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# GENDER INTEGRATION IN EARLY WARNING - ECOWAS Gender Manual for Practitioner

2020



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# TABLE OF CONTENTS

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Table of Contents.....	2
Preface.....	3
Introduction .....	4
How the Manual is Structured.....	4
<b>CHAPTER ONE:</b>	
<b>WHY GENDER INTEGRATION IS IMPORTANT IN EARLY WARNING.....</b>	<b>6</b>
Basic Concepts in Gender .....	7
Considering Existing National Structures and Policies on Gender Integration.....	8
How Gender Links with Early Warning.....	8
International and Regional Instruments on Gender .....	10
ECOWAS Gender-Related Instruments.....	12
ECOWAS Early Warning Thematic Areas and Gender-Related Global Norms and Standards .....	14
A Guide for Gender Lens Integration in Early Warning (EW) .....	22
<b>CHAPTER TWO: GENDER INTEGRATION FOR EARLY WARNING DATA</b>	
<b>COLLECTION AND REPORTING.....</b>	<b>25</b>
Steps for Gender Integration in Early Warning Data Collection .....	26
A Checklist for ‘Do No Harm’ and Context Sensitivity.....	30
Gender Integration in Incident and Situation Reports.....	33
Integrating Gender into Incident Reports .....	33
Integrating Gender in Situation Reports.....	36
<b>CHAPTER THREE: GENDER INTEGRATION FOR EARLY WARNING DATA ANALYSIS.....</b>	<b>37</b>
Gender Integration Questions.....	38
Analyzing Gender in Early Warning Reports.....	39
Gender Analysis of Vulnerabilities and Resiliences.....	43
<b>CHAPTER FOUR: GENDER INTEGRATION FOR EARLY WARNING RESPONSE.....</b>	<b>46</b>
Integrating Gender into Early Response.....	48
Integrating Gender into Regional and National Policies.....	51
Strengthening Gender Integration Practices in Early Response.....	53
<b>CHAPTER FIVE: GENDER TRANSFORMATIVE LEADERSHIP FOR EARLY WARNING</b>	
<b>AND RESPONSE.....</b>	<b>55</b>
How to Implement Gender-Transformative Leadership.....	55
Minimum Standards for Gender-Transformative Leadership.....	57

## PREFACE

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For over a decade, the ECOWAS warning and response network (ECOWARN) has continued to play a crucial role, nationally and regionally, in identifying potential risks to human security. ECOWARN's double-pronged approach of gathering and analyzing quantitative and quality data has brought early warning closer to detecting vulnerabilities and predicting potential challenges. It includes national-level analysis, working with a seasoned network of Field Monitors, and a National Early Warning and Response Mechanism in Member States. Despite these giant milestones, the practice of early warning remains relatively gender blind.

In a bid to bring gender to the fore of its Early Warning and Response System, the ECOWAS Early Warning Center, within the scope of the USAID REWARD project and in close consultation with the ECOWAS Gender Development Center and the ECOWAS Gender Directorate, developed this gender integration manual.

The purpose of this manual is to serve as a practical guide on how to integrate gender into the different phases of Early Warning—from the data gathering stage to analysis, alert and response. The manual provides guidance on how to apply a gender-sensitive lens to data collection and subsequent analysis, and in the formulation and implementation of response options. The manual includes training modules to allow for the seamless transfer of knowledge and creation of ongoing institutional capacity.

To foster a comprehensive gender perspective, the manual is targeted primarily at early warning practitioners. It can also be used as a resource manual for training in gender integration. We are hopeful that it will also serve as a reference tool for other Regional Economic Communities within the African Continent on the integration of gender in early warning and early response.

It is very gratifying to see the development of this manual come to fruition, marking an important milestone in the work of the Early Warning Directorate. I wish to acknowledge the dedication of the staff of the Early Warning Directorate and thank them for their tireless efforts that resulted in achieving this momentous milestone.

The staff of the ECOWAS Gender Directorate and the ECOWAS Gender Development Center provided immense contributions to the substance of this manual and I wish to thank them for a very fruitful collaboration. The Management of the ECOWAS Commission provided the necessary impetus to enable the Early Warning Directorate to produce this manual, and I wish to say thank you for the great leadership.

I would like to express gratitude to USAID and its Reacting to Early Warning and Response Data (REWARD) project team for accompanying the process and for providing the requisite technical and financial resources for the manual.

In closing, I reflect on the global realization that early warning is the sine qua non of effective conflict prevention and human security and that a gender-sensitive approach is needed for the early identification of vulnerabilities at the micro-level and to prepare adequate response options that ensure the human security of both women and men.

**DR. GUEYE ABDOU LAT, DIRECTOR, ECOWAS EARLY WARNING CENTER**

# INTRODUCTION

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The ECOWAS Manual on Integrating Gender into Early Warning and Response is intended to serve as a practical tool for the systematic application of gender considerations into every aspect of early warning and response.

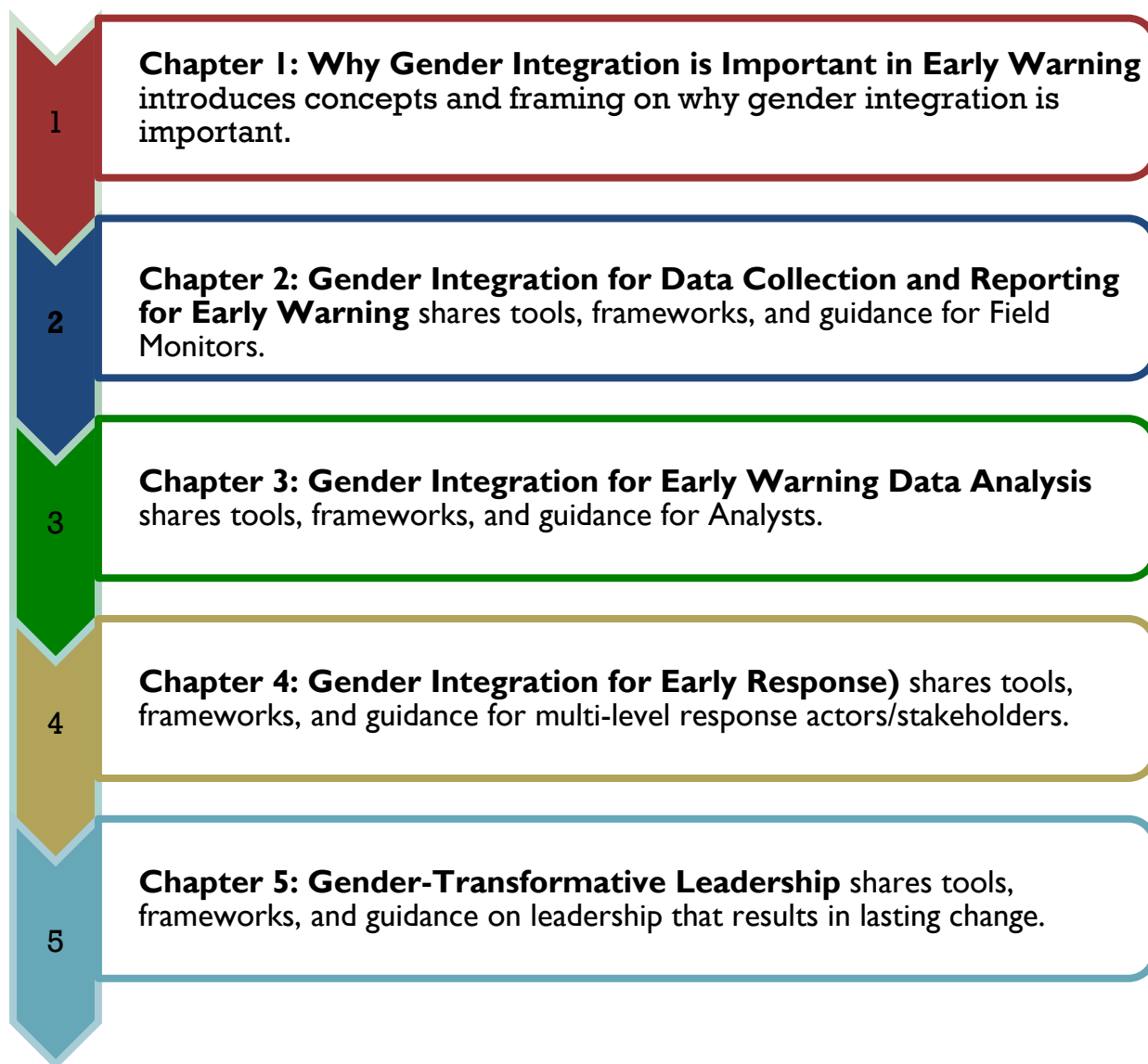
Gender integration is the process of taking into account the gender roles, norms, relations, structures, and other factors that shape the experiences and perceptions of men and women; and the assessment of the implications of any planned action. This process is needed in early warning and response given that gender shapes how people experience and perceive early warning-related events and how people participate in and are affected by early warning response. Early warning systems are strengthened when gender is taken into account, leading to more robust data sets as well as more informed and tailored recommendations and responses.

The methodology articulated in the manual is not only germane to the context of ECOWAS, it is also suitable for use by a broad spectrum of early warning and response practitioners aiming to effectively incorporate gender into their work.

The manual was developed following a series of consultations, meetings, and trainings with experts from the ECOWAS Commission for Political Affairs, Peace and Security (PAPS), ECOWAS Gender Center, ECOWAS Gender Directorate and Early Warning Field Monitors, and partners (including the United Nations Office for West Africa and the Sahel (UNOWAS), the Conflict Early Warning and Response Mechanism (CEWARN), and civil society organizations (CSOs).

## HOW THE MANUAL IS STRUCTURED

This manual summarizes the tools, framework and guidance on gender integration in early warning and response. It is divided into five main chapters:



Training modules have been prepared that feature these chapters and include a sixth module on the training evaluation. These training modules can be used and/or adapted for ongoing capacity-building.

# Chapter One

## Why Gender Integration is Important in Early Warning

This chapter provides an overview of the conceptual framework for gender integration and discusses why gender integration can strengthen and improve early warning systems. It introduces concepts and framing that provide the foundation for subsequent chapters. Readers must first understand why gender integration is important before exploring avenues for implementation. This chapter explains how factors like gender norms, roles, relations, etc., can have an impact on early warning and also includes an overview of the international, regional and national instruments related to gender and early warning. The content covered in this chapter is designed to generate thinking around gender integration, which will feed directly into subsequent chapters in which tools and frameworks will put that thinking into action.

To understand how to integrate gender, readers must first understand how gender roles, norms, relations, structures and other factors shape the experiences and perceptions of men and women. Consider the following concepts:

## BASIC CONCEPTS IN GENDER<sup>1</sup>

**Gender integration** is the process of taking into account the gender roles, norms and relations, etc., and gender-based inequalities that shape the experiences and perceptions of men and women. It is the process of assessing the implications for women and men of any planned action. In the case of early warning in ECOWAS, it includes everything from data collection to the drafting and implementation of early warning recommendations. Gender integration is closely linked with gender equity in that it often seeks to take into account and compensate for historical or systemic bias.

**Difference between sex and gender:** Sex is the biological and physical characteristics that determine if one is male, female or intersex; while gender refers to the “roles, behaviors, activities, and attributes that a given society considers appropriate for women and men at a given time, which are socially constructed, vary across cultures, and change over time.”<sup>2</sup>

**Gender norms:** Gender norms are ideas about how men and women should be and act. We internalize and learn these “rules” early in life. Gender norms are the standards and expectations to which gender identity generally conforms, within a range that defines a particular society, culture and community at that point in time.

**Gender roles:** Gender roles refer to social and behavioral norms that, within a specific culture, are widely considered to be socially appropriate for individuals of a specific sex. These often determined by the traditional responsibilities and tasks assigned to men, women, boys and girls. Gender-specific roles are often conditioned by household structure, access to resources, specific impacts of the global economy, occurrence of conflict or disaster, and other locally relevant factors such as ecological conditions. Like gender itself, gender roles can evolve over time.

**Gender relations:** Gender relations are the specific subset of social relations uniting men and women as social groups in a particular community, including how power and access to and control over resources are distributed between the men and women. Gender relations intersect with all other influences on social relations – age, ethnicity, race, religion, etc. – to determine the position and identity of people in a social group. Like gender itself, gender relations can evolve over time.

**Gendered risk and vulnerability:** The concept means understanding that men and women may face different risks and vulnerabilities related to their gender that are shaped by gender roles, norms and relations. Vulnerability is any structural factor such as unemployment, poverty, inequality, climate, etc. that is susceptible to being transformed into a conflict driver that can affect women, men, boys and girls differently. A risk is a danger or threat, emanating from the growth or combination of one or more vulnerability factors. Any event-driven factor such as elections, natural disaster, etc. that is susceptible to becoming a conflict trigger.

**Masculinity and femininity:** A set of characteristics or traits, values, appearances and behaviors related to what it means to be a man (masculinity) and a woman (femininity). The terms are shaped by gender norms and relate to perceived notions and ideals about how men and women should or are expected to behave in a given setting. Masculine traits aren’t unique to men; women perform and produce the meaning and practices of the masculine as well. In many societies, values tied with masculinity are generally seen as superior to those associated with femininity.

<sup>1</sup> Most of the definitions are adapted from UN Women, “Gender Equality Glossary,” <https://trainingcentre.unwomen.org/mod/glossary/view.php>.

<sup>2</sup> Saferworld. 2014. *Gender Analysis of Conflict Toolkit*. London, UK.

**Intersectionality:** Recognizing that gender is only one component of a person’s identity and that experiences and perceptions can also be shaped by factors including age, class, race, ethnicity, nationality and religion.

**Difference between gender equality and gender equity:** Gender equality is the equal valuing by society of the similarities and differences between men and women and the roles they play (i.e., equal conditions, treatment and opportunities); gender equity is the process of being fair and just in recognizing that there have been historical and systemic bias and discrimination against women and girls – therefore, special temporary measures may need to be taken to compensate for historical or systemic biases based on the identified needs of each group.

**Agency:** Agency is the capacity of an individual to act in any given environment/situation. In gender considerations, agency means the capacity of an individual woman or man to act on her/his behalf in addressing issues affecting her/him.

**Gender mainstreaming:** Mainstreaming identifies gender gaps to ensure the concerns and experiences of women, men, girls and boys are considered in the design, implementation, monitoring and evaluation of policies and programs in all spheres in order to guarantee equal benefits for all.<sup>3</sup>

### **Considering Existing National Structures and Policies on Gender Integration**

As a complementary effort to the international, continental and regional instruments on gender integration, it is highly recommended to consider existing structures or policies that promote the agenda of gender integration when using this manual at the national level, especially by the ECOWAS National Centers. For instance, the National Action Plans (NAPS) for the implementation of the United Nations Security Council Resolution 1325 on Women, Peace and Security should be used by the ECOWAS National Centers in addition to the Constitution and other prevailing gender integration tools. The aim is to leverage existing policies and structures to promote the gender agenda while identifying gaps and designing adequate advocacy strategies for influencing national policies on enhanced gender integration at the national level.

## **HOW GENDER LINKS WITH EARLY WARNING**

Gender links with early warning for a variety of reasons including:

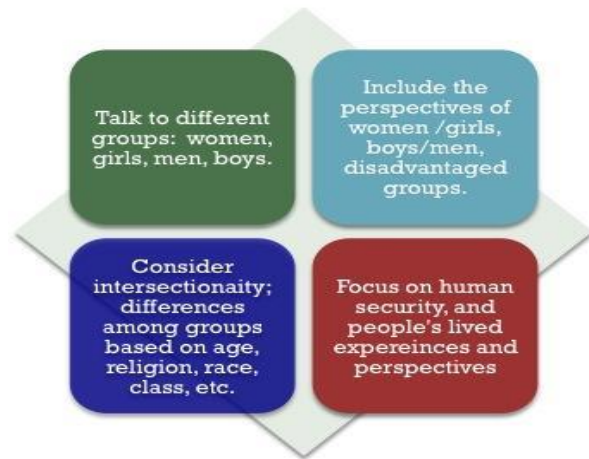
- Understanding how gender shapes people’s experiences and perceptions helps to identify who to talk to and what questions to ask.
- Recognizing that all women (or all men) are not the same will require us to seek information from diverse sources; understanding gender roles/norms/relations will help us to identify our own biases and how those biases might affect our data collection, analysis, reporting and recommendations on early warning.

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<sup>3</sup> *Supplementary ACT A/SA.02/05/15 Relating to Equality of Rights Between Women and Men for Sustainable Development in the ECOWAS Region*



- Often when a “gender blind” or “gender neutral” approach is used, men’s perspectives and experiences are the only ones considered or they play a much more dominant role than women’s perspectives and experiences.



*How Gender Links with Early*

- Women are often an untapped information source. Early warning systems that fail to include the perspectives of women can miss out on important information that is more readily available to women or rated more important by women, and may thus fail to take into account indicators that could prove vital to anticipating conflict and be active partners in resolving them.

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*For example, women and girls are often the primary collectors, users and managers of water. Their perspectives are critical in monitoring the availability of water, as they will likely be the first to know about decreases or shortages. Decreases in girls’ school attendance could be an indicator for water shortages because decreases in water availability could increase their workload and the distance traveled to collect water.*

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- Gender integration also emphasizes intersectionality, or the diversity that exists within groups of women and men that is shaped by factors such as age, class, race and religion. For example, considering only the needs and interests of Christian women in an early warning assessment could result in Muslim women and other women being marginalized or even harmed by policies. Women (and men) are not all the same; their experiences and perceptions are shaped not only by gender, but also by those additional factors (age, class, race, religion, etc.).
- Gender and early warning are also closely linked with the concept of human security. “Human security represents a movement away from traditional, state-centric conceptions of security” (focused primarily on the safety of states from military aggression) “to one that concentrates on the security of the individuals, drawing attention to a multitude of threats that cut across different aspects of human life and thus highlighting linkages between security, development, and human rights.”<sup>4</sup> This is in part a response to the evolving nature of security threats, which include natural and man-made disasters, conflicts and internal violence, massive displacements, health-related risks, sudden economic and financial downturns, human trafficking, terrorism and violent extremism.

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<sup>4</sup> Reflected in ECOWAS thematic areas; United Nations Trust Fund for Human Security, “Human Security in Theory and Practice,” United Nations, 2009.

## International and Regional Instruments on Gender

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Integrating gender in early warning is recognized by international and regional instruments as vital for human development and societal progress. There are a number of gender-specific legal instruments whose primary purpose is to address gender inequality or discrimination. These include international, African and ECOWAS instruments, which demonstrate the broad global consensus on the importance of recognizing gender. Note, while most of these norms and standards refer to women and girls specifically because of their disproportionate risks and vulnerabilities, it is important to avoid conflating “gender” with “women.” The gender-specific instruments include:

- Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) (1979);
- Declaration on the Elimination of Violence Against Women (1993);
- The Beijing Declaration and Platform for Action (1995);
- UN Security Council Resolutions (UNSCRs) on women, peace and security;
- Protocol to the African Charter on Human and Peoples’ Rights on the Rights of Women in Africa (2003);
- ECOWAS Gender Policy (2004);
- Supplementary Act on Gender Equality for Sustainable Development in the ECOWAS Region (2015), which covers women’s rights and protections across a range of sectors, including governance and decision-making; gender-based violence; health and HIV/AIDS; conflict prevention and management; peacebuilding and security; environment, water, sanitation and climate change; and also calls for a greater role for women in early warning mechanisms (Article 3);
- ECOWAS Policy for Gender Mainstreaming in Energy Access (2015), which aims to provide policymakers with instrumental and human rights-based indicators and rigorous arguments to align energy interventions with principles of gender equality; and
- ECOWAS Gender Strategic Plan Framework (2017), which seeks to translate the ECOWAS Gender Policy into action through a focus on strategic issues, goals, objectives and program strategies. The strategic areas include institution building; economy and poverty; socio-cultural issues; education and training; health, particularly maternal health and HIV/AIDS; legal issues; and governance, decision making, democracy and human rights.

There are also a range of international and regional instruments that are otherwise gender-neutral, but include specific mention of the importance of the equal rights and participation of women and men:

- International Covenant on Civil and Political Rights (1976);
- African Charter on Human and Peoples’ Rights (1981);

- ECOWAS Revised Treaty (1993) and Supplementary Protocol on Democracy and Good Governance (2001);
- African Charter on Democracy, Elections and Governance (2007);
- ECOWAS Conflict Prevention Framework (ECPF) (2008); and
- Sustainable Development Goals (SDGs) (2015).

The handouts included below have more detailed descriptions of the instruments mentioned above as well as excerpts from the instruments that align with the five ECOWAS thematic areas for early warning.

## INTERNATIONAL AND REGIONAL INSTRUMENTS ON GENDER

### Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) (1979):

CEDAW was adopted in 1979 by the United Nations (UN) General Assembly. As of March 2017, there are 189 states party to the Convention, which recognizes that extensive discrimination against women continues to exist and emphasizes the equality of men and women and their equal entitlement to fundamental freedoms and human rights. The Convention holds state parties responsible for the adoption of appropriate legislation and other measures.

Declaration on the Elimination of Violence Against Women (1993): The Declaration was adopted in December 1993 by the UN General Assembly. It was the first international instrument to explicitly address violence against women and provided a framework for national and international action.

The Beijing Declaration and Platform for Action (1995): While not legally binding, the Beijing Declaration and Platform for Action represents commitments by 189 governments to achieve gender equality and the empowerment of women. The Declaration covers 12 critical areas of concern: women and the environment, women in power and decision-making; the girl child; women and the economy; women and poverty; violence against women; human rights of women; education and training of women; institutional mechanisms for the advancement of women; women and health; women and the media; and women and armed conflict.

Sustainable Development Goals (SDGs) (2015): The 2030 Agenda was adopted by the UN General Assembly in September 2015. It introduces 17 Sustainable Development Goals across a range of sectors, including health, climate, food and water security, and governance. SDG 5 specifically names gender equality and the empowerment of all women and girls. The Agenda acknowledges that women's empowerment cuts across all of the goals and that the achievement of full human potential and sustainable development is not possible if one half of humanity continues to be denied its full human rights and opportunities. The Agenda further calls for the systematic mainstreaming of a gender perspective in its implementation.

UN Security Council Resolutions (UNSCRs) on women, peace and security: There are eight resolutions on women, peace and security that focus on two themes: women's leadership in peace making and conflict prevention, and prevention of and response to conflict-related sexual violence. The resolutions are: UNSCR 1325 (2000); 1820 (2009); 1888 (2009); 1889 (2010); 1960 (2011); 2105 (2013); 2122 (2013); and 2242 (2015).

African Charter on Human and Peoples' Rights (1981): The Charter is an international human rights instrument intended to promote and protect human rights and basic freedoms in the African

continent. Fifty-three AU Member States have signed and ratified the Charter. Article 18(3) of the Charter recognizes women's rights broadly by requiring states to "ensure the elimination of every discrimination against women and also ensure the protection of the rights of women and the child as stipulated in international declarations and conventions."

[Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa \(2003\)](#): The Protocol enshrines specific rights and protections for women otherwise not specified in the African Charter on Human and Peoples' Rights, including the right to life, integrity, security, political participation, food security and a healthy and sustainable environment. The Protocol has been signed and ratified by 36 African Union Member States, including 13 of the 15 ECOWAS Member States.

[African Charter on Democracy, Elections and Governance \(2007\)](#): The African Union created the Charter as a roadmap to encourage better governance. It sets out international standards of good governance and democracy in such areas as rule of law, free and fair elections, and condemning unconstitutional changes of government. Article 8 of the Charter calls for the elimination of all forms of discrimination based on gender and requires State Parties to adopt legislative and administrative measures to guarantee the rights of women. Ten ECOWAS Member States have signed and ratified the Charter.

There are several international and regional instruments on gender that are applicable to early warning including:

## **ECOWAS GENDER-RELATED INSTRUMENTS**

**Article 64 of the ECOWAS Revised Treaty (1993)** requires "Member States to...formulate, harmonize, coordinate, and establish appropriate policies and mechanisms for the enhancement of the economic, social, and cultural conditions of women."

**The Supplementary Protocol on Democracy and Good Governance (2001)** sets out the constitutional convergence criteria to be fulfilled by community members based on the principles of good governance. It commits Member States to ensure poverty alleviation and to uphold, defend and promote international norms regarding basic human rights, including the rights of minorities, children, youth and women.

**The ECOWAS Conflict Prevention Framework (ECPF) (2008)** provides practical guidance and guidelines on conflict prevention and notes the importance of including women's participation, capacity building, protection and rights, etc., in developing policies governing early warning, preventative diplomacy, democracy and political governance, human rights and rule of law, and cross-border initiatives. It also calls for gender sensitivity and balance in security governance (Article 74) and the need to mainstream gender in all aspects of the ECOWAS peace and security architecture (Article 82).

**The Supplementary Act on Gender Equality for Sustainable Development in the ECOWAS Region (2015)** covers women's rights and protections across a range of sectors, including governance and decision-making; education and training; access to financial resources and employment; youth and development; gender-based violence; health and HIV/AIDS; conflict

prevention and management; peacebuilding and security; media, information and communication; environment, water, sanitation and climate change; agriculture and sustainable development; and infrastructure, energy and mining. Article 3 states that the purpose of the Act includes ensuring “a greater role for women in early warning mechanisms within the ECOWAS region.”

**ECOWAS Policy for Gender Mainstreaming in Energy Access (2015)** aims to provide policymakers with instrumental and human rights-based indicators and rigorous arguments to align energy interventions with principles of gender equality. The policy aims to use a gender mainstreaming framework as a means for energy ministries to achieve energy access goals in a way that leverages the role of women as energy users, community members, business owners and policymakers.

**ECOWAS Gender Policy** includes eight priority areas: 1) building the political will necessary to create an enabling environment for equality and equity for men and women to achieve sustainable development; 2) adopting a sub-regional approach in the implementation of international, regional and national gender equality and human rights actions; 3) enhancing the participation and leadership roles of women in politics, governance and decision-making; 4) promoting equitable access to quality education and responding to women’s social and cultural concerns; 5) accelerating economic development and more equitable participation of women in the economy; 6) creating an environment for the legal protection of men and women, thus ensuring gender equality; 7) addressing the gender perspectives of reproductive health and HIV/AIDS; and 8) redirecting public resources toward addressing gender equality and equity issues, thereby promoting a higher rate of human capital formation and stronger economic growth.

**ECOWAS Gender Strategic Plan Framework** seeks to translate the Gender Policy into action through a focus on strategic issues, goals, objectives and program strategies. The strategic areas include institution building; economy and poverty; sociocultural issues; education and training; health, particularly maternal health and HIV/AIDS; legal issues; and governance, decision-making, democracy and human rights.

**ECOWAS Gender & Migration framework & Plan of Action (2015)** seeks to bring to light the gender dimension of migration and how it affects men and women differently and what need to be done.

## ECOWAS EARLY WARNING THEMATIC AREAS AND GENDER-RELATED GLOBAL NORMS AND STANDARDS

ECOWAS Thematic Area	Gender-Related Global Norms and Standards
<p><b>CRIME AND CRIMINALITY</b></p> <p>(e.g., drug/human trafficking and organized crime/cyber criminality/migration)</p>	<p><u>Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) (1979)</u></p> <p>Article 6: States Parties shall take all appropriate measures, including legislation, to suppress all forms of trafficking of women and exploitation of prostitution of women.</p> <p><u>The Beijing Declaration and Platform for Action (1995)</u></p> <p>Strategic objective D.3.: Eliminate trafficking of women and assist victims of violence resulting from prostitution and trafficking.</p> <p><u>Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, Supplementing the United Nations Convention Against Transnational Organized Crime (2003)</u>: The first globally legally binding instrument with an agreed definition of trafficking of persons. Also see the <u>UN General Assembly Resolution 67/145 (2012)</u> on trafficking of women and girls.</p> <p><u>Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa (2003)</u></p> <p>Article 3: State Parties shall adopt and implement appropriate measures to ensure the protection of every woman's right to respect for her dignity and protection of women from all forms of violence, particularly sexual and verbal violence.</p> <p>Article 4: Every woman shall be entitled to respect for her life and the integrity and security of her person. All forms of exploitation, cruel, inhuman or degrading punishment and treatment shall be prohibited.</p> <p>Article 8: Women and men are equal before the law and shall have the right to equal protection and benefit of the law.</p> <p>On violence against women:</p> <p><u>Declaration on the Elimination of Violence against Women (1993)</u></p> <p><u>The Beijing Declaration and Platform for Action (1995)</u></p> <p>Strategic objective D.1: Take integrated measures to prevent and eliminate violence against women.</p>

	<p>Strategic objective D.2: Study the causes and consequences of violence against women and the effectiveness of preventative measures.</p> <p><u>Sustainable Development Goals (SDGs) (2015)</u></p> <p>Target 5.2: Eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation.</p> <p><u>UN General Assembly Resolution 67/144 (2013)</u> on the intensification of efforts to eliminate all forms of violence against women</p> <p><u>ECOWAS Conflict Prevention Framework (2008)</u></p> <p>Article 82(k): Member States shall adopt practical measures to put women’s organizations at the forefront of community and cross-border initiatives, including interventions to combat human trafficking, HIV/AIDS and STDs.</p> <p>Article 82(e): ECOWAS shall facilitate the development of a regional strategy to combat gender-based violence (GBV) and the strengthening of legislative and judiciary measures, awareness and training on GBV in Member States.</p> <p>Article 83(d): Special emphasis on the adoption and practical implementation of measures to prosecute violence against women in national and regional penal codes.</p> <p><u>Supplementary Act on Gender Equality for Sustainable Development in the ECOWAS Region (2015)</u> requires Member States to take a number of actions to prevent human trafficking and provide comprehensive services to survivors. (Article 25)</p> <p>Article 23: Member States shall: (a) adopt laws prohibiting all forms of gender-based violence and ensure their enforcement; (b) ensure that the perpetrators of gender-based violence, including domestic violence, sexual harassment, female genital mutilation and all other forms of gender-based violence are brought before a court of competent jurisdiction and punished accordingly.</p>
<p><b>SECURITY</b> <b>(e.g., terrorism, violent extremism and maritime security)</b></p>	<p><u>UN Security Council Resolution 2178 (2014)</u> on stemming the flow of foreign terrorist fighters:</p> <p>Paragraph 16: Encourages member states to engage relevant local communities and nongovernmental actors in developing strategies to counter the violent extremist narrative that can incite terrorist acts; address the conditions conducive to the spread of violent extremism, which can be conducive to terrorism, including by empowering youth, families, women, religious, cultural and education leaders, and all other</p>

	<p>concerned groups of civil society; and adopt tailored approaches to countering recruitment to this kind of violent extremism and promoting social inclusion and cohesion.</p> <p><u>UN Security Council Resolution 2242 (2015) on women, peace and security</u></p> <p>Paragraph 11: Calls for the greater integration by Member States and the United Nations of their agendas on women, peace and security; counterterrorism and countering-violent extremism, which can be conducive to terrorism...</p> <p>Paragraph 12: Urges Member States...to conduct and gather gender-sensitive research and data collection on the drivers of radicalization for women, and the impacts of counter-terrorism strategies on women's human rights and women's organizations...</p> <p>Paragraph 13: Urges members states...to ensure the participation and leadership of women and women's organizations in developing strategies to counter terrorism and violent extremism, which can be conducive to terrorism...</p> <p><u>ECOWAS Conflict Prevention Framework (2008)</u></p> <p>Article 82(h): Member States shall take practical steps to increase the number of women in senior positions on peace and security matters within government institutions at all levels.</p> <p>Article 82(j): Member States shall take practical steps, including legislative reform and affirmative measures, to promote the recruitment of women into the armed forces and other security agencies, and their active participation in the military and civilian components of ESF.</p>
<p><b>GOVERNANCE AND HUMAN RIGHTS</b></p> <p><b>(e.g., political governance, elections, youth bulge, unemployment and gender)</b></p>	<p><u>Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) (1979)</u></p> <p>Article 7: States Parties shall take all appropriate measures to eliminate discrimination against women in the political and public life of the country and, in particular, shall ensure women, on equal terms with men, the right: (a) to vote...(b) to participate in the formulation [and implementation] of government policy...</p> <p>Article 8: States Parties shall take all appropriate measures to ensure to women, on equal terms with men and without any discrimination, the opportunity to represent their governments at the international level...</p> <p><u>The Beijing Declaration and Platform for Action (1995)</u></p>



	<p>Strategic objective G.I.: Take measures to ensure women’s equal access to and full participation in power structures and decision-making.</p> <p><u>Protocol to the African Charter on Human and Peoples’ Rights on the Rights of Women in Africa (2003)</u></p> <p>Article 9: States Parties shall take specific positive action to promote participative governance and the equal participation of women in the political life of their countries through affirmative action...States Parties shall ensure increased and effective representation and participation of women at all levels of decision-making.</p> <p><u>UN General Assembly Resolution 58/142 (2003) on women and political participation</u> stipulates that Member States should take steps including to: monitor progress in the representation of women; ensure that measures to reconcile family and professional life apply equally to women and men; develop mechanisms and training programs that encourage women to participate in the electoral process and improve women’s capacity to cast informed votes in free and fair elections; promote the participation of young people, especially women, in civil society organizations; and develop programs to educate and train women and girls in using the media and information and communication technologies.</p> <p><u>African Charter on Democracy, Elections and Governance (2007)</u></p> <p>Article 29: State Parties shall create the necessary conditions for full and active participation of women in the decision-making processes and structures at all levels as a fundamental element in the promotion and exercise of a democratic culture. State Parties shall take all possible measures to encourage the full and active participation of women in the electoral process and ensure gender parity in representation at all levels, including legislatures.</p> <p><u>UN General Assembly Resolution 66/130 (2011) on women and political participation</u> reaffirms the previous 2003 resolution and calls on States to “eliminate laws, regulations and practices that, in a discriminatory manner, prevent or restrict women’s participation in the political process” and “to enhance the political participation of women, to accelerate the achievement of equality between men and women, and...to promote and protect the human rights of women with respect to: (a) engaging in political activities; (b) taking part in the conduct of public affairs; (c) associating freely; (d) assembling peacefully; (e) expressing their opinions and seeking, receiving and imparting information and ideas freely; (f) voting in elections and public referendums and being eligible for election to publicly elected bodies on</p>
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equal terms with men; (g) participating in the formulation of government policy...”

Sustainable Development Goals (SDGs) (2015)

Target 5.5: Ensure women’s full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic, and public life.

ECOWAS Protocol on Democracy and Good Governance (2001)

Article 2(3): Member States shall take all appropriate measures to ensure that women have equal rights with men to vote and be voted for in elections, to participate in the formulation of government policies and the implementation thereof and to hold public offices and perform public functions at all levels of governance.

ECOWAS Conflict Prevention Framework (2008)

Article 53(d): ECOWAS shall facilitate, and Member States shall adopt and implement targeted programs to enhance the active involvement of women in decision making, seeking elective offices and participating in the electoral process.

Article 54(f): The benchmarks for assessing progress in the promotion of democracy and political governance shall include...availability and application of affirmative policies on minorities, women, youth and the marginalized, including quota systems and waivers for women, as well as incentives for pro-women parties.

Article 55(h): Stakeholders shall meet the following capacity needs under the democracy and political governance component...: organize capacity-building workshops for political parties and women organizations and provide them with resources to enhance the participation of women at all levels of politics.

Article 57: ECOWAS shall facilitate the adoption and enforcement of human rights policies in favor of the marginalized, including ethnic and religious minorities, women and youth, particularly in the areas of popular participation, and political, inheritance and property rights.

Supplementary Act on Gender Equality for Sustainable Development in the ECOWAS Region (2015)

Article 11: Member States shall institute affirmative action to ensure effective gender equality in decision-making positions in public and private sectors...Member States shall take all necessary measures at all levels to establish the critical link between gender-balanced

	<p>representation, good governance, democracy and sustainable development.</p> <p>Article 12: Member States shall adopt legislative measures and other strategies to ensure equal participation of women and men in all electoral processes...and in the appointment of political representatives and decision-making...</p>
<p><b>HEALTH</b> (e.g., epidemics, pandemics and public health infrastructure)</p>	<p><u>Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) (1979)</u></p> <p>Article 12: States Parties shall take all appropriate measures to eliminate discrimination against women in the field of health care in order to ensure, on the basis of equality of men and women, access to health care services, including those related to family planning.</p> <p>Article 30: Member States shall: (a) take appropriate measures to protect and support women suffering from reproductive health-related conditions, such as obstetric fistula, female-related cancers, uterine prolapse, early pregnancy and infertility; (b) develop and implement policies and interventions aimed at ensuring the proper recognition of work done by female health care providers in order to ensure that they receive the appropriate resources and psychological support; (c) encourage men to become health care service providers; and (d) provide support to women living with HIV/AIDS.</p> <p>Article 31: Member States shall take all necessary measures to implement gender-sensitive policies and interventions aimed at providing services for the prevention, treatment, care and support in respect of STIs and HIV/AIDS.</p> <p><u>The Beijing Declaration and Platform for Action (1995)</u></p> <p>Strategic objective C.1.: Increase women’s access throughout the life cycle to appropriate, affordable and quality health care, information and related services.Strategic objective C.3.: Undertake gender-sensitive initiatives that address sexually transmitted diseases, HIV/AIDS, and sexual and reproductive health issues.</p> <p><u>Protocol to the African Charter on Human and Peoples’ Rights on the Rights of Women in Africa (2003)</u></p> <p>Article 14: States Parties shall ensure that the right to health of women, including sexual and reproductive health, is respected and promoted...States Parties shall take all appropriate measures to: (a) provide adequate, affordable and accessible health services, including information, education and communication programmes to women especially those in rural areas; (b) establish and strengthen prenatal,</p>

	<p>delivery, and post-natal health and nutritional services for women during pregnancy and while they are breastfeeding; and (c) protect the reproductive rights of women by authorizing medical abortion in cases of sexual assault, rape, incest, and where the continued pregnancy endangers the mental and physical health of the mother or the life of the mother or the fetus.</p> <p><u>Sustainable Development Goals (SDGs) (2015)</u></p> <p>Target 3.1: By 2030, reduce the global maternity mortality ratio to less than 70 per 100,000 live births.</p> <p>Target 5.6: Ensure universal access to sexual and reproductive health and reproductive rights...</p> <p><u>ECOWAS Conflict Prevention Framework (2008)</u></p> <p>Article 82(k): Member States shall adopt practical measures to put women organizations at the forefront of community and cross-border initiatives, including programmes to combat human trafficking, HIV/AIDS and STDs.</p> <p><u>Supplementary Act on Gender Equality for Sustainable Development in the ECOWAS Region (2015)</u></p> <p>Article 29: Member States shall...adopt and implement frameworks, policies and programmes for the provision of adequate, affordable and gender-sensitive health care services...</p>
<p><b>ENVIRONMENT</b>  (e.g., climate change, natural disasters, food security, transhumance and land tenure)</p>	<p><u>Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa (2003)</u></p> <p>Article 15: (a) Provide women with access to clean drinking water, sources of domestic fuel, land, and the means of producing nutritious food; (b) establish adequate systems of supply and storage to ensure food security.</p> <p>Article 18: Women shall have the right to live in a healthy and sustainable environment. States Parties shall take all appropriate measures to: (a) ensure greater participation of women in the planning, management and preservation of the environment and the sustainable use of natural resources at all levels...</p> <p><u>Sustainable Development Goals (SDGs) (2015)</u></p> <p>Target 13.B: Promote mechanisms for raising capacity for effective climate change-related planning and management...including focusing on women, youth and local and marginalized communities.</p>

	<p><u>Paris Agreement (2015) within the United Nations Framework Convention on Climate Change</u></p> <p>Preamble: Acknowledging that climate change is a common concern of humankind, Parties should, when taking action to address climate change, respect, promote and consider their respective obligations on human rights, the right to health, the rights of indigenous peoples, local communities, migrants, children, persons with disabilities and people in vulnerable situations and the right to development, as well as gender equality, empowerment of women and intergenerational equity...</p> <p>Article 7(5): Parties acknowledge that adaptation action should follow a country-driven, gender-responsive, participatory and fully transparent approach...</p> <p>Article 11(2): Capacity-building should be country-driven, based on and responsive to national needs, and foster country ownership of Parties...Capacity-building should be guided by lessons learned, including those from capacity-building activities under the Convention, and should be an effective, iterative process that is participatory, cross-cutting and gender-responsive.</p> <p><u>Supplementary Act on Gender Equality for Sustainable Development in the ECOWAS Region (2015)</u></p> <p>Article 36: Member States shall take the necessary measures for the improvement of sanitation and access of people to safe drinking water...</p> <p>Article 37: Member States shall undertake to adopt measures for the equitable participation of women and men in decision-making bodies on the management of the environment and natural resources, and to implement plans on land use and the integrated management of natural resources and fisheries, taking into account equality of rights between women and men.</p> <p>Article 38: Member States shall implement policies and programmes to reduce the negative impacts of climate change on the population in general, and women in particular.</p>
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# A GUIDE FOR GENDER LENS INTEGRATION IN EARLY WARNING (EW)

A gender lens is a fundamental tool for implementing gender integration in early warning at all times and levels. It means thinking about how gender norms, roles, relations, structures and other factors might impact or affect a particular issue, problem or event. Members of the ECOWAS Early Warning Directorate should incorporate this practice of applying a gender lens into every aspect of their work.

Table 1: Importance of Gender Lens in Early Warning

<b>Best Practices for Using a Gender Lens</b>	<b>Why it is Important for Early Warning</b>
<p>Consider the inequalities and different roles between and among women and men, the different experiences and perceptions of men and women, and how gender roles and norms, etc. might shape those different experiences and perceptions.</p>	<p>This is important because there is a wider tendency to equate gender with women. But gender does not just concern women; gender represents the social constructions of how men, women, boys and girls should act. In order to understand the dynamics of gender, all of these perspectives and experiences must be taken into account. Note that warnings can focus on only women or only men, depending on risks.</p>
<p>Conduct your activities in a way that takes into account inequalities and differences between women and men. Avoid treating women and men the same.</p>	<p>It is important to acknowledge gender norms and roles, etc. and the historical and systematic bias and discrimination of women and girls and how those factors may impact the experiences of women and men. For example, if looking into pastoralist/farmer tension or conflict, you cannot assume that men's and women's experiences and perceptions will be the same. They may have different information to offer about the same issue or event. Or if an early warning response includes issuing written notices, this could affect men and women differently in places where women have much lower literacy rates than men.</p>
<p>Move beyond counting the number of participants and instead look at the quality of participation. Avoid undue emphasis on achieving equal or 50/50 participation from men and women.</p>	<p>Equal representation does not necessarily mean equal participation or equal impact. To achieve meaningful participation of women, you will need women with relevant expertise and the authority to be heard. Sometimes women may be present, but that does not always mean that their opinions and views will be equally valued. Based on what you know about gender norms and roles, etc., are men and women equally impacted? If women or men are more likely impacted, are their opinions given equitable weight? Note:</p>

	women's representation is important and 'gender sensitive' men can support, but not replace women.
Understand the differences among different groups of women (and men) and do not assume that all women (or all men) have the same interests.	Every individual has multiple identities – gender, religion, nationality, ethnicity, etc. To assume that all women are the same neglects power and privilege disparities among women – e.g., women from minority groups, women with disabilities and poor women. Early warning issues and events will affect different groups of women differently. Therefore, it is important to take into account those differences and make sure that various experiences and perspectives are included.
Understand the specific situation and document actual conditions and priorities. Do not make assumptions about who does what work and who has which responsibilities.	Whenever possible, it is best practice to operate on actual knowledge and facts instead of assumptions. This is particularly important for gender norms and roles, etc. For example, if you assume young boys are primarily responsible for collecting water (when in actuality women and girls most often collect water) and there is a water shortage, you might be seeking information from the wrong cohort or trying to work with the wrong cohort for early response.

Risk/ Vulnerability	Warning	Reporting
<p>What is the risk, for whom?</p> <p>How does the issue/event affect women and girls, men and boys differently? Why?</p> <p>What are the specific risks based on other factors, such as disability, age, ethnicity, religion?</p> <p>What are the different roles, status and power of women/girls and men/boys in this context?</p> <p>What services have been disrupted for women/girls, men/boys? E.g. for pregnant and/or breastfeeding mothers?</p>	<p>Who is warning about what?</p> <p>Consult both women/girls and men/boys about the issue/event. They might have different information on the same issue.</p> <p>Use gender indicators to identify specific warnings between males and females.</p> <p>Incorporate gender awareness and discussion into identification of warnings with women/girls and men/boys. They might have different perspectives.</p> <p>Gather sufficient data about how roles, social norms and relations affect how women/girls, men/boys experience the issue/event.</p>	<p>How is gender analysis reflected in incident and situation reports, and any other reports?</p> <p>Document and report on gender-specific warnings.</p> <p>Include sex-disaggregated data.</p> <p>Report on gender-related indicators.</p> <p>Reports reflect the different needs, roles, perspective, experiences of women/girls men/boys and other factors such as age, ethnicity, and disability.</p> <p>Write gender-specific recommendations for action.</p>

Table 2: A Checklist for Integrating Gender in Early Warning May Include the Following Guiding Question



# Chapter Two

## Gender Integration for Early Warning Data Collection and Reporting

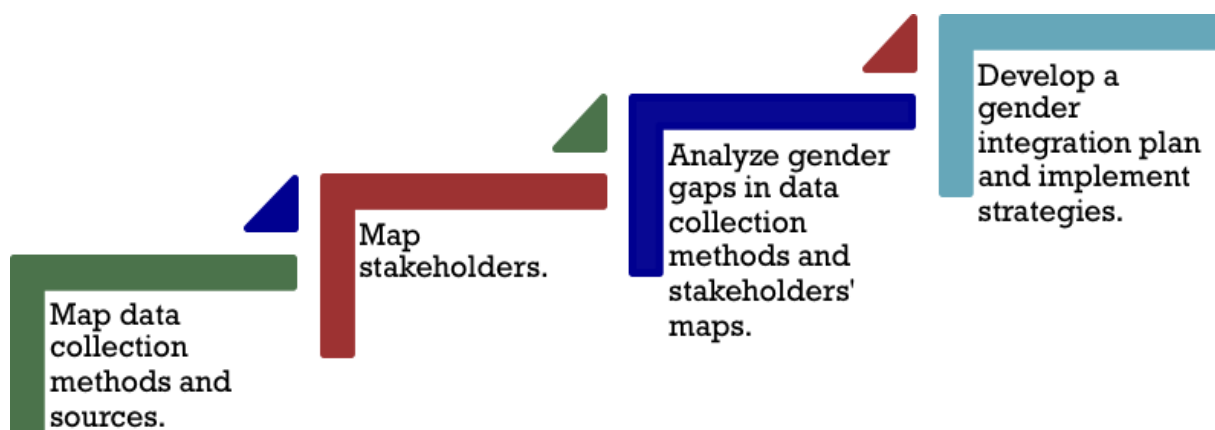
This chapter shares tools, frameworks and guidance for Field Monitors on how to integrate gender in data collection and reporting for early warning. For data collection, the chapter includes tools and frameworks to ensure that data collection methods take into account the experiences and perceptions of men and boys and women and girls, with a strong emphasis on ensuring that women's views are incorporated. For data reporting, this chapter illustrates how to include sex-disaggregated data wherever possible (in Incident Reports and Situation Reports) as well as additional narrative data about gender-related factors (e.g., how the incident affected men and women differently).

## GENDER INTEGRATION IN DATA COLLECTION

Data collection is one of the primary tasks for Field Monitors. The collected data also provides the basis for analysis reports and early recommendations and response. It is essential that gender-related information is integrated at this stage for gender integration to remain relevant and pervasive throughout the early warning process. If gender is absent in the initial data collection, this makes it much harder for analysts in particular to integrate gender into their data analysis.

### STEPS FOR GENDER INTEGRATION IN EARLY WARNING DATA COLLECTION

The following guidance includes a step-by-step process for ensuring data collection practices incorporate perspectives and experiences of both women and men and other disadvantaged groups. The guidance recommends first mapping stakeholder groupings and then developing a methodical strategy for gathering information about women and men in each of those stakeholder groupings. There are four interrelated steps that are discussed in this section:



Step 1. Map data collection methods and sources: Map all of the different methods used for data collection (e.g., newspapers, online sources, interviews, focus groups, social media, key informant interviews (KIIs), and eye witnesses).

Step 2. Build a network: Identify groupings of stakeholders within your geographic jurisdiction. This could include local government, schools and teachers, business leaders, religious groups, ethnic groups, women's and youth groups, etc. If done properly, the list of stakeholders should accurately reflect the diversity in the community.

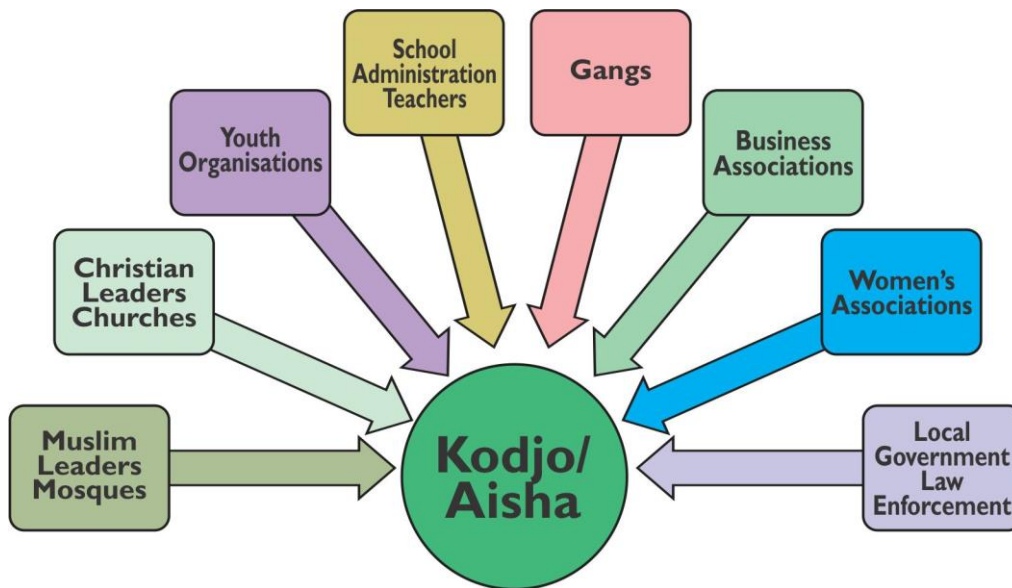
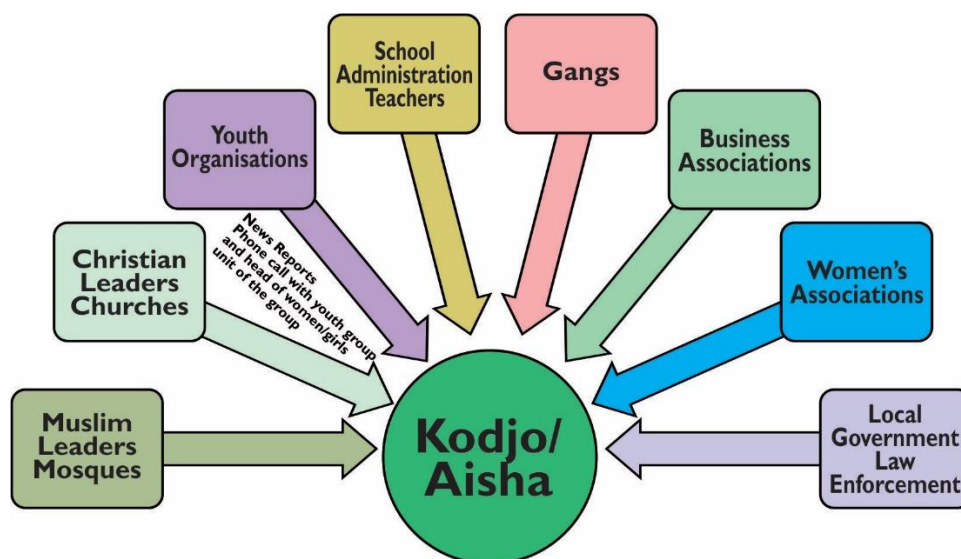


Figure 1. Stakeholder Mapping

Step 3. Analyze gender gaps in data collection methods, sources and stakeholders: Compare the list of data collection methods and sources and the stakeholder list. Do the collection methods and sources provide information about all of the stakeholder groupings? Are any missing? For example, if major newspaper outlets are a primary source of information, do those news sources regularly report on both men’s and women’s perspectives? Do they regularly report on the views and experiences of men and women from minority religious, ethnic and tribal, etc., groups? If there are gaps, what other methods and sources can be used and who else will be consulted?

Figure 2. Linking Stakeholder Mapping to Data Collection



Linking data collection methods/sources with stakeholder groupings

Step 4. Develop a gender integration plan and strategies: Identify concrete strategies for how you will gather data about women’s perceptions and experiences in particular.

Table 3: Framework for developing gender integration strategies

<p>1. Stakeholder group (e.g., local government, schools and teachers, business leaders, religious groups, ethnic groups and women’s groups)</p>	<p>2. How will you collect data about this stakeholder group? (e.g., newspapers, online sources, interviews, focus groups, social media, KIs and eyewitnesses)</p>	<p>3. How will you gather data about women’s perceptions and experiences in particular? (e.g., work with women’s civil society organizations; hold focus groups with women; engage women to determine how monitoring should be conducted; and collect data from men’s networks for varied perspectives)</p>

Also consider what might be some of the potential challenges to gathering information from and about women and what could be some potential solutions. See Table 4, for some considerations.

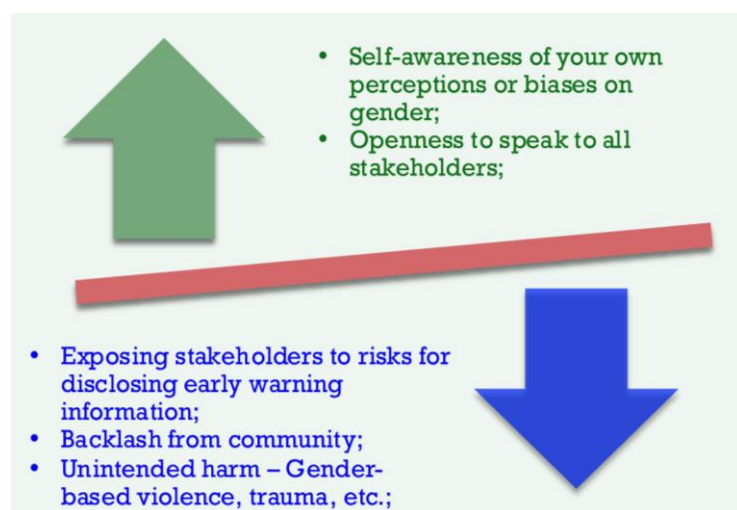
Table 4: Potential Information Gathering Challenges and Solutions

<b>Challenges to gathering information from and about women</b>	<b>Potential solutions</b>
<p>I do not know who a reliable source would be.</p>	<p>Work with women already active in existing networks of civil society organizations or partner with local women’s networks to identify potential sources.</p>
<p>It is difficult to access women because public figures are mostly men.  Accessing women groups through the main public figures is difficult.</p>	<p>Address potential barriers to women’s participation, like facilitating transportation and communications, providing childcare, etc.</p>
<p>I am not sure how to talk about sensitive subjects like gender-based violence.</p>	<p>Have the right kinds of facilitators (including both men and women) who have received training in facilitation skills and gender analysis and who can encourage women to speak up in forums where they have previously been excluded.</p>
<p>Social norms or practices limit the participation of women or other marginalized groups.</p>	<p>Determine, in consultation with women and men, how monitoring should be conducted (this will help demonstrate an understanding of women’s position within the home and community as well as their existing and potential roles in conflict prevention activities).</p> <p>If there is resistance within the community to women’s participation in data gathering, it may be necessary to work with spoilers to build understanding around the value that women can add to such processes.</p>

# A CHECKLIST FOR ‘DO NO HARM’ AND CONTEXT SENSITIVITY

It is important for early warning to consider aspects of “Do No Harm” and Context Sensitivity in data collection methods. Early warning practitioners need to understand the context in which they are operating and act to minimize any unintended negative impacts of their work. This could include:

- Being aware of what perceptions and biases an early warning staff could bring to data collection as well as what impact your presence could have.
- Considering the potential consequences for women or men who report on certain incidents (e.g., self-identifying as a victim of sexual assault and reporting on weapons movement, etc.).
- Preparing to deal with possible backlash from the community for just speaking with Field Monitors (e.g., if Field Monitors are perceived as agents of the government).
- Having gender-aware responses when sensitive issues arise, like rape and sexual assault, domestic violence and abortion, etc. For instance, rape incidents require rapid response to help prevent other consequences such as HIV infection, forced impregnation, fistula, death or trauma-related effects.
- Understanding the gendered risks that your sources may face (e.g., different consequences of a man reporting a sexual assault vs. a woman reporting a sexual assault).
- Practicing self-awareness and recognizing your inner biases that relate to gender (e.g., men are more credible than women; women can only speak with authority on certain subjects; and men and women are more credible when they adhere to socially accepted gender norms).



To help promote self-assessment, practitioners can examine the scenarios in Table 5, below, and discuss how to apply gender-sensitive self-awareness and context sensitivity.

Table 5: Sample scenarios to apply gender-sensitive self-awareness and context sensitivity

Scenario 1	Scenario 2
<p>You are speaking with Yvonne, who is the head of a women’s shelter. You reached out to her because you recently read a news report that incidents of domestic violence are on the rise and wanted to confirm with someone who works closely on this issue.</p>	<p>You recently read a news report that there has been a rise in the number of kidnappings of young girls related to cross-border human trafficking. You decide to reach out to one of your sources to confirm, and talk to Joseph, who is a trusted source – he worked for years as a smuggler and has reliable networks. Joseph tells you that he has not heard anything about the abduction of young girls and believes the stories are a false alarm. The following week you are introduced to Ami by a mutual friend – Ami is a young woman from the area where the alleged abductions have occurred. Ami says she knows some of the girls who have been taken. She offers to introduce you to some of their families. She cautions that the families are very nervous about speaking with you, for they worry what could happen to their daughters if the captors found out they spoke with the authorities. You are not sure if you believe what Ami is telling you; you do not know whether she is a reliable source.</p>
<p>During your conversation, Yvonne tells you that her daughter is a survivor of domestic violence. Her 16-year-old daughter was raped by her boyfriend, is now four months pregnant, and wants to get an abortion. While abortion in the case of rape is permitted in your country, Yvonne is worried that because the perpetrator was her daughter’s boyfriend, the police and doctors may believe they had consensual sex.</p>	<p>What would you do in this situation? Do you have any biases (e.g., Joseph is more knowledgeable because he is an older man, while Ami has less credibility because she is a young woman)?</p>
<p>Yvonne is asking you for help; she says she knows you are well connected because of your job.</p>	<p>What if Ami is telling the truth and introduces you to the families? How will you manage their expectations? How will you manage Ami’s expectations? What if by meeting the families you cause more harm than good?</p>
<p>What would you do in this situation? How will you consider your own feelings about pre-marital sex, rape, and abortion?</p>	
<p>What can/should you do in your role as an ECOWAS Field Monitor?</p>	
<p>How can you be sensitive to Yvonne’s needs but respond appropriately?</p>	

This checklist offers some essential considerations for self-awareness and context sensitivity:

Figure 3. Self-Awareness and Context Sensitivity Checklist

- 1** **Self-awareness:** Who are you and how are you perceived by the people you talk to? How do you perceive the people you talk to? Are you bringing in any biases?
- 2** **Who is being consulted:** Who are you speaking to and what is the quality of your interaction? Are they comfortable sharing personal or sensitive information with you? What biases might they be bringing to the meeting?
- 3** **Risks associated with information sharing:** What risks are individuals/organizations taking by speaking with you? Could they face physical or reputational harm? How might these risks be different for men vs. women?
- 4** **Who is being consulted:** Who are you speaking to and what is the quality of your interaction? Are they comfortable sharing personal or sensitive information with you? What biases might they be bringing to the meeting?
- 5** **Risks associated with information sharing:** What risks are individuals/organizations taking by speaking with you? Could they face physical or reputational harm? How might these risks be different for men vs. women?
- 6** **Sensitive information and trauma:** How are you asking about sensitive information (e.g., domestic violence, trafficking, sexual abuse, rape)? Who are you asking, and are you sensitive to their needs? Are you equipped to respond appropriately, and ensure the victim is not re-traumatized?



# GENDER INTEGRATION IN INCIDENT AND SITUATION REPORTS

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In Early Warning situation/event reports means reports of prevailing conditions that pose a threat or actual significant danger to human security, while incidents report are those episodic and structured reports on security related incidents that are reported real-time.

## INTEGRATING GENDER INTO INCIDENT REPORTS

Here are some main steps for integrating gender into incident reports:

1. [Disaggregate data by sex](#): There are a number of sections in the Incident Report where you can disaggregate data by sex but note that these are not required responses. Where possible, make sure to include this information by documenting full descriptions and reporting on factors such as human deaths, injuries, perpetrator(s) and victim(s).

The figure below is a sample of Incident Reports regarding an outbreak of an unknown disease in Téliélé, Guinea. One report includes information about the sex of those who are sick and those who have died because of the disease (Report B); the other does not (Report A). By including information about those affected, Report B shows us that women are disproportionately affected by this outbreak. Women account for 60 percent of the deaths and 62 percent of those who are sick. This could offer possible clues as to the causes or vectors of the disease. Women were disproportionately affected by the Ebola epidemic because of their roles “as frontline caregivers and care workers, cross-border traders, nurses, and mothers within disease-stricken communities as well as active economic agents in the informal sector.”<sup>5</sup> Indicators should be sex-disaggregated to enable more accurate analysis of the gender dimensions of any incident.

2. [Include more information about gender in the ‘Full Description’](#): Because the “Full Description” allows for a longer response, this is an ideal section in which to include additional insights about gender. In Figure 3, Report B (below), some additional sex disaggregated data is included. In addition, the Field Monitor could have included insight on:

- What are some gendered factors that could have led to the disproportionate effect on women?
- What are the travel and mobility patterns of men and women in this community? What are the different ways that they may have spread the disease?
- What impact is this having more broadly? If women are disproportionately affected, what impact is this having on their families or the community?

The “Full Description” could also include information about gender-related causes. For example, imagine there was an incident where cattle rustling related to Moran/warrior rituals resulted in an armed attack and property damage as well as deaths and injuries. The “Full

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<sup>5</sup> *United Nations Development Programme, Confronting the Gender Impact of Ebola Virus Disease in Guinea, Liberia, and Sierra Leone (UNDP, January 2015)*

Description” is the only section that allows for information about the cause or drivers of the attack (in this case the Moran/warrior rituals). In this section, you might include information about the Moran/warrior rituals, their ties to coming-of-age and manhood for young boys, how often the rituals occur, whether more attacks might be expected, and the number of boys going through such rituals in the affected groups, etc.

Figure 4. Incident Reports and Sex Disaggregation

<p style="text-align: center;"><b>Report A</b></p> <p style="text-align: center;"><b><u>WITHOUT</u> Sex Disaggregation</b></p>	<p style="text-align: center;"><b>Report B</b></p> <p style="text-align: center;"><b><u>WITH</u> Sex Disaggregation</b></p>
<p>Incident Type: Outbreak of disease</p> <p>Incident Status: Ongoing</p> <p>Incident Location: Téliimélé, Kindia Region, Guinea</p> <p>Incident Date: January 5, 2018</p> <p>Incident Context: Public place</p> <p>Interaction: Telephone or radio communications</p> <p>Property Loss Value: No property loss</p> <p>Weapons: No weapon(s)</p> <p>Information Source: Private communication</p> <p>Information Credibility: Credible; eye-witnessed or credible information</p> <p>Primary Impact of Incident: Sub-national; event is relevant primarily to community level</p> <p>Human Deaths: Overall known count: 10</p> <p>Human Injuries: Overall known count: 32</p> <p>Sexual Assaults: Unknown</p> <p>Damage: None. Property damage is absent or negligible.</p> <p>Immediate Response: Response by officials</p> <p>Thematic Issues: Health, education and social services</p> <p>Full Description:</p>	<p>Incident Type: Outbreak of disease</p> <p>Incident Status: Ongoing</p> <p>Incident Location: Téliimélé, Kindia Region, Guinea</p> <p>Incident Date: January 5, 2018</p> <p>Incident Context: Public place</p> <p>Interaction: Telephone or radio Communications</p> <p>Property Loss Value: No property loss</p> <p>Weapons: No weapon(s)</p> <p>Information Source: Private communication</p> <p>Information Credibility: Credible; eye-witnessed or credible information</p> <p>Primary Impact of Incident: Sub-national; event is relevant primarily to community level</p> <p>Human Deaths: Overall known count: 10</p> <p>Women / Children Dead? Number of women: 6</p> <p>Human Injuries: Overall known count: 32</p> <p>Women / Children Injured? Number of Women: 20</p> <p>Sexual Assaults: Unknown</p> <p>Damage: None. Property damage is absent or negligible.</p> <p>Immediate Response: Response by officials</p> <p>Thematic Issues: Health, education and social services</p>

<p>Reports from a local doctor that an outbreak of an unknown disease is occurring in Téliimélé, Kindia Region, Guinea. As of January 5, 2018, there have been 10 deaths and 32 others infected. Cause is unknown.</p>	<p>Full Description: Reports from a local doctor that an outbreak of an unknown disease is occurring in Téliimélé, Kindia Region, Guinea. As of January 5, 2018, there have been 10 deaths (6 women, 4 men) and 32 others infected (15 women, 12 men &amp; 5 children). Cause is unknown.</p>
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3. [Include information about sexual assaults](#): Sexual assault is not solely a women’s issue, but women are most often reported as victims of sexual assault. So, if this section is not properly recorded, then the full experiences of women (and men) may be absent from early warning data. See elements of the Incident Report where sexual assaults can be recorded (Figure 4 below). Although it is not required (see red asterisk), information regarding the sex of perpetrator(s) and victim(s) should be included.

Figure 5. Recording Sexual Assaults in Incident Reports

The screenshot shows the 'Sexual Assaults' section of the Incident Report form. It includes a radio button for 'Unknown' (which is selected), and three unselected radio buttons for 'Sexual Assaults Unlikely', 'Isolated Sexual Assaults Likely', and 'Widespread Sexual Assaults Likely'.

Below this are two sections: 'Perpetrator(s)' and 'Victim(s)'. Each section has a table with the following columns: 'Description Or Name', 'Nationality', 'Sector \*', 'Gender', and 'Injury'. The 'Sector \*' column has a red asterisk indicating it is a required field. The 'Gender' and 'Injury' columns are dropdown menus. Both sections have a '+ [add icon]' button at the bottom for adding additional entries.

Note that sexual assaults are not only associated with security and armed attacks, these assaults can occur in any number of incidents, including but not limited to:

- Drug or human trafficking;
- Kidnapping and abduction;
- Migration;
- Terrorism/violent extremism; and
- Nonviolent or violent protests.

## INTEGRATING GENDER IN SITUATION REPORTS

Field Monitors can integrate gender into Situation Reports in two main ways: Collect gender-related data about the ECOWARN early warning indicators and report any relevant insights in narrative form.

Gender-responsive approaches for data collection (as described in the previous section) should be used for collecting data on ECOWARN early warning indicators. Any gender-related insights resulting from these data collection practices can be integrated in narrative form at the end of the Situation Report in the comments and notes sections.

Consider the following example indicators:

### Governance and Human Rights

- Indicator: Local governance, including law enforcement and judicial system, operated effectively and without interruption

Field Monitors can incorporate gender by asking both men and women whether local governance is operating effectively and without interruption. It is important to ask both men and women because they may raise different issues. For example, local governance may be responsive on issues like assault and armed robbery, but not on issues like gender-based violence or domestic violence, which are more often reported by women.



**Photo: A gender session during ECOWARN Field Monitors training in 2017. Credit: ECOWAS EWD**

### Environment

- Indicator: Significant increase or decrease in the price of a staple food

Field Monitors can incorporate gender by assessing who in the markets is buying and selling staple foods; this could include both men and women. The inclusion of women may be particularly important because, in many cultures, women are responsible for purchasing and preparing food for their families.

Using a gender lens means thinking about how gender norms, roles and relations or other gendered factors might impact or affect a particular issue, problem or event, and thus is a fundamental tool for implementing gender integration in early warning at all levels.



## **Chapter Three**

# **Gender Integration for Early Warning Data Analysis**

Analysts, gender integration is incorporated into their data analysis process. This chapter introduces tools and frameworks for gender integration in two stages: 1) identifying where gender-related information is missing from an existing data set (e.g., sex-disaggregation, no information on how men and women are affected differently, and gender-related conflict drivers); and, 2) developing strategies for obtaining that gender-related information (e.g., from open sources, news reports and interviews).

## GENDER INTEGRATION QUESTIONS

The gender analysis process begins with a background on the context and then identifying a set of questions to help understand the potential gendered impacts of early warning. A preliminary list of questions is presented in Figure 1 (below); you are encouraged to add to this list based on your specific early warning context.

These questions can elicit useful early warning information, such as identifying trends (e.g., that particular incidents are having a disproportionate effect on women; that every year during rite-of-passage rituals a certain incident occurs); creating an accurate picture of what happened; and better understanding what triggered this and similar events.

The questions also largely reflect the best practices of applying a gender lens (see page 13), which include:

- Include data and analysis of men and women (i.e., not to conflate “gender” and women).
- Take into account the inequalities and differences between women and men, as shaped by gender norms, roles and relations, etc.
- Focus on quality of participation, not just equal participation of men and women.
- Do not assume that all women (or men) are the same; experiences and perceptions are also shaped by factors like age, ethnicity, religion, nationality and class, etc.
- Avoid working from assumptions about gender norms, roles and relations, etc.; it is best to work from context-specific facts and actual conditions.

Here is a sample of initial gender integration questions for early warning data analysis:

Table 1: Preliminary List of Questions

Initial questions to help explore gender dimensions	
<b>WHO</b>	<ul style="list-style-type: none"> <li>• How many perpetrators are men? How many are women?</li> <li>• How many victims are men? How many victims are women?</li> <li>• What is the gender breakdown (i.e., how many men and women) for deaths and injuries?</li> <li>• Does the property damage have any gender implications? (e.g., market stalls were destroyed, which has a disproportionate effect on women because they are the majority of sellers in the market)</li> </ul>
<b>WHAT</b>	<ul style="list-style-type: none"> <li>• How were men and women affected differently? (e.g., men comprised most of the dead and injured because of their role as defenders of the community; women were primarily those abducted by the perpetrators because women are seen as valuable commodities for human trafficking)</li> </ul>

	<ul style="list-style-type: none"> <li>• Did the incident link to particular gender norms, roles, relations, etc., or any other events that may have gender-related impacts? (e.g., this episode of cattle rustling is linked with rituals in which adolescent boys who conduct the raid ascend to manhood)</li> <li>• Have sexual assaults occurred? Who has been impacted (i.e., how many men, women, girls and boys)?</li> </ul>
<b>WHERE</b>	<ul style="list-style-type: none"> <li>• Where did the incident occur? Are there any gender-related implications related to the location of the incident? (e.g., the event caused major flooding of homes, resulting in a disproportionate number of drowning deaths of women and children because most women are at home taking care of their children)</li> </ul>
<b>WHEN</b>	<ul style="list-style-type: none"> <li>• When did the incident occur? Is the incident linked to other cyclical (e.g., yearly, monthly or weekly) gender-related events (e.g., cattle rustling related to manhood rituals typically occurs annually in the spring)?</li> <li>• Is the incident linked to previous gender-related events (e.g., the attack was a reprisal for sexual assaults against women that had occurred last month)?</li> </ul>
<b>HOW</b>	<ul style="list-style-type: none"> <li>• What is the gender-implication of the incident?</li> <li>• For example, does the property damage have any gender implications? (e.g., market stalls were destroyed, which has a disproportionate effect on women because they are the majority of sellers in the market)</li> <li>• Did the incident link to particular gender norms, roles, relations, etc., or any other events that may have gender-related impacts? (e.g., this episode of cattle rustling is linked with rituals in which adolescent boys who conduct the raid ascend to manhood)</li> <li>• Have sexual assaults occurred? Who has been impacted (i.e., how many men, women, girls and boys)?</li> </ul>

## **ANALYZING GENDER IN EARLY WARNING REPORTS**

Analysts are responsible for monitoring and reviewing the ECOWARN database, which includes Incident and Situation Reports. Therefore, a key component of gender integration is being able to identify where additional gender-related information is needed to achieve a robust dataset.

The Gender Analysis Tool provides a simple framework that Analysts can use to assess Incident and Situation Reports and identify gaps in the data provided. This worksheet can be used in conjunction with the gender integration questions.

Table 2: Gender Analysis Tool

	What information do you have about gender? (e.g., what do you know about sex disaggregation; how the incident may affect men and women differently; how gender norms and roles, etc., are linked to the incident)	What information do you need? How will you get that information? (e.g., news reports, other data sets and interviews)
<b>WHO</b>		
<b>WHAT</b>		
<b>WHERE</b>		
<b>WHEN</b>		
<b>HOW</b>		
<b>OTHER CONSIDERATIONS</b>		

For example, consider an Incident Report about a Boko Haram attack in Nigeria in October 2016 (see Figure 3 below). The Gender Analysis Tool is one approach for organizing a gender assessment of this report.

Table 3: Incident Report, Nigeria, October 2016

<b>Incident Report No. 1</b>	
Incident Type	Armed Attack
Incident Location	Nigeria
Incident Location Details	Ghashghar in northeast Borno State
Incident Date	16 Oct. 2016
Incident Context	Public place (Not in a vehicle)
Interaction	Unknown
Property Loss Value	Exact value unknown, but likely in excess of 2,000 USD
Information Source	Social media (blogs, Twitter or Facebook)



Information Credibility	Credible: Eye-witnessed or credible information
Geographic Scope	National: Contained within a single country
Primary Impact of Incident	Subnational: Event is relevant primarily to community level
Human Deaths	Overall known count: 20
Human Injuries	Estimated overall range: From 20 to 30
Sexual Assaults	Unknown
Damage	Minor: Property damage is minor or moderate
Immediate Response	Response by officials
Thematic Issues	Crime, corruption and safety; security, arms and armed conflict
Perpetrator(s)	Boko Haram
Victim(s)	Nigeria, soldiers in northeastern Nigeria
Full Description	Boko Haram on Monday claimed it killed 20 soldiers and wounded dozens of others in northeastern Nigeria, in violence marring the celebrations following the release of some of the kidnapped Chibok schoolgirls. The group said in a statement that it “stormed a joint position of the armies of Nigeria and Niger” in the town of Ghashghar in northeast Borno State. Soldiers were taken by surprise when Boko Haram militants fired rocket-propelled grenades. “I was called by two of my contacts...informing of an attack late yesterday,” a community leader from the area said. “According to them, Boko Haram launched an attack with heavy guns and rocket-propelled grenades on the soldiers. The soldiers suffered huge casualties because they were taken off-guard. They never anticipated such an attack,” he said, adding that the jihadists stole six military vehicles and weapons.

Using the tool could result in some general observations including:

- There is no sex-disaggregated data in this report. We do not know the genders of the perpetrators, victims, deceased or injured. It is also unknown whether the property damage has any gender implication because the property damage is not specified. Without this data it may be difficult to ascertain whether and how men and women were affected differently.
- The timing and location of the attack may warrant further investigation. It occurred during celebrations related to the release of some of the kidnapped Chibok schoolgirls.

- More information is needed to determine whether the attack was in any way linked to the Chibok schoolgirls.
- Additional information (i.e., additional incident reports) are needed to draw any conclusions about trends.

In addition to identifying gaps in gender-related information, the Gender Analysis Tool also prompts Analysts to think about how they will obtain that information (e.g., through open sources, news reports and interviews). Due to the nature of some of these gaps, additional research may be necessary, which could include primary research.

Note that gender integration in data analysis requires gender inputs from the data collection and reporting phase. The purpose of the Gender Analysis Tool is to identify gaps and add supplementary information to Incident and Situation Reports. Field Monitors play a critical role in making sure that ECOWARN data is gender integrated; the purpose of the Gender Analysis Tool (and subsequent tools) is to bolster the gender research done by Field Monitors.

The Gender Analysis Tool can also be used to assess the level of gender integration in analysis reports, such as the Early Warning Directorate's Regional Human Security Reports. For example, a review of the October 2017 and November 2017 reports found limited gender integration. Sex-disaggregated information is mentioned twice in each report; no other gender-related details or analysis is provided.

## GENDER ANALYSIS OF VULNERABILITIES AND RESILIENCES

The Gender Vulnerabilities and Resilience Matrix can be used in addition to the Gender Analysis Tool. Looking at gender vulnerabilities and resilience provides another lens in gender in early warning reports. The purpose of this matrix is to further identify how women and girls and men and boys may be affected by a particular incident or event differently. Similar to the Gender Analysis Tool, the information gathered should help Analysts identify areas where additional information is needed.

### Key Concepts in Gender Vulnerabilities and Resilience Matrix

**Vulnerabilities:** Long-term factors that weaken people’s ability to cope with sudden incidents or drawn-out emergencies. They also make people more susceptible to disasters. For instance, those who experience regular mudslides in an urban area may have vulnerabilities linked to those factors that directly or indirectly contribute to the suffering caused by the mudslide (rural-to-urban migration, lack of government legislation on building codes, absence of strong community organizations) and affect the community's ability to respond to a crisis.

**Resilience:** Existing strengths of individuals and social groups. They are related to people’s material and physical resources, their social resources and their beliefs and attitudes. Resiliencies are built over time and determine people’s ability to cope with crisis and recover from it.

Individual focuses on the impacts on individual women and girls and men and boys; while community and organization focuses on broader impacts.

The Gender Vulnerabilities and Resilience Matrix can be used to assess the gendered-particular incident and to identify areas where additional research is needed. For example, consider this excerpt from an Incident Report on child welfare in Liberia from July 2013:

Incident Report, 4 July 2013, Greater Monrovia, Montserrado, Liberia: “It is becoming matter of concern for people go to the leeward counties and collect their relatives’ children under the pretense that the kid will have access to education and better livelihood. Unfortunately, many of the kids are being use as breadwinners for the adopted parents. This little girl (pictured attached) is from Bong County but currently resides with her adopted parents. Her aunty brought her to Monrovia for schooling. Currently the little girl age 11 years and is not going to school – she has been forced into domestic work.”

See the table below for a sample matrix regarding this incident report. Based on the findings from the matrix, an Analyst might identify the following as gender-related information needed to complete their analysis: Whether the rate of abductions of girls and boys is the same; what areas of work girls and boys are being funneled into; whether and how the police and authorities are involved regarding both girls and boys; whether biological parents are aware

of the problem regarding both girls and boys; and whether biological parents have different incentives for sending away their daughters vs. sons.

Table 4: Sample Gender Vulnerabilities and Resilience Matrix on Child Welfare Incident in Liberia in July 2013

	Women and Girls		Men and Boys	
	Vulnerabilities	Resilience	Vulnerabilities	Resilience
<b>Individual</b>	<p>Girls may be at greater risk when child labor needs are associated with domestic work, childcare, sex trade, and other areas where girls' labor is more valuable than boys' labor based on existing gender norms and roles.</p> <p>Could be questions around credibility if children were to report their situation – perhaps worse for girls.</p> <p>May not have knowledge of who to report to and where and how.</p>	<p>Ties to their biological family</p>	<p>Boys may be at greater risk when child labor needs are associated with more physical labor (e.g., mining) and other areas where boys' labor is more valuable than girls' labor based on existing gender norms and roles.</p> <p>Could be questions around credibility if children were to report their situation.</p> <p>May not have knowledge of who to report to and where and how.</p>	<p>Ties to their biological family</p>
<b>Community/ Organization</b>	<p>Poverty and/or lack of opportunity where family resides, which causes parents to want to send their children to Monrovia.</p>	<p>Strong family structure; parents' desire for education and better livelihood for their children</p>	<p>Poverty and/or lack of opportunity where family resides, which causes parents to want to send their children to Monrovia.</p> <p>May put boys at greater risk than girls because gender norms and roles dictate that men should be breadwinners.</p>	<p>Strong family structure; parents' desire for education and better livelihood for their children</p>

## Reflection Questions for Strengthening Gender Analysis Practices in Early Warning

The final resource in this chapter is a set of discussion questions designed to explore and identify some of the challenges and opportunities for implementing gender integration in data analysis for early warning. The tools and frameworks may help to elicit gender considerations for early warning but may be of little use if there is limited time, resources and/or buy-in to devote to this process.

It may be helpful to discuss the questions below (see Figure 1) with colleagues to develop concrete strategies for strengthening gender integration practices among Analysts.

Consider the following questions to develop strategies for improving and strengthening the gender integration process among Analysts:

Figure 1: Reflection Questions for Strengthening Gender Analysis Practices

<b>Analysis Process</b>	What is your current data analysis process? Is there room in this process for gender analysis? Where are some natural entry points (e.g., sex disaggregated data)?
<b>Challenges</b>	What are some of the challenges in incorporating gender into data analysis? (e.g., not enough gender-specific data)
<b>Opportunities</b>	What are some ways to mitigate those challenges? What changes in the data collection and analysis process would help you to better incorporate gender?
<b>Resources</b>	What resources or support do you need to better incorporate gender into your analysis?

Given this information, what additional gender-related information might you need to complete your analysis?



## Chapter Four

# Gender Integration for Early Warning Response

The key objective of early warning is to incite requisite response to prevent or mitigate human insecurity. As such, a holistic approach to gender integration must be included in all stages of the process, including data gathering, early warning analysis and reporting, and early response.

For stakeholders and those mandated to implement early response at the regional and national levels, gender integration entails making sure that early responses take gender into account in a practical and systematic manner. The resources in this chapter are designed to strengthen the capacity of regional actors (particularly those within the ECOWAS Commission), national actors (particularly the National Center for the Coordination of the Response Mechanism in Member States), Members of Civil Society Organizations, international organizations, NGO partners and all those who engage in early response. This approach will help them think about who is involved and impacted as they coordinate, facilitate, implement and monitor early response.

This chapter shares tools and frameworks for considering how early warning responses might impact men and women differently as well as devising strategies to mitigate any barriers to participation or other effects that might limit men or women because of gender norms, roles,

and relations, etc. This chapter also includes some guidance on integrating gender into national policies related to early warning as well as national-level gender resources.

### Gender Integration Questions

Similar to the gender integration questions introduced in Chapter 3, responders should develop their own bespoke set of questions related to the potential gendered impacts of early warning response. Figure 1 (below) reflects a preliminary list of questions; you are encouraged to add to this list based on your specific early response context. The questions largely reflect the best practices of applying a gender lens (see page 13), which include:

- Include data and analysis of men and women (i.e., not to conflate “gender” and women).
- Take into account the inequalities and differences between women and men, as shaped by gender norms, roles, and relations, etc.
- Focus on quality of participation, not just equal participation of men and women.
- Do not assume that all women (or men) are the same; experiences and perceptions are also shaped by factors like age, ethnicity, religion, nationality and class, etc.
- Avoid working from assumptions about gender norms, roles, and relations, etc.; it is best to work from context-specific facts and actual conditions.

The list of gender integration questions provided in Table 1 below will be referenced throughout this chapter.

Table 1: Preliminary List of Questions

	Initial questions to help explore gender dimensions in the implementation of response
About the early warning incident or issue	<ul style="list-style-type: none"> <li>● Based on what you know about the incident or issue, how are men and women affected differently? Should the early warning response target men or women or both?</li> <li>● Based on what you know about gender norms, roles and relations, etc., should the early warning response target men and women in the same way (i.e., same activities for men and women) or should there be a specific approach for men and a specific approach for women?</li> </ul>
About the early response	<ul style="list-style-type: none"> <li>● Based on what you know about gender norms, roles and relations, etc., how might this early response impact men and women differently?</li> </ul>

	<ul style="list-style-type: none"> <li>• What barriers to participation might women or men face because of gender norms, roles and relations, etc.?</li> <li>• What can be done to promote women’s meaningful participation in this early response?</li> <li>• How might this early response affect women or men from different ethnicities and tribes, etc.?</li> </ul>
<p>About regional-level resources and partners</p>	<ul style="list-style-type: none"> <li>• Who are the regional stakeholders that could be a resource or partner for this early response? Who might be able to help answer some of your gender integration questions?</li> <li>• What regional policies and framework relate to this early response? Do those policies include any consideration for gender? In what ways could those policies better integrate gender?</li> </ul>
<p>About national-level resources and partners</p>	<ul style="list-style-type: none"> <li>• Who in the government and/or civil society could be a resource or partner for this early warning response? Who might be able to help answer some of your gender integration questions?</li> <li>• What government policies relate to this early warning response? Do those policies include any consideration for gender? In what ways could those policies better integrate gender?</li> </ul>

## INTEGRATING GENDER INTO EARLY RESPONSE

National and regional responders and other stakeholders can use this framework to assess how early warning recommendations can be implemented at the regional and national level in a way that takes gender into account. The framework is designed to structure gender analysis of various early warning responses.

To use the framework (see Table 2 below and the [Integrating Gender into Early Warning Response](#) handout on page 39), choose an early warning response to assess, and apply the gender integration questions discussed above (left column). For each gender concern that arises, brainstorm methods and approaches to adjust or tailor the early warning response (right column). The responses in the right column should then be used to inform the implementation of the early warning response.



Table 2: Framework for Integrating Gender into Early Warning Response

<b>Early warning response:</b>	
<p style="text-align: center;"><b>Gender Integration Questions</b></p> <p>EXAMPLES: Based on what you know about gender norms, roles and relations, etc., how might this early warning response impact men and women differently? What barriers to participation might women or men face because of gender norms, roles and relations, etc.? How might this affect women or men from different ethnicities and tribes, etc.?</p>	<p style="text-align: center;"><b>What are some ways to take these factors into account?</b></p> <p>EXAMPLES: How can you make sure that men and women have access to this early warning response? How can you make sure that the different needs of men and women are addressed by this early warning response?</p>

If you do not have the answers to the gender integration questions, consider how you could obtain this information. Who would you ask? What sources would you use? Remember that it is important to work from actual conditions and not assumptions.

Figure 3 (below) illustrates how the framework can be used. The sample framework is in response to the following early warning recommendation:

“In Ghana, there have been increasing reports of voter suppression and intimidation leading up to elections. Some voters feel pressured or even intimidated into voting a certain way; they believe there will be consequences for casting their vote for one party or another. 36 percent of Ghanaians fear becoming a victim of political intimidation or violence during election campaigns. The early warning recommendation is for Ghana to enhance activities to uphold a free and fair election.”

For this early warning recommendation, there are a range of possible regional- and national-level early responses, which could include: holding voter education workshops; strengthening reporting mechanisms to the electoral commission; increasing penalties for individuals and political parties found guilty of voter intimidation; and working with police. The sample framework below provides a few examples of the outcome when gender considerations are applied to voter education workshops as a method for addressing voter suppression and intimidation. Note that a completed framework should include more robust analysis.

Table 3: Sample Framework for Integrating Gender into Early Warning Response

<b>Early warning response: Hold voter education workshops so that voters know their rights and where and how to report misconduct</b>	
<b>Gender Integration Questions</b>	<b>What are some ways to take these factors into account?</b>
<p>EXAMPLES: Based on what you know about gender norms, roles and relations, etc., how might this early warning response impact men and women differently? What barriers to participation might women or men face because of gender norms, roles and relations, etc.? How might this affect women or men from different ethnicities and tribes, etc.?</p>	<p>EXAMPLES: How can you make sure that men and women have access to this early warning response? How can you make sure that the different needs of men and women are addressed by this early warning response?</p>
<p>While women mostly remain in the same village, migrant labor is common for men in the area, so they are away for most of the year and might miss the workshop.</p> <p>Women are typically busy with taking care of children and have little available time for workshops.</p> <p>English is commonly taught in schools, but most boys drop out of school to work, so many men will not attend if the workshop is only held in English.</p>	<p>Workshops could be held when men will be home (e.g., seasonally) or workshops could be held in areas with high-levels of migrant labor (i.e., where men go for work).</p> <p>Workshops could include providing child care or women could be encouraged to bring their children. There may be certain times of the day when women can more easily leave their homes.</p> <p>The workshop could be held in the local language.</p>

The resulting early warning response might then include voter education workshops translated in local languages with the timing and location shaped by the needs of the community. If resources allow, a pre-workshop assessment might help to address any unknown gender factors. This could include asking women whether providing child care would enable them to participate and whether any other barriers to participation exist.

In order to be effective, early warning response must take into account the ways that gender norms, roles and relations, etc. shape how men and women can participate. To ignore these gendered factors could mean that certain groups are excluded from participating or that the early response is only partially implemented.

1. On a separate sheet, brainstorm a few different ways of implementing this recommendation.
2. Choose one of the ideas from No. 1 and apply the Gender Integration Questions for Early Warning Response.

Table 4: Framework for Integrating Gender into Early Warning Response

Early warning response:	
<p style="text-align: center;"><b>Gender Integration Questions</b></p> <p>EXAMPLES: Based on what you know about gender norms, roles and relations, etc., how might this early warning response impact men and women differently? What barriers to participation might women or men face because of gender norms, roles and relations, etc.? How might this affect women or men from different ethnicities and tribes, etc.?</p>	<p style="text-align: center;"><b>What are some ways to take these factors into account?</b></p> <p>EXAMPLES: How can you make sure that men and women have access to this early warning response? How can you make sure that the different needs of men and women are addressed by this early warning response?</p>

## INTEGRATING GENDER INTO REGIONAL AND NATIONAL POLICIES

There may be national policies linked to the five ECOWAS thematic areas for human security and early warning that shape how governments respond to early warning recommendations. As such, it may be useful to apply the gender integration framework to national policies as well.

For this purpose, the framework can be adapted as illustrated in Table 5 (below). The gender integration questions (middle column) may need to be adjusted slightly but should still apply to the context of regional and national policies. The analysis and ideas developed in the third column should provide the basis for policy recommendations to strengthen gender integration and response for early warning.

Table 5: Framework for Integrating Gender, Adapted for Analyzing Regional and National Policies

<b>Regional and National Policy Excerpts</b>	<b>Gender Integration Questions</b>	<b>What are some ways to take these factors into account?</b>
Include relevant excerpts from regional or national policy to assess	What gender-related factors should regional or national actors take into consideration when taking this action? (e.g., how men and women are affected by this problem differently; how gender roles, norms and relations, etc. may shape men’s and women’s access)	EXAMPLES: How can you adapt this policy to ensure that the different needs of men and women are addressed or taken into account?

In terms of shaping early warning-related policy and promoting gender integration, you should also be familiar with the landscape of gender resources at the regional and national levels. Table 6 (below) provides some examples, such as gender and women’s empowerment ministries and national-level gender policies. Note that this list of resources is illustrative, not exhaustive.

Several ECOWAS Member States also have National Action Plans (NAPs) related to UN Security Council Resolution 1325; these NAPs represent the application of international commitments into national policy on women, peace and security (e.g., commitments to increase women’s participation in all levels of peace and security decision-making). A few ECOWAS Member States currently have NAPs in place (e.g., Burkina Faso, Gambia and Nigeria). Several Member States developed NAPs, but those plans have since expired and new plans have not yet been developed (e.g., Côte d’Ivoire, Liberia, Guinea, Guinea-Bissau and Sierra Leone).

NAPs and other gender policies can be useful resources for gender integration in early warning, because they represent a government’s pre-existing commitment to gender. For example, the Gambian National Gender Policy includes objectives related to water resources and supply:

“5.4.2.0: Objective 1 – To lobby for the provisions of safe, sufficient and portable water.  
 5.4.2.0.1: Promote increased coverage of the population with access to potable water supply.  
 5.4.2.0.2: Empower both women and men to invest in the management of their own water resources and services.”

This could be valuable information if there was an early warning response related to water supply because it illustrates that the Gambian government is already committed to empowering men and women in this area.

Furthermore, the Gambian National Gender Policy also outlines the roles and responsibilities of all the national gender machineries. This could be a useful resource if you are looking for an ally or advocate for gender integration within the government. (See table below)

Table 6: Excerpt from the Gambian National Gender Policy (Section 2.2)

Institution	Roles and Responsibilities
The Ministry of Women’s Affairs and Gender	<ul style="list-style-type: none"> <li>● Responsible for the overall coordination and harmonization of efforts by all stakeholders.</li> <li>● Establish appropriate mechanism for coordinating gender mainstreaming at all levels.</li> <li>● Lobby, advocate and mobilize resource for the implementation of the gender policy.</li> <li>● Provide support to gender units and focal points.</li> </ul>
Gender Bureau	<ul style="list-style-type: none"> <li>● Provide technical support on gender mainstreaming to ministries, institutions, organizations, local governments bodies, civil society organizations and private sector.</li> <li>● Coordinate, monitor and evaluate the implementation process of the gender policy.</li> <li>● Provide back-stopping support in critical areas.</li> <li>● Set standards, develop guidelines and disseminate and monitor their operations.</li> </ul>
National Women’s Council	<ul style="list-style-type: none"> <li>● Advise government on gender issues.</li> <li>● Oversee the implementation of the gender policy at decentralized level.</li> <li>● Lobby and advocate for policy reviews and enactment of laws.</li> <li>● Sensitize and advocate on gender issues at grassroots level.</li> </ul>

## **STRENGTHENING GENDER INTEGRATION PRACTICES IN EARLY RESPONSE**

The final resource in this chapter is a set of discussion questions designed to explore and identify some of the challenges and opportunities for implementing gender integration at the response level. The tools and frameworks may help to elicit gender considerations for early response but may be of little use if there is limited time, resources, and/or buy-in to devote to this process.

It may be helpful to discuss the questions below (see Table 7) with colleagues to develop concrete strategies for strengthening gender integration practices within specific response context.

Table 7: Discussion Questions for Strengthening Gender Integration Practices

<b>Discussion Questions</b>	
Consider the following questions to develop strategies for improving and strengthening the gender integration process in early response:	
1.	What is your current early response process? Is there space in this process for gender integration analysis (i.e., the type of analysis you've been doing in this training)?
2.	What are some of the challenges in incorporating gender into the early response process (e.g., not enough gender-related guidance in early warning recommendations; weak buy-in from decision-makers)?
3.	What are some ways to mitigate those challenges? What resources or support do you need to address those challenges?
4.	What resources or support do you need to better integrate gender into early response?



## Chapter Five

# Gender Transformative Leadership for Early Warning and Response

For senior leadership of organizations using this manual, gender integration is about management buy-in to the gender agenda by ensuring that staff members have adequate support and resources to incorporate gender practices into their work. This process can also be referred to as gender-transformative leadership.

This chapter shares tools, frameworks and guidance on how to implement gender-transformative leadership, particularly focusing on planning tools and benchmarks for supporting gender transformation in the early warning and response systems as well as improving gender mainstreaming across policies and programs.

### **HOW TO IMPLEMENT GENDER-TRANSFORMATIVE LEADERSHIP**

In the context of ECOWAS, gender-transformative leadership means actively supporting the application of gender integration tools and approaches that EWD staff are using (i.e., the material covered in Chapters 2 – 4), but it also means championing continued gender integration internally as well as in early warning programming. Fostering gender-transformative leadership requires more than technical capacity. It is also about the culture of an organization and its political leadership.

Consider conducting the exercise summarized in Table I (below) with colleagues to identify some of the challenges associated with implementing gender integration practices into your teams' approach and to reflect on whether and how gender-transformative leadership is being successfully applied. Some of these challenges might be related to staff capacity around gender integration tools; others might be related to the attitudes and beliefs of staff that limit their willingness to fully embrace gender integration. Senior staff and organizational culture might

shape some of those attitudes and beliefs. The exercise outlined below should help you to identify areas where further work is needed by senior leadership.

Note that many of the political, technical and cultural challenges are not ECOWAS specific. Despite a plethora of policies and strategies on gender integration in early warning and beyond, many governments and intergovernmental organizations struggle to translate these politics into action. In many instances, the biggest hurdles are political will, leadership, resources, accountability and capacity. Critical institutional shifts are often needed in human and financial resources; policies, procedures and standards; staffing and gender-sensitive recruitment practices; an accountability framework; and organizational culture.

Table 1: Identifying Challenges to Gender-Transformative Leadership

Sample Exercise
<p>Materials needed: Flip charts, post-it notes and markers</p> <p>Time required: 30-45 minutes</p> <p>Instructions:</p> <ul style="list-style-type: none"> <li>● Ask participants to brainstorm the challenges of implementing gender integration in early warning and the barriers to progress. Have them think about the barriers created by the attitudes and beliefs of staff as well as any issues that could arise in implementing the gender integration tools and frameworks introduced in modules 1, 2, and 3.</li> <li>● Distribute post-it notes and have participants write their ideas and then bring them to the front of the room to share on flip charts. Have participants place their post-it notes on one of three flip charts; each should be labeled with a different organizational “dimension”: <ul style="list-style-type: none"> <li>○ Political (e.g., leadership, decision making, accountability, space for influence and innovation);</li> <li>○ Technical (e.g., policies, procedures, standards, roles and responsibilities, human resources, gender balance of teams and technical expertise); and</li> <li>○ Cultural (e.g., norms and values, attitudes and beliefs, organizational culture, cooperation, learning environment, zero tolerance of sexual harassment, work environment and travel arrangements, logistics, security and facilities).</li> </ul> </li> <li>● Reflect on the post-it notes and where they are placed. Certain themes may arise to illustrate where senior leadership needs further work; other aspects might be beyond the scope of ECOWAS to address (e.g., societal norms and values).</li> </ul> <p>Organizational dimensions are based on the model for managing strategic change used by N. Tichy (1983), <i>Managing Strategic Change: Technical, Political and Cultural Dynamics</i>. New York: Wiley.</p>



## MINIMUM STANDARDS FOR GENDER-TRANSFORMATIVE LEADERSHIP

Several organizations have developed minimum standards for mainstreaming gender into their programming as well as internal practices. This means ensuring a gender lens is applied to all organizational and programmatic activities. The Gender Practitioners Collaborative, a consortium of gender experts, developed a set of minimum standards that include:<sup>6</sup>

1. Adopt a gender equality policy;
2. Develop organizational culture and capacity for gender equality;
3. Conduct and utilize gender analyses;
4. Allocate budget resources for gender equality;
5. Utilize sex- and age-disaggregated data;
6. Develop gender equality indicators;
7. Do No Harm; and
8. Ensure accountability.

This manual and the training materials developed for Field Monitors, Analysts, and national and regional actors are in themselves a form of capacity building around gender equality (No. 2). Further, these resources emphasize the use of gender analysis (No. 3) and the need to collect and analyze sex-disaggregated data (No. 5). ECOWAS also already promotes “Do No Harm” throughout its programs (No. 7) and the new ECOWARN indicators include gender-sensitive and gender equality indicators (No. 6).

However, these successes do not necessarily mean that sufficient gender mainstreaming has been achieved. Additional work can be done to make sure that these practices continue to be ingrained in staff daily routines and further reflection can be made on budget resources (No. 4) and accountability mechanisms (No. 8).

Oxfam developed a detailed framework for promoting gender equality that looks at gender-transformative leadership and internal organizational practices, which could help to address budget and accountability concerns, among others. Its relevant minimum standards include:

1. Ensure allocation of appropriate financial and human resources for the promotion of gender integration and gender equality.
2. Ensure that workplace policies and procedures are in place and communicated to staff to ensure gender equality in the workplace. These should include anti-sexual harassment Human Resources (HR) policies.
3. Ensure accountability of senior leadership for promoting gender equality.
4. Develop staff capacity through inductions, training and reflections.

See the Minimum Standards for Gender-Transformative Leadership handout (see Table 3 below) update the page number after accepting changes, which includes detailed key actions for each of the minimum standards. This can be a useful tool for assessing what PAPS and technical directorates are doing well and what areas need improvement. The list of key actions

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<sup>6</sup> See *Mercy Corps et al. Minimum Standards for Mainstreaming Gender Equality*, <http://dldocs.mercycorps.org/MinimumStandardsMainstreamingGenderEquality.pdf>

may also provide senior leadership with additional ideas for how to achieve gender-transformative leadership in ECOWAS early warning and beyond.

Individual members of senior leadership may also want to reflect on what actions they can take to encourage their teams to “work above the line” on gender integration and gender equality (see Table 2 below).

Table 2: Benchmarks for Accountability and Working ‘Above the Line’

Levels of Accountability		
Take action and learn	Make it happen, renewal	<b>Learn and Grow</b>  <b>Empowered</b>
Find solutions	“This can work.”	
Accept ownership	“It starts with me.”	
Acknowledge the situation	“I’m a piece of the puzzle.”	
Wait and hope	“Somebody should do something.”	<b>Protect and Defend</b>  <b>Disempowered</b>
Blame self	“It’s my fault.”	
Blame others	“It’s their fault.”	
Denial	“This has nothing to do with me.”	

#### Minimum Standards for Gender-Transformative Leadership<sup>7</sup>:

Review the minimum standards and key actions below and discuss the following:

1. What are the strengths and gaps of ECOWAS’ current internal practices?
2. Can improvements be made in any of these areas?
3. What areas, if any, are missing?

Table 3: Minimum Standards for Gender-Transformative Leadership

<p>Minimum Standard No. 1: Allocation of financial and human resources for gender equality</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Undertake gender budgeting to ensure funding for targeted activities and resources for women and girls, as well as operational support for the delivery of effective gender integration programming.</li> <li><input type="checkbox"/> Ensure a gender balance in teams, including in senior positions, and keep all staffing data disaggregated by sex for easy monitoring.</li> <li><input type="checkbox"/> Recruit staff based on experience, understanding and commitment to gender equality.</li> <li><input type="checkbox"/> Ensure clarity for staff about their responsibilities regarding gender integration and include gender objectives in performance management.</li> </ul>
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<sup>7</sup> Adapted from Oxfam, “Oxfam Minimum Standards for Gender in Emergencies,” November 2013.

- Ensure technical gender support through dedicated gender expertise or combined senior posts.

Minimum Standard No. 2: Workplace policies and procedures to promote gender equality

- Review and develop (where absent) workplace policies and procedures to ensure gender equality and a gender-sensitive organizational culture in the workplace. Ensure they include HR policies to provide security and safety to all staff and prevent sexual harassment.
- Ensure socialization of workplace policies and practices among all staff.

Minimum Standard No. 3: Accountability of senior leadership

- Hold mandatory gender integration and equity trainings for staff at all levels.
- Include the promotion of gender equality in the Terms of Reference for senior staff and monitor performance against this criterion.
- Determine capacity development needs of senior leadership and address where needed.
- Ensure enough resources and support for senior leadership on promoting gender equality.

Minimum Standard No. 4: Development of staff capacity

- Hold mandatory gender and gender integration trainings for staff at all levels.
- Conduct trainings regularly to account for staff turnover, changes in policy and development of new resources.
- Evaluate gender integration training sessions and use feedback to improve future delivery and design refresher sessions.
- Hold regular reflections on gender issues with staff and record lessons and share broadly.
- Provide informal support on gender integration as well as formal trainings, such as shadowing, coaching and mentoring, etc.
- Identify barriers that can inhibit gender integration and develop strategies to mitigate them.

Notes: