTLs and/or team members of the 19 selected projects, between October 2017 and February 2018. The interviews shed light on how gender disparities were identified and addressed during project preparation and implementation. TTLs and/or project team members were asked about their respective projects' process, resources, and implementation. For example, concerning process, TTLs and/or team members were asked how they created opportunities for dialogue around disparities between women and men with the client and Bank teams during preparation, and how they approached the analysis of gender gaps and constraints in access to resources and opportunities specific to women and girls/men and boys. Regarding resources, TTLs and/or team members were asked about the availability of specialists with expertise on gender equality, financial resources, and preparations to ensure women's participation during project preparation and implementation. Finally, information was collected on the projects' M&E and supervision, the PMU's capacity to respond to gender gaps, and any corrective actions that were taken.

## Annex 2: Gender-Based Violence Resources and Links

- 1) Resources and guidance notes on managing SEA & GBV risk can be found in the **Violence Against Women and Girls Resource Guide** developed by the WBG, the Inter-American Development Bank (IDB), and the Global Women's Institute (GWI) at George Washington University.

See: <http://www.vawgresourceguide.org>.

The purpose of this guide is to provide the reader with basic information on the characteristics and consequences of violence against women and girls, including the operational implications that this violence can have in several priority sectors of the IDB and WBG. It offers guidance on how to integrate SEA and GBV prevention, and the provision of quality services to violence survivors, within a range of development projects. It recommends strategies for integrating these issues into policies and legislation, as well as sector programs and projects.

- 2) Another resource is the **Guidelines for Integrating GBV Interventions in Humanitarian Action** (<https://gbvguidelines.org/en/home/>) which provide sector specific guidance on SEA and GBV prevention. The purpose of these Guidelines is to assist humanitarian actors in the coordination, planning, implementing, monitoring and evaluation of essential actions for the prevention and mitigation of SEA and GBV, across all sectors of humanitarian response. The Guidelines emphasize (i) reducing risk, (ii) promoting resilience, (iii) aiding recovery, and they cover a range of thematic areas and sectors, such as camp management, extractive industry, and Water Supply, Sanitation, and Hygiene.

## Annex 3: Table A3.1 List of Gender Assessments

Assessment	Project Name	Project Number	Country	Sector
Sustainable Development for Returnees from Senegal and their Host Communities in Mauritania	Sustainable Livelihoods for Returnees and host communities in the Senegal River Valley	P132998	Mauritania	GSURR
Gender and Sustainable Livelihoods among Internally Displaced Persons in Azerbaijan	IDP Living Standards and Livelihoods Project	P122943 & AF: P155110	Azerbaijan	GSURR
An overview note on GBV and six sectoral notes—education, health, water supply and sanitation, energy, livelihoods and labor-intensive public works	Kenya Development Response to Displacement Impacts Project (DRDIP-II—Kenya)	P161067	Kenya	GSURR
	Piloting Delivery of Justice Sector Services to Poor Jordanians and Refugees in Host Communities	P157861	Jordan	Governance

## Annex 4: Photo Credits

**Cover:** A Woman Returns Home, Kisumu, Kenya. Photographer: Peter Kapuscinski.

**Page 5:** Syrian Refugees Face an Uncertain Future: A refugee filling an application at the UNHCR registration center in Tripoli, Lebanon. Photographer: Mohamed Azakir.

**Page 7:** Support to Higher Education Project, Afghanistan. Photographer: Sofie Tesson.

**Page 9:** Syrian Refugees Face an Uncertain Future: Refugees line up at the UNHCR registration center in Tripoli, Lebanon. Photographer: Mohamed Azak.

**Page 15:** Syrian Refugees Face an Uncertain Future: Syrian Refugees leave a blanket distribution center in Mafraq, Jordan. Photographer: Unknown; Mafraq, Jordan.

**Page 17:** KE006S17 World Bank, Kenya. Photographer: Curt Carnemark.

**Page 20:** Citizens' Charter Afghanistan Project (CCAP) Independent Directorate of Local Governance (IDLG)/Participatory Learning Activity (PLA) Women Mobility Map, Herat, Afghanistan. Photographer: Mohammad Mahdi Akbari.

**Page 22:** CAP/IDLG/ PLA Social Mobilization, Kandahar, Afghanistan. Photographer: Abdul Satar Fazli.

**Page 23:** Villagers queuing for water at a pump in Kenya's arid Eastern Province. Photographer: Flore de Preneuf

**Page 24:** Income generation activity beneficiaries, IDP Azerbaijan Living Standards and Livelihoods Project. Photographer: Rebecca Lacroix.

**Page 26:** Microcredit recipients, farmers. IDP Azerbaijan Living Standards and Livelihoods Project". Photographer: Michelle Rebosio.

**Page 27:** CCAP/IDLG /PLA Women Mobility Map, Afghanistan. Photographer: Abdul Satar Fazli

**Page 35:** Women watering mukau saplings in Kenya's arid Eastern Province. Photographer: Flore de Preneuf;

**Page 37:** Zainab spends some family time with her daughter, National Poverty Targeting Program, Tripoli, Lebanon. Photographer: Dominic Chavez;

**Inside back cover:** Project staff with women beneficiaries from the mixed returnee-host community of Tekess Coumba receiving agricultural equipment for maintaining gardens. Tekess Coumba's, pastoralists, have been encouraged to diversify their livelihoods to agro-pastoralism after receiving inputs from the JSDF Sustainable Livelihoods for Returnees and Host Communities in the Senegal River Valley, Mauritania. Photographer: Unknown.



Graphic Design: Weight Creative Communications Agency

# Addressing the Needs of Women and Girls in Contexts of Forced Displacement: Experiences from Operations

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THE GENDER GROUP, WORLD BANK GROUP, 2019

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