



APPEAL FOR FUNDING: GENDER-BASED VIOLENCE AREA OF RESPONSIBILITY SUPPORT TO GBV SUB-CLUSTERS 2019–2020

MAY 2019

INTRODUCTION

The Gender-Based Violence Area of Responsibility (GBV AoR) is the global level forum for coordination and collaboration on GBV prevention and response activities in humanitarian settings under the IASC cluster approach. The GBV AoR constitutes a focus area within the Global Protection Cluster (GPC). The GBV AoR brings together non-governmental organisations, United Nations Agencies, academics, and others under the shared objective of ensuring life-saving, predictable, accountable and effective GBV prevention, risk mitigation and response in emergencies, from both natural disasters and conflict-related humanitarian contexts for coordinated action. The GBV AoR also works to strengthen systemwide preparedness and technical capacity to respond to humanitarian emergencies. The United Nations Population Fund (UNFPA) has been the sole lead Agency of the GBV AoR since April 2016 but co-chaired since 2008.

The GBV AoR Coordination Team is based in the UNFPA Geneva Humanitarian Office, and its work is guided by the AoR Strategy with the following three objectives:

1. GBV response is lifesaving, timely and responsive to the needs, rights and dignity of survivors and those at risk
2. GBV risk mitigation is integrated into all humanitarian response and is central to humanitarian action.
3. The GBV AoR works in partnership to address strategic, technical and policy gaps while communicating and promoting best practice.

While the GBV AoR has made remarkable progress over the past few years, and has increasingly scaled up its in-country technical support to field sub-clusters (with very positive feedback from the field), important challenges remain. The activities in this appeal are oriented towards achieving the outcomes of the GBV AoR Strategy informed by broad consultations (in the field and at global level), baseline surveys (2018, 2019) on country sub-cluster capacity, and lessons learned from the over 60 country missions conducted by the Regional Emergency GBV Advisors (REGAs).

The activities support the implementation of the GBV AoR Work Plan (2018-2020) and will enable UNFPA and the GBV AoR to deliver on shared cluster accountabilities in terms of adequate and flexible human resource management, quality response, and for GBV to become central to humanitarian action in line with the IASC protection policy.

Total forecasted cost of the GBV AoR Appeal (2019-2020) is USD 8,982,013

OUTCOME AREAS (SUMMARY)

1. The GBV AoR Global Team provides real-time coordination, technical and information management support to GBV sub-clusters

The GBV AoR Strategy reaffirmed the need for increased focus on technical support to the GBV sub-clusters, its coordinators, information management officers, and member organisations. The GBV AoR has started substantial investment in Information Management (IM) to inform evidence-based response planning and resource mobilization, as this was highlighted as a key gap. The GBV AoR focuses on building capacity



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of GBV sub-cluster information management officers, and has been developing a toolkit focused on qualitative data analysis. To build on this, the GBV AoR wants to pilot *Voices*, an information product from the Whole of Syria response that will provide in-depth qualitative needs analysis in two other countries.

To build up technical support capacity, the GBV AoR wants to develop deployable capacity on Mental Health and Psychosocial Support (MHPSS), and the first step is to develop a plan for building up more sustained capacity in support of psychosocial interventions. MHPSS services are provided in safe spaces and are part of case management in a multi-sectoral GBV response. The AoR also plans to have a deployable staff to bridge the gap in caring for adolescent and child survivors of GBV and sexual violence.

2. GBV sub-cluster capacity is strengthened across regions through expanded REGA remote and mission support in all phases of emergencies.

The REGA team works with GBV sub-clusters to deliver on core cluster responsibilities and they have a strategic advisory role vis-a-vis humanitarian leadership. Based in regional hubs, the REGA represent the GBV AoR, and are available for sustained capacity building on GBV in Emergencies, support effective advocacy and regional protection networks.

Based on very positive feedback, the GBV AoR, in partnership with NorCap, aims to extend the geographical reach of the REGA by creating additional posts in Asia and the Asia Pacific, and Central and South America. In addition to this geographical expansion, the GBV AoR aims to build regional capacity to provide country support, by adding additional profiles of Information Management (IM), and more junior operational GBV profiles. By having regional teams of senior experts complemented with operational capacity, REGA teams will expand their reach and impact at operational and strategic levels of the response, in preparedness, humanitarian scale up and protracted crises.

3. New cutting-edge guidance on coordination and inter-agency GBV minimum standards is taken up by GBV sub-clusters

The recently revised *GBV AoR Handbook for Coordinating GBV in Emergencies (2019)* has strengthened content on cluster accountabilities and core functions, the Humanitarian Programme Cycle, the role of coordinators on the prevention of sexual exploitation and abuse (PSEA), and self-care, among other topics. The GBV AoR aims to continue rolling out the handbook in Africa, Asia and the Pacific, and Central and South America through workshops for GBV sub-cluster coordinators and sub-cluster members at regional and national levels ensuring local authorities and women-led organizations can take part.

The AoR will also continue country support that integrates dissemination and learning around new guidance. The global minimum standards on GBV in emergencies are currently in development, and will be a GBV AoR endorsed product. These standards will complement resources that are already available, but also bring new guidance in areas where no standards have been available, such as cash-based assistance. Being of unique nature, the Minimums Standards are relevant for both forced migration and refugee populations, and will be a critical resource for responding to mixed settings.



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The REGA mentioned under Outcome Area 2 are instrumental in supporting actors working on GBV in humanitarian crises with the implementation of new resources on coordination and standards.

4. Preparation, deployment and overall supervision of a roster of suitably qualified GBV coordinators and provision of direct support to GBV coordination for cluster activation and in under-funded crises.

The availability of a pool of surge GBV in Emergencies specialists to deploy in rapid response is essential to ensure delivery on UNFPA's mandate as a provider of last resort for GBV response. Surge has the specific goal of scaling up qualified emergency personnel to support effective humanitarian response over limited time. Needs for surge continue to grow, and the role of GBV coordinator is the most highly requested profile from the UNFPA surge roster. The surge mechanism is currently at risk due to lack of sustainable funds.

The surge program aims to help UNFPA Country Offices have adequate capacity to meet their daily surge needs in the area of GBV coordination. A total of 10 GBV Surge Coordinators will be supported during the course of two years for an average length of three months. To help countries in protracted crises and underfunded contexts – who typically face more challenges in attracting surge – the programme will make available four P4 Temporary Appointment positions, on a cost-share basis. This will ensure longer-term continuity, also in these crises.

Further, assessing and building capacity of GBV coordinators for the surge roster will be done continuously. To deliver effective, timely and quality GBV surge to country operations, the UNFPA Surge team needs a skilled, consistent, and predictable staffing base, based on a principle of cost-sharing.

ANNEXES (OUTCOME AREAS)

OUTCOME AREA 1: GBV AOR GLOBAL TEAM PROVIDES REAL-TIME COORDINATION, TECHNICAL AND INFORMATION MANAGEMENT SUPPORT TO GBV SUB-CLUSTERS

Forecasted costs **\$1,944,093**

The GBV AoR Strategy reaffirmed the need for increased focus on technical support for GBV sub-clusters, its coordinators, information management officers and member organisations including local partners. The GBV AoR Coordination Team has been building up and developing cutting-edge guidance and is working on inter-agency standards, advocacy, and targeted mission support. In so doing, the GBV AoR has been driven by field realities and needs, with the aim of facilitating life-saving, timely services that are responsive to, rights, identified gaps and dignity of all GBV survivors and those at risk. Management capacity must be sustained to enable effective coordination of the real-time field support, ensure learning is captured, and growth is managed to meet the ever increasing demand.

1.1 GBV response is evidence-based and analysis informs response planning and resource mobilisation.

One of the top recommendations coming from the Strategy Consultations was for the GBV AoR to invest substantially in GBV Information Management (IM) capacity. GBV IM is under-resourced and understaffed, and there is an urgent need for increased investment in IM to ensure that GBV response is based on needs. IM can strengthen analysis, visibility and advocacy, enabling the GBV actors to share a joint narrative and provide more strategic support to the Humanitarian Country Team.



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Thus far the GBV AoR IM team has developed an IM strategy, an analytical framework, and a five-day GBV IM technical training to build the capacity of deployed staff with information management skills. A standard GBV IM toolbox is being developed to better equip GBV sub-cluster information management officers and coordinators to do their work. The tools and guidance will also touch upon the ethical challenges related to sharing GBV data. The toolbox, and related training, are expected to improve the integration of GBV analysis into the Humanitarian Needs Overview and Humanitarian Response Plans, and related monitoring of progress.

Creating the tools for the IM toolkit, and improving GBV needs analysis, is in part done by focusing more on qualitative data and information to strengthen the narrative and evidence for the GBV response. *Voices*, is one such qualitative product by the Whole of Syria response, which leverages focus group discussions and secondary data review to provide a more accurate analysis and geographic overview of risks to inform strategic response planning. *Voices*, the lessons learned from the process, and innovative methodologies, will be piloted in two new countries. The increased focus on IM is expected to also enable the global AoR to engage in important new discussions such as on activity costing and severity ranking, which is particularly challenging to capture in relation to protection from GBV.

1.2 Improved quality of MHPSS services for GBV survivors through technical support and coordination with global experts for increased learning.

The GBV AoR work plan aims to make available deployable expertise on Mental Health and Psycho-Social Support (MHPSS) based on a consensus within the global membership that GBV response actors need to focus on the quality of psychosocial programs provided in safe spaces and shelters, within case management and as part of other multi-sector response services. At the April 2019 GBV AoR Core Member Meeting, several Core Members agreed to discuss how the AoR can best frame MHPSS vis-à-vis the MHPSS Reference Group to ensure synergies and to increase understanding of the roles related to meeting the needs of survivors. The GBV sub-cluster coordinators also identified a gap in the technical area of the needs of adolescent and child survivors of sexual violence. The coordinators and the AoR Strategy emphasized a real need to improve coordination among all relevant actors to ensure quality service provision that is adapted to the needs of child and adolescent survivors, and to ensure a survivor-centered approach.

1.3 GBV AoR is well coordinated with global membership and well-connected with the GBV sub-cluster.

The GBV AoR will continue to organise annual meetings for its global members, to review the implementation of the workplan, discuss new emerging areas of work, and be accountable leadership to its members. The GBV AoR coordination team will also gather GBV sub-cluster coordinators once a year to share knowledge and experience across contexts.



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OUTCOME AREA 2: GBV SUB-CLUSTER CAPACITY IS STRENGTHENED ACROSS REGIONS THROUGH EXPANDED REGA GBV IN EMERGENCIES REMOTE AND MISSION SUPPORT IN ALL PHASES OF EMERGENCIES.

Forecasted costs **\$2,800,000**

The GBV AoR manages a team of senior Regional Emergency GBV Advisors (REGA). Based on the overwhelmingly positive results in three regions (East and South Africa, Middle East and Arab States, West and Central Africa), the GBV AoR in partnership with NorCap are aiming for a significant scale up of the regional expert teams. The REGA mechanism will be expanded into different geographic regions, including Asia and the Pacific and South and Central America. REGA teams will include highly complementary profiles such as Information Management experts and more junior, operational GBV coordination profiles. Missions and roles are adapted to each region, with the REGA in Asia focusing more strongly on national preparedness for sudden-onset disasters.

The REGAs work with GBV sub-clusters and multi-agency stakeholder groups and serve as a first point of contact for the GBV coordinators. They provide mission support in preparedness, protracted and complex crises, and can also serve countries where the clusters are being activated. The REGA provide strategic support to HCTs, support sub-clusters with advocacy and strategic advice to humanitarian leadership and are instrumental in building operational capacity, of GBV coordinators, as well as all agencies that are contributing to the coordination groups, in particular local actors and government co-chairs. Most recently, a REGA team of three, including a senior REGA, a GBV analyst and a GBV IM provided support to Mozambique and the establishment of GBV coordination, including service mapping and the first referral pathway, following the crisis and the announcement of system-wide scale-up.

By having regional teams of senior experts, complemented with more operational profiles, they will expand their reach, work on different levels, and cover more countries, to ensure GBV sub-clusters can deliver on core cluster responsibilities. The REGA will also continue support risk mitigation within other clusters upon need, in synergy with the global IASC GBV Guidelines team.

The REGA teams are expected to continue their capacity building role vis-a-vis local actors, government, local NGOs and academic institutions. The majority of members are indeed local, first line responders and women-led organisations. Around one third of GBV sub-clusters are chaired or co-chaired by a national ministry or local government actor. At the sub-national level, the localisation efforts are even more pronounced, as the REGA team also works to connect the deep-field locations and actors with the capital level coordination and actors.



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OUTCOME AREA 3: NEW CUTTING-EDGE GUIDANCE ON COORDINATION AND INTER-AGENCY GBV MINIMUM STANDARDS IS TAKEN UP BY THE GBV SUB-CLUSTERS

Forecasted costs **\$2,073,600**

The recently revised *GBV AoR Handbook for Coordinating GBV in Emergencies (2019)* represents a unique opportunity for the GBV AoR to enhance its capacity building and localization efforts for deployed GBV coordinators, government co-leads and sub-cluster members. The Handbook has strengthened content on cluster accountabilities and core functions, the humanitarian programme cycle, the role of coordinators on the prevention of sexual exploitation and abuse (PSEA), a more solid self-care module, and it also clarifies different global initiatives that involve working with development, human rights and security actors, among others.

The GBV AoR has started rolling out the GBV Coordination Handbook in the Middle East, and we are ready to implement capacity building workshops on the new Handbook across humanitarian contexts in Africa, Asia and the Pacific as well as Latin America and the Caribbean. The target audience for these workshops are sub-cluster coordinators and members of the GBV sub-cluster (at the national level and sub-national level).

The AoR will continue country support that integrates dissemination and learning around new guidance in 2020. The forthcoming “inter-agency” minimum standards on GBV in emergencies are being developed through the GBV AoR, through its global, regional and country level members and experts, and will become a GBV AoR endorsed product. The Standards, partly based on current UNFPA standards, will complement the resources already available, will align with multiple organizational mandates, and go into greater depth in areas for which there has not previously been adequate standard setting material, such as cash-based assistance and safe spaces for women and girls.

As mentioned under Outcome Area 2, the GBV AoR manages a team of deployable REGA that provide country support, to strengthen sub-cluster capacity to deliver on cluster accountabilities, and to facilitate the delivery of life-saving services. The REGA play a leading role in ensuring the adoption of AoR global guidance and standards and ensuring that field realities are reflected in such guidance as it is being produced. The REGA organise capacity building workshops, based on pre-diagnostics of the situation at the country-level; and identify specific training needs and opportunities for each context, as they roll out the new resources on coordination and standards.

GBV coordination workshops focusing on strengthening GBV response at country and sub-national levels are planned and will target three priority countries per region per year, in East and South Africa, West and Central Africa, Asia and the Asia Pacific, Middle East and Arab States, Latin America and the Caribbean.



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OUTCOME AREA 4: PREPARATION, DEPLOYMENT, AND OVERALL SUPERVISION OF A ROSTER OF SUITABLY QUALIFIED GBV COORDINATORS AND PROVISION OF DIRECT SUPPORT TO GBV COORDINATION FOR CLUSTER ACTIVATION AND IN UNDER-FUNDED CRISES

Forecasted costs **\$2,164,320**

Essential to delivering on UNFPA's mandate and provider of last resort for GBV response in emergency settings, is ensuring the availability of a pool of surge GBV in Emergencies specialists to deploy as rapid response. Managed by UNFPA, surge is intended to increase the human resource capacity of a skilled, predictable and consistent humanitarian response that supports UNFPA's commitments. It has the specific goal of scaling up qualified emergency personnel to support an effective humanitarian response for a limited time. Over the past two years, UNFPA has significantly strengthened its own roster capacity, and the 350 member roster includes 120 GBV professionals of both staff and external independents. At the same time, needs continue to grow, with surge deployment requests experiencing a 30% annual growth rate each year since 2016. The need to ensure roster robustness is exemplified as the very nature of surge means that roster candidates will migrate to other agencies and positions, or become unavailable for both personal and professional reasons. This means continuing to invest in the selection, assessment and preparation of GBV candidates is key to ensure responsiveness. The role of the GBV Coordinator is the most highly requested position from the surge roster. In 2018, for example, 23 out of 31 GBV posts were Coordinators making up 22% of all surge requests for the organisation. The Surge assessment workshops are the key means to assess and prepare potential Surge roster members. Lessons learned have shown that persons deployed who have not received adequate preparation and training prior to their secondment did not feel they were sufficiently prepared to be fully effective in the face of the complexity and challenges found in the emergency operations (DRC, 2009)¹. UNFPA's own monitoring has also found that persons who have attended these workshops tend to perform better whilst on assignment. There is therefore a need to continue to adequately assess and build capacity of future roster members both within UNFPA and amongst our standby partner agencies.

The over-reliance and short term nature of surge poses difficulties in trying to ensuring continuity of efforts, trying to achieve long-term investments in services and gender equality. Longer term staffing solutions for GBV Coordinator and GBV IM posts are therefore needed to address underlying discriminatory factors exacerbated by crisis or to provide continuity particularly in protracted contexts and hard to fund countries.

While the surge mechanism benefited from key support from BPRM funds during 2016-2017, the discontinuation of this support means that despite its achievements and increasing mandate to support human resources in emergencies functions for the organisation, the surge mechanism and its continuity is currently at risk.

4.1. Country offices have necessary support to meet Surge GBV Coordinator needs

The programme will ensure that UNFPA Country Offices have adequate capacity to meet their daily surge needs in the area of GBV Coordination. This means that the information, resources, knowledge that necessitates speedy deployment of GBV Coordinators at the Country Office level particularly during the

¹ External Evaluation of DRC's Stand-by Roster



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scale up phase is maintained and readily available. A total of 10 GBV Surge Coordinators will be supported during the course of two years in this programme at an average length of deployment of three months

4.2 GBV Coordinators on the Global Surge Roster have been adequately trained and prepared to deploy in high-risk contexts

This programme will ensure the need to continually assess and build capacity of future GBV Coordinators for inclusion to the UNFPA global Emergency Surge Roster. It will seek to provide some 18 GBV candidates (per year, and a total of 36 for the program) with the opportunity to attend one of UNFPA's Surge assessment and training workshops which will adequately assess, train and prepare them for inclusion to roster as a potential GBV roster member.

4.3 GBV Coordinators available in new crisis, hard to fund contexts and/or protracted crises

This programme will help address the problem where short term surge deployments are not applicable particularly in countries trying to ensure long-term investments in services and gender equality and/or in protracted countries that equally need better continuity. The programme proposes to support the appointment of four GBV Coordinator posts at P4 Temporary Appointments on a cost-share basis, where depending on need, Coordinators could be assigned for 12 months or two years. These deployments could either respond to protracted contexts or countries which require GBV Coordination support yet are facing significant difficulties in being able to fundraise for, or where system-wide scale up moves into sustained response and/or transition to recovery.

4.4 UNFPA's surge mechanism is able to remain at scale and provide necessary support to Country Offices

In order for UNFPA to ensure deployment of **skilled, predictable and consistent GBV Coordinators during humanitarian response**, a skilled and dedicated surge staffing base is required to support this aim. At present, the Surge team is based in Talent Management Branch, Division of Human Resources (DHR). The Surge team will be supported by this programme and continue to be the interface between, DHR, Humanitarian Office and the Country Offices. The surge team will continue to provide strategic leadership in the effective utilisation of the Surge mechanism and strengthen UNFPA's overall capacity to be prepared and respond to emergencies in accordance with accepted principles and practices, as well as strategically integrate GBV surge within the overall program approach. GBV Surge Coordinators also need to be provided with the necessary resources and support they need during the course of their deployment. This will include effective initial training and assessment, on-boarding and induction, and overarching duty of care support prior to and during and post deployment. This appeal includes the provision of cost-share support for both the current P4 Temporary Appointment of Surge Manager and a P2 Temporary Appointment Surge Deployment Officer for a two year period. The two staff are also responsible for the leadership of surge training workshops and are the interface between humanitarian office on emergency response team structures and coordinate deployment of these as well.