



PROTECTION, GENDER, AND INCLUSION

OPERATIONAL
FRAMEWORK

2022-2025

© International Federation of Red Cross and Red Crescent Societies, Geneva, 2020

Any part of this publication may be cited, copied, translated into other languages or adapted to meet local needs without prior permission from the International Federation of Red Cross and Red Crescent Societies, provided that the source is clearly stated.

All photos used in this document are copyright of the IFRC, the Finnish Red Cross and the Netherlands Red Cross.

Contact us:

Requests for commercial reproduction should be directed to the IFRC Secretariat:

Address: Chemin des Crêts 17, Petit-Saconnex, 1209 Geneva, Switzerland

Postal address: P.O. Box 303, 1211 Geneva 19, Switzerland

T +41 (0)22 730 42 22 | **F** +41 (0)22 730 42 00 | **E** secretariat@ifrc.org | **W** ifrc.org

PROTECTION, GENDER, AND INCLUSION
OPERATIONAL FRAMEWORK



This Operational Framework is the main tool that operationalises the Protection, Gender, and Inclusion (PGI) policy¹, the **IFRC Strategy 2030 and all related commitments we have made in the **IFRC Network**² in recent years to ensure **Protection, Gender, and Inclusion** in all our actions from **2022–2025**.**

1 The IFRC Network PGI policy is expected to be approved at the General Assembly in 2022.

2 In this document IFRC refers to the international organization created by National Societies as an independent legal entity separate from its National Societies, IFRC Secretariat refers to the executive arm of the IFRC, based in Geneva and with regional, country cluster and country offices. IFRC network is a collective term meaning the IFRC and its member National Red Cross and Red Crescent Societies. The term International Red Cross and Red Crescent Movement (the Movement) is used meaning IFRC, its member National Societies and ICRC

CONTENTS

INTRODUCTION	6
PURPOSE	6
SCOPE	6
CONTEXT	7
WHAT IS PGI AND WHY IT IS ESSENTIAL TO OUR WORK	8
WHAT WE WANT TO ACHIEVE	11
Vision, Goal and Strategic Outcomes	11
How we will reach our goal	12
RESULTS MATRIX FOR THE FRAMEWORK	19
Monitoring and Evaluation	19
UNPACKING P-G-I	24
Protection	24
Gender and diversity	26
Inclusion	28
ADDRESSING PROTECTION GENDER AND INCLUSION TOGETHER IS IMPORTANT BECAUSE:	30
Working with closely related approaches and responses	30
ANNEXES	32
Annex 1 - Key Reference Documents:	32
Annex 2 – Glossary	33
Annex 3 - Working with closely related approaches and responses	39
Community Engagement and Accountability	39
Mental health and psycho-social support	42
Better Programming Initiative	43
The “Minimum Protection Approach”	43



▶ Staff of Bangladesh Red Crescent Society and the IFRC marking the occasion of International Women's Day 2020 in Cox's Bazar.
© Ibrahim Mollik / IFRC

INTRODUCTION

PURPOSE

This Operational Framework for Protection, Gender, and Inclusion (PGI) 2022–2025 sets out how to turn the new PGI policy into action. It highlights the priority actions, the International Federation of the Red Cross and Red Crescent Societies' (IFRC) Network³ should take to tackle violence, discrimination and exclusion over the next five years.

It aims to focus our collective and individual efforts in enhancing accountability, and clarifying roles and responsibilities to strengthen our impact, building on lessons and progress made from the last decade. The PGI approach speaks to what [Strategy 2030](#) declares: “We are firmly rooted in the right, agency and action of people to drive change for themselves, for their communities, and for the world. We take a systems approach, recognising the interconnectedness of all aspects of work, and devoting particular attention to people who are vulnerable, excluded, or marginalised.”

The importance of the PGI approach in facing current and future humanitarian challenges and needs is highlighted through the IFRC strategic priority five: Values, Power and Inclusion, and the crucial enablers: Trust, Accountability and Engagement, as set out in Strategy 2030 and the Secretariat's [Agenda for Renewal](#).

This framework also supports our commitments to the Sustainable Development Goals: Goal 3 (Good Health and well-being), Goal 5 for Gender Equality and Women's Empowerment, Goal 8 (Decent Work and Economic Growth) and Goal 10 (Reduced inequalities), and Goal 16 on Peace, Justice and Strong Institutions.

SCOPE

This Framework is a guide on what actions can be taken to ensure dignity, access, participation, and safety for all people we work with and for, and in supporting the institutionalisation of PGI in IFRC National Societies and their Secretariat. Ensuring “all people” truly means each and every person in all of their diversities is the primary focus of the section “What we want to achieve” below. This Framework applies to all members, volunteers, staff, governance and management within the IFRC Network.

³ In this document IFRC refers to the international organization created by National Societies as an independent legal entity separate from its National Societies, IFRC Secretariat refers to the executive arm of the IFRC, based in Geneva and with regional, country cluster and country offices. IFRC network is a collective term meaning the IFRC and its member National Red Cross and Red Crescent Societies. The term International Red Cross and Red Crescent Movement (the Movement) is used meaning IFRC, its member National Societies and ICRC.



▶ Jamal is a volunteer with the Turkish Red Crescent, teaching Turkish to Syrian refugees.
© AYŞE NUR GENÇALP / IFRC

CONTEXT

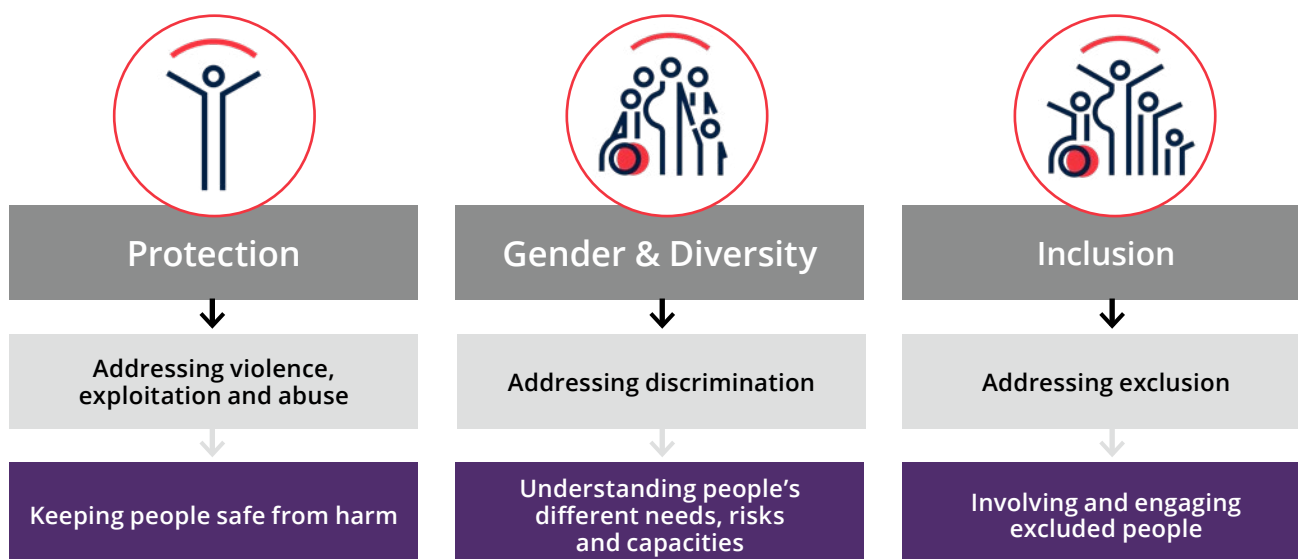
In the last decade, significant progress has been made to strengthen PGI within our operations and organisations. Several strategies, resolutions, policies, and commitments have been revised, developed and adopted within the IFRC (see [Annex 1](#)).

The [IFRC PGI Policy of 2022](#), and the [Gender and Diversity Policy](#) adopted at the General Assembly December 2019 are the foundation of this operational framework that puts our policy into practice and replaces the [Strategic Framework for Gender and Diversity Issues 2013–2020](#). It also serves as the continuation and replacement of the [Strategy on Violence Prevention, Mitigation and Response](#) by reinforcing some of its aims and aligning with its provisions. It links to and expands on the [Framework on Inclusive Programming](#).

The ways in which staff and volunteers have worked to address needs and protection risks in communities has evolved significantly over the years. The work of National Societies around the world to protect people from harm is far from new, but as this work is done, we jointly develop and grow through identifying new needs, risks, capacities, and approaches, such as acknowledging the interconnectedness of violence, discrimination, and exclusion. The Operational Framework for PGI reflects the experiences and lessons learned within the IFRC Network (as documented extensively in the report: [PGI: Achievements & lessons learned – 2016–2021](#))

This framework is the result of a participatory process led by the IFRC Secretariat Global PGI team, involving 52 National Societies from all over the world, 71 IFRC staff from 27 different areas of work from all regions, and representatives from ICRC.⁴ The policy-level findings of these consultation have been incorporated into the IFRC PGI policy, which is due for approval at the 2022 General Assembly. This Framework elaborates on the details of that policy and provides a guide for how IFRC and National Societies can adhere to it.

⁴ The bulk of the consultations took place between August–December 2020 and different methods were used to ensure relevant inputs were captured from senior management, staff and volunteers in National Societies and the IFRC. Due to the Covid-19 pandemic the consultations for this revision process took place online.



WHAT IS PGI AND WHY IT IS ESSENTIAL TO OUR WORK

Protection, gender, and inclusion (PGI) describes the IFRC's approach to address causes, risks and consequences of violence, discrimination and exclusion in an integrated way. "Protection" and "inclusion" refer to specific actions taken to mitigate and eliminate the various risks people are facing and to meet the different needs they have in this regard. "Gender and diversity"⁵ refer to gender intersecting with a multitude of factors we must consider and understand to effectively protect and include different people.

In the IFRC PGI-approach, "Gender and Diversity" also represents a goal in itself - a strong commitment to gender equality and to promoting diversity in all levels of society, grounded in the fundamental principles of humanity and impartiality. Those principles emphasise equality and dignity for each human being and the humanitarian imperative to not discriminate against any single one – including acknowledging that if we do not adapt our work to the different needs of different people, and we do not model the diversity of the community we serve, we are in fact discriminatory.

Everyone is affected differently by shocks and crisis. Societal structures, institutions, power-relations, and distribution of resources greatly impact people's roles and responsibilities, access to resources, decision-making, assistance and protection.

Power imbalances in all societies mean that some people experience more privilege and consequently have easier access to dignity, safety and participation, than others. Those same power imbalances mean that many other people experience more violence, discrimination and exclusion than others. Some of the most prominent examples of power imbalances have been expressed through poverty, racism, xenophobia, colonialism, sexism, homophobia and other forms of entrenched oppression that remain rampant globally. Addressing such issues has always been central to the work of the Movement – as stated in its [Statutes](#) which proclaimed a commitment to "equality, human rights, [and] a fair and equitable distribution of resources to meet the needs of peoples."

At the heart of the PGI approach is an analysis of how social pre-existing inequalities and differences lead to vulnerabilities, capacities, risks, opportunities and levels of exposure to harm. This PGI analysis aims at understanding how people's gender identity, disability, age, ethnic origin, nationality or citizenship, language, religious beliefs, political opinion, social background, sexual orientation, physical appearance, colour and racialized identity impacts the level of barriers they face in their efforts to meet basic needs, to be recognized and included, and to be safe from harm. Considering these factors and how they interrelate is central to all aspects of our work – in humanitarian response and recovery, in long-term programs and services and in the way we manage our organizations.

⁵ Note that "Gender" in "Protection, gender, and inclusion" actually stands for "gender and diversity factors"

► Myanmar Red Cross has mobilized about 181 Red Cross volunteers to provide humanitarian aid in the IDP camps in Southern Shan state. These include “dignity kits”, recognizing the importance of meeting people’s different and varying needs in disaster and crisis.
© MYANMAR RED CROSS / IFRC



OVERARCHING PRINCIPLES

The PGI approach shares several overarching principles with the rest of the Movement (see the Movement Protection Framework), as well as other humanitarian actors. These principles are embedded in the PGI policy, and elaborated here

- » The fundamental principles of **humanity, impartiality** including the aspect of **non-discrimination** must be respected at all times as the foundation of the PGI approach.
- » The PGI activities of the Movement are **“driven by needs and informed by rights”**. In practice, this means that we focus on addressing the protection needs of all people, regardless of whether these needs give rise to legal rights under international or domestic law. Our work is informed by and supports the fulfilment of relevant legal rights, including those established by international human rights, humanitarian, and refugee law. The Movement seeks to ensure that people in need receive the protection they are entitled to under international and domestic law. However, it is meeting the needs of those affected, rather than upholding legal rights per se or holding duty-bearers to account that determines what we do and how we do it.
- » **“Do no harm”** is central to all Movement action, indeed all humanitarian action. It is a simple but powerful principle - with varying interpretations. Most simply it is about avoiding any harmful effects of humanitarian action. It is also used to refer to the risk of humanitarian work increasing tensions and divisions within a society (this is the approach elaborated by the IFRC’s *“Better Programming Initiative”*⁶). In both cases, avoiding harm requires concerted effort, experience and expertise: “Do no harm” does not mean “Do Nothing”.
- » The IFRC promotes a **person-centred approach** in all efforts to prevent, reduce the risk of and in responding to interpersonal- or community violence, discrimination and exclusion. For response efforts particularly this means applying the **Survivor-Centred Approach**.
- » **Dignity, Access, Participation and Safety (DAPS)**⁷ are the four principles guiding the IFRC’s work to address PGI concerns. They are an adaptation of widely accepted principles of protection and gender mainstreaming within the wider humanitarian world and were developed based on the Sphere Standards and Humanitarian Charter and the Core Humanitarian Standards. These four principles are the cornerstone around which the IFRC *“Minimum standards for Protection, gender, and inclusion in emergencies”* is built. The minimum standards and related *toolkit* provides detailed practical guidance on how to apply these four principles in all sectors, based on a consideration of gender, age, disability and other diversity factors in order to make those sectors more protective and inclusive. The standards have been designed for use in all emergency settings and can also be applied in development contexts to support risk reduction and preparedness. They are IFRC’s main tool for protection mainstreaming and an essential part of implementing a *Minimum Protection Approach*.⁸

⁶ For more information of how PGI is linked to the Better Programming Initiative [Annex 3: Working with closely related approaches and responses](#) see in Annex 3

⁷ See Glossary in Annex 2 for full definition of all mentioned concepts.

⁸ The Minimum Protection approach describes a certain scope of protection work that National Societies may choose to adopt. The key elements are defined in Annex 3.

WHAT WE WANT TO ACHIEVE

Vision, Goal and Strategic Outcomes



VISION:

“We envision a world in which everyone’s rights are fulfilled, everyone is treated fairly and with dignity, everyone has equal access to opportunities, everyone can participate in making decisions for their own lives, everyone’s voices are heard, and everyone is safe from harm.”⁹



GOAL FOR 2025:

IFRC and all member National Societies are safe and inclusive organisations where ensuring dignity, access, participation, and safety for people of all identities is central to all that we do.

THE GOAL WILL BE ACHIEVED THROUGH THE FOLLOWING THREE OUTCOMES:

Outcome 1:

National Societies and the IFRC ensure that they have the right institutional capacity, composition, and commitment to address violence, discrimination and exclusion

Outcome 2:

National Societies and the IFRC adopt a comprehensive Protection, Gender, and Inclusion approach across all operations, programmes, and services.

Outcome 3:

National Societies and the IFRC influence standards, norms, laws and behaviour to reduce violence, discrimination and exclusion, through advocacy, partnerships, and learning within the Movement and externally

⁹ IFRC Gender and Diversity Policy (2019)

Photo top: Tonga, Tongatapu, 2018. Poli Kefu was the communications manager for Tongan Red Cross and the first chair of the IFRC Pacific PGI Network. He was tragically murdered in 2021. This PGI framework is dedicated to his memory. © Gemma Snowdon / IFRC

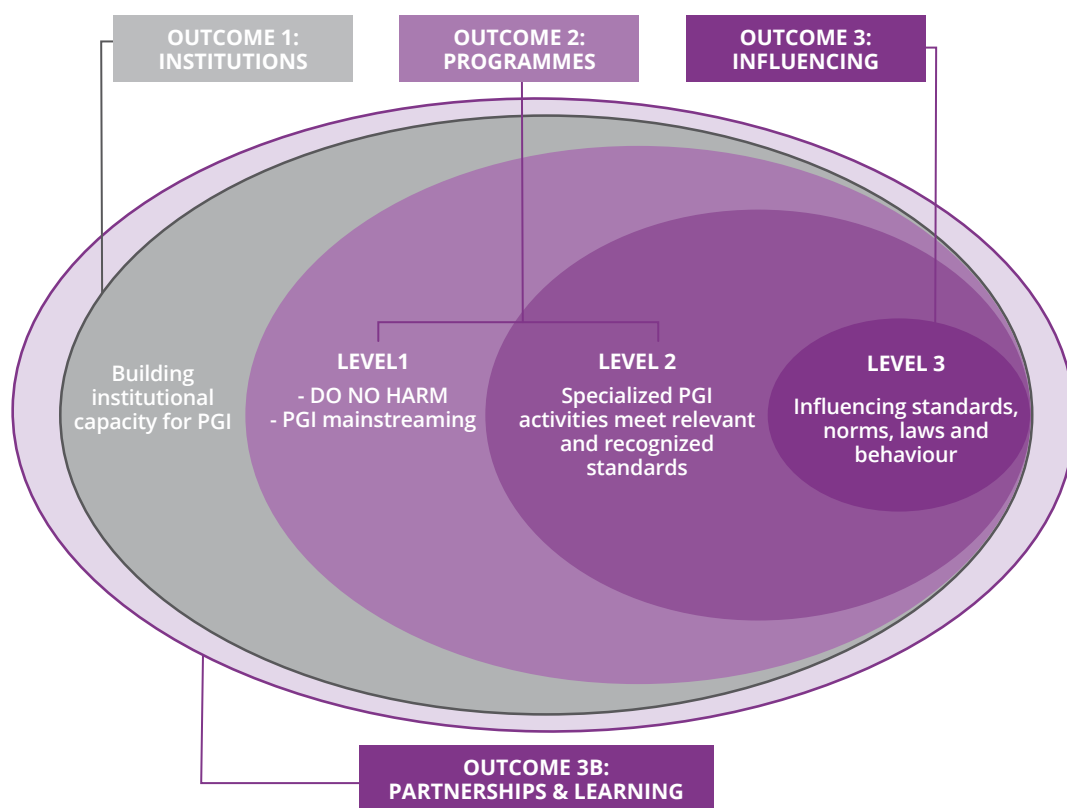
Photo bottom: Asmaa, 29, is a community advocate, working with the Turkish Red Crescent. She says: "my dream is to raise awareness about social issues with the world, like child marriage and protection from violence." © Alaa Alsewid / IFRC

How we will reach our goal

The three outcomes in this Operational Framework describe how the IFRC Network will engage in protection, gender, and inclusion - work for the next 4 years. The image below illustrates how these three outcomes fit into the interrelated “levels” (illustrated below) of protective action described in the [Movement Protection Framework](#)¹⁰

The first outcome of this Operational Framework also adds the grey “level” capturing the specific priorities and responsibilities necessary for any of the other actions/outcomes to take place. Building institutions which are themselves safe, inclusive and fit for the purpose of implementing PGI activities in operations and conduct successful advocacy and humanitarian diplomacy.

The Movement Protection Framework highlights the importance of complementarity of actions between National Societies, the IFRC, and the ICRC, capitalizing from each component’s specific mandate and expertise and emphasizes the importance of Movement coordination. The priorities outlined in this Framework for PGI capture the main ways in which IFRC Network implement work within the context of this wider Movement Protection Framework¹¹.



In all the priorities, there are different levels of engagement, based on people’s expertise, role and responsibility, and the intended direct outcome. These different levels are often referred to as “mainstreaming” and “specialised”. This is illustrated above for Outcome 2 where level 1 is mainstreaming, and level 2 is specialised.

Specialised work may be integrated into other programmes (for example support to survivors of SGBV may be integrated into a reproductive and maternal health programme) or it may be “standalone” (for example a dedicated legal and MHPSS support service established for male survivors of sexual violence). This categorisation of mainstreaming and specialised (either integrated or standalone) can be applied to all of the three outcomes.

¹⁰ This Framework was adopted in 2017. It will be reviewed at the 2021 Council of Delegates. The first level (“do no harm” and “mainstreaming”) is considered a minimum for all Movement actors to implement or strive towards. The second level (specialised activities), builds on (and requires) level 1 - it refers to a range of specialised actions that different Movement actors may choose to engage in to address the causes, circumstances and consequences of violations of international and domestic law. The third level (efforts to influence standards, norms and law), builds on the activities in the first two levels, to promote an enabling environment conducive to the protection of vulnerable persons, advocating that humanitarian principles and protection elements are taken into account, and integrated into states’ policies, practices and legislation and into international law and guidance. It also includes influencing the behaviour of other members of the community.

¹¹ The Movement’s “Minimum Protection Approach” describes a certain scope of protection work that National Societies may choose to adopt the includes level one and parts of level two. The key elements are defined in Annex 3.

► The IFRC continues to offer support to survivors rescued by the Ocean Viking with PGI support integrated into the medical assistance and psychological first aid provided at sea and on land. © RITA NYAGA / IFRC





▶ The Red Crescent Society of Kyrgyzstan distributes food and prepared meals to those people who need support, adapted for the needs of different groups such as older persons. © IFRC

Outcome 1

National Societies and the IFRC ensure that they have the right institutional capacity, composition, and commitment to address violence, discrimination and exclusion

1

We cannot drive PGI forward if in practice our institutions rest on power structures that exclude, discriminate, or make people unsafe. It is also a matter of impact, relevance, and reach; Preventing and appropriately responding to violence, discrimination, or exclusion within the IFRC Network is a crucial necessity for our organizations to be fit-for-purpose. Our procedures, policies, strategies, guidance and tools, and our people all need to demonstrate the principles of PGI systematically in our collective institutional and operational behaviour.

It is essential that leadership, staff, and volunteers in the entire IFRC Network model the diversity of the society we work in, including their perspectives¹². It is a matter of principle! Having diverse leadership, staff and volunteers is a prerequisite for finding new and better solutions to humanitarian challenges, being resonant to diverse needs and relevant to all the different people we work with. Institutional diversity facilitates the IFRC Network's ability to work with communities, ensuring they feel safe in accessing our programmes - Diversity is a positive disruption. For PGI activities to have any meaning, it is a must.

To do this, we need to strengthen inclusive structures and mechanisms in our offices and teams with concrete aims and investments to ensure dignity, access, participation and safety for our own membership. This includes ensuring diverse representation and equitable opportunities for people of all gender identities, backgrounds, physical appearances and disabilities to join their National Society or the IFRC, and to fully and equally participate within our organisations. And – that all individual members develop their understanding, competencies and capacity to appropriately value, respect and promote PGI in their work. To advance, we also need to know where we are now: scaling up *“PGI Organisational Assessments”* in National Societies and IFRC offices – and following up on the recommendations - will be key to strengthening PGI.

¹² This was frequently emphasised in the consultation for Strategy 2030 and the Strategic Framework on Inclusive Programming.

All these aspects of ensuring our organisations are more inclusive are not only steps towards that aim in itself, but also essential in preventing violent, exploitative or abusive behaviours within the IFRC Network. A safe and inclusive environment is our best starting point for preventing, mitigating and appropriately responding to any misconduct or violations of our fundamental principles. Institutional safety, integrity and accountability requires additional targeted measures to ensure strong and reliable internal protection mechanisms. These mechanisms include policies and procedures that prevent, mitigate and respond to sexual exploitation and abuse -by humanitarian actors (PSEA), Child Safeguarding violations and sexual harassment or bullying at the workplace, and to ensure whistle-blower protection. The expertise of PGI focal points in ensuring a “survivor-centred approach” throughout these mechanisms must inform all efforts by operational and institutional leadership, HR, security, CEA and legal-, audit and investigation – in this area. A survivor-centred approach needs to be integrated into all reporting mechanisms for staff/volunteers and into investigation protocols.

All activities require dedicated funding, mainly to ensure that qualified human resources are in place to carry out activities. For the next five years we need to work better together to secure more predictable, sustainable, and long-term funding for PGI activities and dedicated PGI staff.

Outcome 2

National Societies and the IFRC adopt a comprehensive Protection, Gender, and Inclusion approach across all operations, programmes, and services.

2

PGI is equally important in all contexts - emergencies and disasters, peace time and conflict - however, activities, scope and aims will be different in each context. In emergencies, there is a focus on saving lives and addressing the most urgent cases of violence, discrimination and exclusion. In these situations, ensuring that a PGI needs- and risk assessment informs our overall operational and strategic response, is essential for the relevance and impact of all our efforts, be it WASH, Health, Livelihoods or Shelter. In a disaster response situation, crucial efforts to protect and safeguard people at extreme risk of harm is also fundamental to our mandate. This kind of assessment, planning, design and implementation of core protection services is supported by PGI experts from the IFRC Network including rapid response personnel and through the [PGI in Emergencies toolkit](#) and other relevant tools.

In contexts where there are opportunities to go beyond the immediately urgent (sometimes this also occurs during emergencies) PGI programs and activities may be more expansive, addressing issues of exclusion in a more systemic manner. This may be through promoting changes in attitudes, behaviours and laws or supporting the full participation of excluded people in society (see “inclusion” section above).

PGI aims are achieved through two main ways: 1) “mainstreaming” PGI into other sectoral programmes. This is the responsibility of all staff and volunteers with the support from PGI experts if necessary; 2) implementing “specialised” programmes specifically addressing one or more PGI concerns. This is the responsibility of technically qualified and experienced PGI staff and volunteers trained for that purpose. It is important that the capacities to mainstream core PGI activities are in place before embarking on specialised PGI programmes.

Mainstreaming PGI

This refers to ensuring that any programme, project, operation or service implemented by a National Society is designed to consider issues of Dignity, Access, Participation and Safety through a comprehensive PGI analysis¹³. This means it aims to enhance the dignity of the affected population by preventing unintended negative consequences of assistance and mitigate discrimination and exploitation. It ensures better access to assistance for vulnerable groups including marginalized and excluded people and ensures that those people have a meaningful say in the design and implementation of programmes designed to assist them (through CEA and similar methods). It puts in place all necessary measures to minimize the risks of exploitation, abuse and violence.

¹³ Note that what is referred to here as “PGI mainstreaming” is essentially the same concept as “protection mainstreaming” as defined by Global Protection Cluster, IASC Protection Policy and the Sphere Project protection principles.

Examples include:

- Gender balance and diverse representation is proactively sought in both paid and unpaid positions, including at leadership levels, to advance equity and reduce risks.
- A latrine in an emergency operation is designed and installed according to local custom, and ensuring it is safe to use for all, including sexual and gender-minorities.
- Services that support marginalised migrants to get education or employment consider the different needs of all identities, people with and without disabilities.
- Anyone wearing a Red Cross or Red Crescent emblem can safely and appropriately respond to and refer a child survivor of violence, exploitation or abuse to the appropriate services.
- Analysis for livelihoods programming shows that women are responsible for unpaid care work; therefore, childcare is offered with other livelihood activities.
- Volunteers working in any service provision are trained to recognise signs of violence or distress and know how to refer to more specialised staff within the National Society or other organisation.
- All project staff are trained in incorporating PGI considerations in each of the stages of the project cycle (assessment, design, implementation, monitoring and evaluation)
- Mainstreaming actions are included in output 2.1.

“Specialised” PGI programmes, activities and services

This refers to dedicated services that aim to directly prevent or respond to violence, discrimination and exclusion and should only be carried out by trained staff and volunteers with necessary resources. These may be integrated or “standalone” as described above.

Examples include:

- Set up and run DAPS Centres in a displacement camp.¹⁴
- Working with specialists and trained volunteers to prevent and respond to SGBV or trafficking in persons (TiP) by providing comprehensive support through case management; coordinated referrals, on-site counselling, legal assistance when needed (standalone)
- Running a shelter for children living on the streets (standalone).
- Mapping, testing and monitoring referral pathways and developing standard operating procedures for responding to survivors of violence, exploitation or abuse (standalone or integrated)
- Designing and implementing a disaster preparedness programme that specifically addresses the needs of persons with disabilities (integrated).
- Designing and implementing a livelihood and life skills programme targeting women and girls specifically addressing their practical and strategic needs for economic opportunities (standalone or integrated)
- Running a safe space for women and girls, or sexual and gender minorities to share information and concerns related to sexual and reproductive health and rights (standalone)
- Designing and implementing a community-based project to address violence in the community, such as *“friendly neighbourhoods”*
- Running a comprehensive social inclusion service for marginalised groups, including access to education, training, employment and legal and MHPSS support based on local needs
- Specialised actions are captured in Outputs 2.2–2.8.

¹⁴ More information about DAPS Centers can be found here: https://media.ifrc.org/ifrc/wp-content/uploads/sites/5/2020/03/PGI_iE_Tool-3-3-0_Guidance_DAPS-SAFESPACES_LR-web.pdf



► Mozambique Red Cross train civic educators from the Police of the Republic of Mozambique in prevention and response to sexual and gender-based violence.
© PEDRO FUMO / MOZAMBIQUE RED CROSS

Outcome 3

National Societies and the IFRC influence standards, norms, laws and behaviour to reduce violence, discrimination and exclusion, through advocacy, partnerships, and learning within the Movement and externally

3

This outcome contributes to the goal by influencing standard, norms, national laws and behaviours through humanitarian diplomacy, advocacy and research, and partnerships. Systematically seeking to better understand PGI risks and needs, through our work with communities, and by virtue of National Societies auxiliary role to their governments; raising concerns to influence lawmakers, policies and practices at both community, national and global level is a way of addressing both immediate operational barriers as well as underlying root causes of inequality and discrimination.

Through our programmes and operations, the voices of **people with diverse identities should be prioritized to ensure** that their specific needs and rights are met and to portray and promote inclusion, protection and equity. Given our unique mandate and privileged relationships we have an obligation to engage actively in dialogue with lawmakers and political leadership to bring these voices forward.

We strive to systematically gather learnings and measure impact PGI actions and more pro-actively use the findings in advocacy efforts. To do this we will improve programme monitoring and evaluation, more systematically capturing staff and volunteers' experience – documenting and celebrating stories with a combination of creativity and discipline that embrace's Strategy 2030's call to change by "listening, thinking and being ready to act differently, and being open to learning and adapting along the way." We will document our learnings of successes and failures of PGI actions – and share that experience as effectively as possible so we can collectively learn and improve, across all levels of humanitarian interventions.

The priority efforts under this outcome also involve developing new and improved capacities with the IFRC Network, awareness raising and education on fundamental rights, local laws, disaster law frameworks and obligations with communities, all with emphasis to protection, gender equality and inclusion. Advocacy and humanitarian diplomacy on PGI related issues are also opportunities for cooperation within the Movement, ensuring stronger messaging by speaking as one voice. To effectively address PGI issues, we need to adopt an approach that builds on the foundation of learning, partnerships, collaboration, networks and communities (see Outcome 4 for more details).

Partnerships, collaboration and learning

The Movement is uniquely positioned to address issues of violence, discrimination and exclusion by making full use of the complementarity of each component's specific mandate, expertise and capacities. To be efficient, maximize our resources and find lasting solutions to tackle systemic issues we need to promote increased cooperation between National Societies, the IFRC, and the ICRC, at field, regional and headquarter (HQ) levels. Within the IFRC Network and the wider Movement we will continue to grow and develop global and regional networks, with an emphasis on learning and peer support. Including strengthening cooperation and sharing of good practices with closely related approaches and sectors, such as CEA, MHPSS and Better Programming Initiative¹⁵.

Partnerships with organisations outside the Movement will continue to be developed and strongly encouraged, to benefit from their experience and expertise. In particular organisations that are for and led by excluded and marginalised people, such as disabled persons organisation, women's groups, male engagement organisations and organisations for sexual and gender-minorities, racialised people and ethnic minority ethnic groups, and indigenous people. These partnerships can greatly add to National Societies' capacity to meaningfully and effectively address the issues described in this Framework. As well as partnerships with organisations where we share a common goal and collectively make a great difference – such as existing partnerships with UNICEF, UNWOMEN, the Special Olympics, and Qatar's Generation Amazing.

Lastly, continuing and scaling up our engagement with external and inter-agency coordination mechanisms on PGI related issues will be crucial in the coming five years. This will allow us to share more effectively the contribution of the IFRC Network with the wider humanitarian and development communities. It will also increase the understanding and effectiveness of the IFRC Network to address PGI, by learning from the practice and experience of partners in forums such as IASC coordination mechanisms, the Global Protection Cluster (including its dedicated groups on Gender-Based Violence, Child Protection and Trafficking in Persons) any many others - at national, regional and global level.

¹⁵ See ANNEX 3

RESULTS MATRIX FOR THE FRAMEWORK

This section details intended results of the Framework, elaborating the outputs that will contribute to the achievement of the outcomes – and the activities that will contribute to achieving those outputs. The activities represent core priorities at the time of writing based on the consultation process – and covers a range of levels, some addressing very specific needs, some more general. Within the timeframe of this framework however, there is no set timeline or milestones for the next five years as implementation will depend on availability of resources, and to what extent the National Society or IFRC delegations has worked on PGI in the past. Guidance for National Societies on how to prioritise different activities is being developed to accompany the role out of this Framework. It is expected that new activities may be added.

Monitoring and Evaluation

Indicators have been designated for Goal and Outcome level – the majority are taken directly from the IFRC Plan and Budget 2021–2025 (indicated with a number reference in brackets) and will be monitored accordingly. The outcomes in this matrix are used as the outputs in the IFRC plan and budget, for consistency. However, only the indicator "people reached by PGI programming" will be measured through the Federation-wide databank and reporting system. All other indicators will be monitored through a data collection system that will be developed and managed by the PGI team in the IFRC secretariat. Where baseline measurements do not already exist, they will be made where possible, and targets set accordingly. We maintain an ambitious set of indicators to match the overall framework on behalf of the IFRC Network and recognise that our ability to systematically collect, analyse and report on this data, both for National Societies and IFRC entities, will depend on the necessary resources, strategic priorities and partnerships outlined in this strategy. A more detailed data collection and analysis plan is available as a support document to this Operational Framework.

The data collected yearly will form the basis for reporting on the implementation of the Operational Framework as part of the Secretary General's regular reporting to the Governing Board, and the wider PGI Community in the IFRC Network. A mid-term review will be conducted in late 2023, led by IFRC Secretariat PGI team. An externally led final evaluation will be conducted in 2025.

The lead responsible for implementation is indicated in the column labelled "responsibilities" below. Activity responsibilities are divided between individual **National Societies (NS), IFRC Secretariat and IFRC entities (IFRC)** (where IFRC secretariat and Partner National Societies may be able to provide technical support) or **IFRC Network** for those activities that are to be undertaken by National Societies and IFRC entities together (where IFRC secretariat in most cases play a convening or coordinating role). If the activity is indicating the **Movement** as responsible, it will be done in close collaboration between ICRC and the IFRC Network.

Result Level	Indicator
<p>Goal:</p> <p>IFRC and all member National Societies are safe and inclusive organisations where ensuring dignity, access, participation, and safety for people of all identities is central to all that we do.</p>	<p>G1 % of NS who actively implement the G&D policy i.e.:</p> <ul style="list-style-type: none"> • progress on NS-own set institutional targets on G&D of balanced gender representation as cited in the G&D policy (VPI 5.15 below) • “programming targets” refers to the application of the Minimum standards for PGI as cited in the G&D policy (see VPI 5.8 below) <p>G2 # people reached by PGI programming [VPI 5.6] (target 2025=28 million)</p>
<p>Outcome 1:</p> <p>National Societies and the IFRC Secretariat ensure that they have necessary institutional capacity, composition and commitment to address violence, discrimination and exclusion</p>	<ul style="list-style-type: none"> • % yearly increase of NS that have a dedicated role for PGI issues (VPI 5.9) • # NS that show balanced gender representation in their governing boards [VPI 5.14] • # of NS that have a PSEA policy and action plan to enforce prevention and support survivors [VPI 5.12] • # of NS that have internal child safeguarding systems in place (VPI 5.10) • # of NS that have conducted a comprehensive PGI Organisational Assessment • # of National Society staff and volunteers who complete the online foundational PGI training on the IFRC Learning Platform • # of National Society staff and volunteers who complete the online foundational PSEA training on the IFRC Learning Platform
	<ul style="list-style-type: none"> • # of dedicated PGI staff in IFRC delegations • IFRC Governing board is composed by a minimum of 27 % men and a minimum of 27% women • % increase in the IFRC in achieving a more diverse and inclusive workforce in terms of gender, geographic representation, 1st nationality and age bracket (E2 Accountable 7.3) • Not more than 40 % of IFRC Secretariat management level positions are either men, women or non-binary • # of IFRC delegations that have conducted a comprehensive PGI Organisational Assessment • % of IFRC overall operational budget dedicated to PGI mainstreaming or specialised work • # of IFRC staff who complete the online foundational PGI training on the IFRC Learning Platform • # of IFRC staff who complete the online foundational PSEA training on the IFRC Learning Platform
Outputs	Activities
<p>1.1 Build leaderships capacities in PGI</p>	<ul style="list-style-type: none"> • Develop and roll-out briefing/training package for strategic Secretariat and NS leadership and management, including on diversity management • Establish a diverse group of champions amongst leadership to advocate to their peers • Ensure PGI is embedded in Movement Induction
<p>1.2 PGI considerations are embedded in all processes, policies, strategies and tools.</p>	<ul style="list-style-type: none"> • Include commitments to diverse representation and equal opportunities in the revision of NS Statues • Include priority to PGI in IFRC and NS Strategies and linked plans and budgets • Embed PGI in existing and new policies, guidance, templates and internal procedures to ensure alignment with this Framework • Develop and adopt a contextualised PGI policies and action plan/strategy in NS
<p>1.3 Sufficient funding is mobilised to support PGI actions</p>	<ul style="list-style-type: none"> • Develop and roll-out guidance on PGI sensitive budgeting to ensure PGI is considered in all donor proposals and budgets • Map available and coming calls for funding opportunities for PGI, including for other sectors • Develop PGI funding concept note, guidance and plan
<p>1.4 Qualified staff and solid coordination mechanisms are in place to support PGI actions</p>	<ul style="list-style-type: none"> • Societies establish skilled PGI staff/focal point roles with dedicated responsibility and time • Establish intra-department working groups for PGI with focal point in each department • Secretariat secures a PGI coordinator in each regional office • IFRC maintains a well-functioning PGI rapid response roster • Secretariat establishes a full-time equivalent dedicated PGI role in its HR department

Outputs	Activities
<p>1.5 Strengthen the capacity of staff and volunteers to mainstream PGI</p>	<ul style="list-style-type: none"> • Roll out basic-level PGI trainings, and ensure adaption and translation of training material at country level • Adapt PGI training packages for remote implementation • Include PGI in sectoral and rapid response capacity trainings • Develop, translate and roll out PGI e-learning packages
<p>1.6 Facilitate organisational development processes</p>	<ul style="list-style-type: none"> • Finalise and roll-out of the revised PGI Organisational Assessment Toolkit • Ensure technical coordination and support for PGI Organizational Plan of Action implementation • Capture and share learnings from PGI Organisational Assessments
<p>1.7 Ensure equitable access to employment and volunteer opportunities at all levels (governance, management, staff and volunteers) in National Societies and IFRC</p>	<ul style="list-style-type: none"> • Collect and analyse of sex, age and disability disaggregated data over governing board, senior management, staff and volunteers • Conduct an assessment over potential barriers that exclude different groups from engaging with RCRC • Revise parental leave policies to ensure equity • Conduct a gender and diversity pay gap audit and address gaps to ensure equal pay for equal work
<p>1.8 Ensure internal systems are in place to address misuse of power that leads to abuse or exploitation</p>	<ul style="list-style-type: none"> • Develop and roll-out PSEA Policies, training programmes, Standard Operating Procedures (SOP) and monitoring tools • Disseminate the PSEA manual • Roll out Child Safeguarding Policy and its support tools • Ensure all IFRC Programmes undergo a child safeguarding risk analysis • Ensure dedicated PSEA resources in the different regions • Revise, develop and roll-out policies and procedures that prevent and respond to sexual harassment and bullying with a survivor centred approach
<p>Outcome 2: National Societies and the IFRC Secretariat adopt a comprehensive Protection, Gender, and Inclusion (PGI) approach across all programmes, operations and services.</p>	<ul style="list-style-type: none"> • % of NS applying minimum standards for Protection, gender, and inclusion in emergencies (VPI 5.8) • # of NS who have standalone or integrated programming addressing SGBV (VPI 5.11), or trafficking in persons or child protection • # of NS whose data on “people reached” is disaggregated by sex, age and disability VPI 5.15 • % of IFRC-supported Appeal and DREF operations applying the minimum standards for Protection, gender, and inclusion in emergencies (VPI 5.7) • % of IFRC supported emergency operations (Appeal and DREF) that have a dedicated PGI component • % of IFRC-supported long-term programmes which include a dedicated Protection, gender, and inclusion component
Outputs	Activities
<p>2.1 PGI considerations are mainstreamed in all programmes, operations and services through application of the minimum standards for PGI where relevant</p>	<p>Implement PGI mainstreaming activities that apply to all marginalized groups</p> <ul style="list-style-type: none"> • Collect and analyse sex-, age and disability disaggregated data in all assessments, programs and operations. • Adapt and translate Minimum Standards for PGI in emergencies at country level • Monitor adherence to PGI Minimum Standards in all actions • Translate and roll-out PGI Emergency Toolkit • Systematically apply the PGI Marker from the PGIIE toolkit to all EPOAs for Appeals and DREFS <p>Integrate minimum standards in IFRC and National Societies’ programmes and services to prevent, respond and mitigate risks of violence, discrimination or exclusion towards specifically-affected groups, in particular</p> <ul style="list-style-type: none"> • Survivors or people at risk of sexual and gender -based violence (SGBV) • Survivors and people at risk of Trafficking in Persons • Persons with disabilities: <ul style="list-style-type: none"> • Children • People separated from their families (RFL) • Sexual and Gender minorities (including SOGIESC/LGBTQI+) • Women and girls • Racialised people and ethnic and religious minorities

Outputs	Activities
<p>2.2 Specialised PGI activities are developed and implemented in emergencies and long-term programs</p>	<p>PGI specialised activities for all marginalized groups</p> <ul style="list-style-type: none"> • Develop NS capacities to provide specialized services (such as case management) for survivors of violence, discrimination or exclusion • Develop monitoring mechanisms to track, refer and/or respond to any protection violations identified by volunteers and/or staff • Establishing effective coordination mechanisms between topic-specific PGI activities below • Community violence prevention and response activities such as: <ul style="list-style-type: none"> > Friendly neighbourhoods /stadiums > Local peace-building activities > Reconciliation and mediation work > Prevention and Countering Violent Extremism activities > Urban violence initiatives <p>Survivors and people at risk of SGBV</p> <ul style="list-style-type: none"> • Provide resources and technical support on SGBV prevention, mitigation and response to targeted National Societies through the SGBV Appeal, in close cooperation with ICRC (5.3.3.b) • Develop NS capacities to provide specialized services for survivors of SGBV • Design and integrate SGBV specific provisions in health programming <p>Survivors and people at risk of Trafficking in Persons</p> <ul style="list-style-type: none"> • Design, develop and roll-out training materials and guidance to provide support for TiP prevention and response • Develop National Society capacity to provide specialized services for survivors of trafficking • Provide technical support, guidance and coordination to NSs and Secretariat (strategic, advocacy, operational etc.) on Prevention and response to TiP, especially in relation to migration and emergency contexts <p>People with Disabilities (Disability inclusion)</p> <ul style="list-style-type: none"> • Collaborate with Shelter Cluster to design and promote disability-inclusive assessment and programming, and training • Design, refine and provide support for disability-inclusive WASH programming • Develop guidance and collect good practices on disability inclusive disaster risk reduction <p>Children at risk of violence, discrimination or exclusion (Child protection)</p> <ul style="list-style-type: none"> • Increase children's participation in emergency programming through developing practical guidance, and piloting participation approaches • Develop guidance and pilot local interventions against child marriage. • Develop NS capacities to provide specialized services for children, especially children living on the street, those on the move and children at risk or exposed to child labour • People separated from their families (RFL) • Ensure RFL activities are well designed and implemented in IFRC and NS programmes and services in accordance with the <i>Restoring Family Links: Strategy for the International Red Cross and Red Crescent Movement 2020–2025</i> <p>Sexual and Gender minorities</p> <ul style="list-style-type: none"> • Design, refine and roll-out training for SOGIESC responsive LGBTQI-inclusive programming • Development NS capacities to address the specific needs of disadvantaged SOGIESC groups in emergencies <p>Women and girls, boys and men affected by gender inequality</p> <ul style="list-style-type: none"> • Collaborate with education, cash and livelihood to design and promote programming, and capacity development for women and girls' equitable opportunities • Development NS capacities to address toxic/fearful masculinities in their programs and institutions <p>Racialised people and ethnic and religious minorities</p> <ul style="list-style-type: none"> • Design and revamp specialised materials that enable NS to strengthen their capacity to prevent and respond to xenophobia and racism in their programs and institutions (link with YABC)

<p>Outcome 3: National Societies and the IFRC influence standards, norms, laws and behaviour to reduce violence, discrimination and exclusion, through advocacy, partnerships, and learning within the Movement and externally</p>	<ul style="list-style-type: none"> • # of NS supported by IFRC to develop domestic [PGI] advocacy strategies aligning, at least in part, with global IFRC [PGI] advocacy strategies (E1 6.5)
	<ul style="list-style-type: none"> • # of NS develop domestic [PGI] advocacy strategies aligning, at least in part, with global IFRC [PGI] advocacy strategies (E1 6.5) • # of NS engaged in global/regional advocacy networks related to PGI (E1 6.6)
<p>Outputs</p>	<p>Activities</p>
<p>3.1 Improved advocacy and humanitarian diplomacy strategies at community, national and global level</p>	<ul style="list-style-type: none"> • Developing and roll-out an HD and advocacy toolbox with good practices and learnings on how to conduct advocacy at community and national level. • NS and IFRC participate in local, national, regional and global advocacy and coordination mechanism • Developing and roll-out a guidance on "how to talk about PGI" including a glossary in collaboration with HD and communications depts. • Collecting lessons learned, to inform advocacy and educational tools dignity, access, participation and safety for children in emergencies • Identify entry points and develop country specific strategies on how to mainstream PGI in the NS initiatives on advocacy with governments related to the International Disaster Response Law (IDRL)
<p>3.2 Developing and implementing a PGI learning and research strategy</p>	<ul style="list-style-type: none"> • Running the Learn to Change methodology for PGI • Collecting, documenting and presenting good practice and case studies from the various sectors on PGI • Developing structures and systems for collecting, managing and disseminating data and information on PGI • Design Impact assessment tool for PGI and pilot tool in 2 operational contexts • Develop a proposal to conduct a research study on the feasibility on transformational and institutional change towards gender equality in an emergency context • NS map and develop overview of gaps and opportunities to conduct research on PGI issues in their communities
<p>3.3 Research-based advocacy and campaigns</p>	<ul style="list-style-type: none"> • Work with external partner agency to conduct a campaign against trafficking of children during global / regional sporting events • Conduct global survey / and or country-based case studies for adolescents on climate change disasters and child protection • Develop a case study report on National Society actions to protect children on the streets • Conduct research on trafficking in persons to strengthen our evidence-base, especially in emergencies and migration and displacement contexts • Follow-up on recommendations from IFRC research on SGBV in disasters • Follow-up on recommendations from IFRC research on SOGIESC/LGBTIQ in disasters • NS ensure PGI is mainstreamed in national and regional research and advocacy initiatives, they are involved in
<p>3.4 Working more effectively and coordinated within the Movement to learn from each other, maximize resources and respond to more needs</p>	<ul style="list-style-type: none"> • Strengthen Movement coordination through a consolidated, aligned and coordinated PGI community of global and regional Networks with shared ownership and clear multi-year work plans • Set-up of a digital space including a resource library, to enhance remote coordination and connectiveness • Promote Peer support and practices, including exposure visits among NS • Developing and implementing a comprehensive Movement approach to Protection • Promote the Minimum Protection Approach as a tool for coordination and complementarity of Movement action • Support and promote the roll-out of the <i>Restoring Family Links: Strategy for the International Red Cross and Red Crescent Movement 2020-2025</i>
<p>3.5 Working with other partners in order to learn from each other and maximize resources</p>	<ul style="list-style-type: none"> • IFRC take a more active part in global and regional coordination forums, sharing our experience and contribute to learning and tools development. • Enhance participation of NS in national and sub-national coordination forums • Improved collaboration between IFRC, NS and Disabled Person's organisations through a standard capacity building package, supported by and advisory group of international disability advocates and NS managers • Capture and share learnings around National Societies partnership with local organisations, such as DPOs and women's organisation, as well as international NGO to strengthen their work on PGI in order to inspire others and share good practises • Local systems to protect children in emergencies will be enhanced across regions through improving coordination between National Societies, local government, and actors such as UNICEF and local and international NGOs



▶ Panamanian Red Cross providing access to water and sanitation in public schools, which supports girls' attendance.
© CRUZ ROJA PANAMEÑA / IFRC

UNPACKING P-G-I

Protection

Put simply, protection in humanitarian action is about keeping people **safe from harm**. It aims to ensure that the rights of individuals are upheld by preserving the physical, psychological, and emotional safety, integrity, and dignity of those at risk of, or affected, by violence, discrimination, and exclusion

It is a central part of supporting people affected by disaster, conflict and crisis. There are some broad agreements within the Movement and the wider humanitarian work about the scope of humanitarian protection. However, what that means in practice – what we protect people from, and how we do that – depends on the varied contexts and organizational capacities, roles and mandates of different Movement actors.

Those broad agreements and different roles are further elaborated in the [Movement Protection Framework](#). This Framework adopts the [Inter Agency Standing Committee \(IASC\) definition of Protection](#)¹⁶ and further elaborates how this definition is interpreted in a Movement context:

“The overall aim of protection is to address the causes of violations of relevant bodies of law, the circumstances that lead to them and their consequences, by ensuring that authorities fulfil their obligations to protect all people without discrimination. This includes protection activities that aim to stop or prevent violations. Protection in humanitarian action in the Movement has both internal and external aspects. Internally, it refers to ensuring that the actions of the Movement respect, and do not endanger the dignity, safety and rights of persons. Externally, it refers to action intended to ensure that authorities and other actors respect their obligations and the rights of individuals.”

In practical terms, understanding protection also has to do with how we understand the concepts of harm, safety and violence. Violence causes harm that we must protect people from - but there are different definitions of violence, especially inter-personal violence¹⁷. The **IFRC uses a consequence-based definition** of violence:

“The use of force or power, either as an action or omission in any setting, threatened, perceived or actual against oneself, another person, a group, a community that either results in or has a high likelihood of resulting in death, physical injury, psychological or emotional harm, mal-development or deprivation.”

¹⁶ The IASC definition of Protection is “... all activities aimed at obtaining full respect for the rights of the individual in accordance with the letter and the spirit of the relevant bodies of law (i.e. International Human Rights Law (IHRL), International Humanitarian Law, International Refugee law (IRL)).”, originally adopted by a 1999 ICRC workshop on Protection

¹⁷ See Glossary for definition in Annex 2 and [IFRC Strategy for Violence Prevention, Mitigation and response](#)

This does not mean that we only look at the consequences of violence. It means that whether something is classified as violence or not is determined by the consequence of the action and not the intention. An example is the use of physical punishment as a way of disciplining children; inflicting pain on a child can cause severe harm to their health and development and is thus considered violence. This definition also includes the severe consequences violence has emotionally and psychologically entailing that the victim is the one best qualified to define if harm has happened to them. Being **safe from harm is relative to different people** depending on their individual situation, experience, resilience and vulnerability. Determining if something is safe or harmful must be done by consulting the individual of concern, and in the case of children or a person incapable of expressing or defining this themselves, by professional observation and assessment.

In line with being “driven by needs, informed by rights”, the IFRC Network does not require evidence that a violent act has occurred in order to respond to the needs of a person experiencing harm. Our obligation is to alleviate suffering and **an appropriate response to victims** of violence does not include questioning or doubting their experience. The Survivor-centred approach applies to any victim of harm regardless of their gender, age, role in society or relation to the organization and; regardless of the intention, identity or role of the perpetrator.

In the case that the perpetrator of violence, abuse or exploitation is a member, staff or volunteer of the Movement, the IFRC Network has additional responsibilities to apply a survivor-centred response and ensure the principle of “do no harm”; we must take the necessary measures to ensure accountability, including by collecting evidence, without compromising the safety, confidentiality, consent or dignity of the victim.

The IFRC Network also do not require context- or case- specific evidence to justify a constant and targeted investment in **preventing and mitigating the risk of violence**. The IFRC Network acknowledges the overwhelming evidence research provides; that inter-personal and self-directed violence occurs in all parts of the world and is exacerbated by crisis, conflict and disasters. Domestic violence as an example, is highly underreported due to reasons such as shame and stigma, isolation, control and deprivation of freedom, but also due to the systemic, legal and structural gaps in ensuring survivors reporting the abuse are protected. Similar gaps are clear for all forms of sexual and gender-based violence (SGBV)¹⁸, Child abuse or neglect, exploitation and Trafficking in Persons (TiP) and the IFRC Network gives particular priority to these globally widespread forms of violence and abuse, detrimental to any society’s development and resilience.

We also strive to prevent and respond to **structural violence**; related to “non-physical acts or indirect forms of violence that have emerged from historical experiences and are woven into social, economic and political systems”. Structural violence is “built into the structure of society... and shows up as unequal power and consequentially as unequal life chances” – systemic racism, misogyny and homophobia being obvious examples. Self-directed or interpersonal violence can constitute structural violence if they are built into societal systems.

Structural-, inter-personal- and community violence are interrelated and cyclical. This means that causes of violence can be the same as consequences of violence; exclusion, discrimination, bullying, substance abuse, depression, lack of control of emotions, risky behaviour, sense of helplessness, shame or stigma can all be both the result of experiencing violence and the cause of violent behaviour and drivers of violent extremism. The choices that individuals make and the environments they create (including legal, social, institutional, and structural environments) can either reduce or increase the risk for violence.

Appropriate and safe PGI responses to violence, discrimination and exclusion thus also fosters and supports necessary prevention measures and vice versa. Furthermore, to prevent, reduce risk and respond to the severe humanitarian consequences of violence, we must apply our efforts to both structural, community and individual levels, in peacetime, development efforts and in disaster contexts, and throughout people’s life cycles. This framework reflects the IFRCs approach to “Protection”, -one that includes emphasis to the importance of integrating issues of gender, diversity and inclusion into any protection response, to make it more appropriate, adapted and effective.

¹⁸ See Glossary in Annex 2 for all these definitions of violence, exploitation and abuse



▶ The Philippine Red Cross with the IFRC and British Red Cross is providing support to communities to stand against sexual and gender-based violence
© FRANCE NOGUERA / IFRC

Gender and diversity

To be able to successfully address violence, discrimination and exclusion we need to assess how social and structural contexts related to gender strongly influence people's social role, power, rights and access to resources.

The term **Gender** refers to the socially constructed roles, behaviours, activities and attributes that a given society considers appropriate for individuals based on the sex they were assigned at birth. **Gender identity** refers to each person's deeply felt internal and individual experience of gender, which may or may not correspond with their sex assigned at birth, or the gender attributed to them by society. "Trans", "transgender" and "non-binary" are umbrella terms representing a variety of words that describe an internal sense of gender that differs from the sex assigned at birth and the gender attributed to the individual by society¹⁹. The IFRC Network fully respects any individual's right to define their own gender identity.

Gender inequality exists in every country in the world, resulting in discriminatory laws and social norms that hinder the full enjoyment of human rights. Globally, diverse women and girls are severely constrained by gender inequalities in power, privilege and opportunity. Consequently, they face disproportionately high barriers to fulfil their rights, access protection and basic needs such as health and livelihoods, are subject to higher rates of sexual and gender-based violence and are under-represented at decision-making levels, including in humanitarian action.

Recognizing this we also see that "gender" is often incorrectly used as a synonym of issues exclusively related to women and girls. Men and boys, and people with diverse sexual orientation, gender identity, -expression and sex characteristics (SOGIESC), also suffer from sexual and gender-based violence, discrimination, and exclusion.

Gender-based violence, discrimination and exclusion is founded on patriarchal social norms that give rise to attitudes, behaviours and societal structures that are unequal, unfair and harmful to all people (of any gender identity) who are perceived as not conforming to those norms. The basis for which someone is exposed to gender-based violence or discrimination does not lie with that person's gender in itself. A transgendered woman is not abused because she is a woman, but because the abuser's actions are motivated by harmful, dangerous and violent ideas. Actively promoting gender equality and equity is imperative to all our work – including in emergency response – as it is essential ensuring both meeting the needs and upholding the rights of the most marginalized or at risk.

¹⁹ Definitions from PGI Policy 2022

Harmful perceptions of gender are not the only drivers of marginalisation and discrimination. People suffer discrimination and marginalisation due to a combination of factors. This is why IFRC applies an **intersectional** approach to protection and inclusion, taking into consideration other diversity factors as well as gender. **Diversity** refers to the full range of different social backgrounds and identities that make up populations. It includes, but is not limited to, gender identity, ethnic origin, nationality or citizenship, age, disability, language, political opinions, religious beliefs, social background, sexual orientation, physical appearance, colour and racialized identity²⁰.

Individuals or groups often face discrimination in more than one way. For example, an adolescent girl from an ethnic minority may face multiple barriers to access basic services, because of her age, social status and gender. At the same time, a migrant man with an intellectual disability may face violence and exclusion based on his legal status and disability. Placing intersectionality at the centre of our approach allows us to identify and address complex contexts and formulate strategies to address the differentiated needs and protection risks of the people we work with.

Although different people's different needs, protection risks and capacities are specific to the context, it also remains important to recognize that also at this point in history, certain groups are widely marginalized and discriminated against in all societies and any given context, globally. The IFRC Network gives particular priority to prevent and respond to identity-based²¹ violence, discrimination and exclusion towards women and girls, racialized people, indigenous people, persons with disabilities, and people who belong to sexual and gender minority groups – those with diverse sexual orientation, gender identity, -expression and sex characteristics (SOGIESC) – or members of the lesbian, gay, bisexual, transgender, intersex and queer (LGBTIQ+) community.

Emergencies exacerbate existing inequalities. Gender and other diversity factors shape the extent to which people are vulnerable to, affected by, respond to- and recover from emergencies. This is why a PGI analysis must be the foundation for all our work related to emergency preparedness, prevention, response, reconstruction and recovery efforts to build resilient societies.

Finally, emergencies can also create an opportunity for transformation through disruption of traditional power structures and inequalities. Since traditional gender roles and relations often change during crises²², when people are obliged to take on unconventional responsibilities and activities. Such transformations can begin in the chaos and tumult of a shock, but they need sustained effort by members of the community and everyone working with them for these beginnings to take root. This offers National Societies the opportunity to pursue greater equity of power, opportunities and access to resources and services to all, contributing to greater Inclusion.

²⁰ We use the term "racialized" rather than "race" to emphasise both the continuing destructive impacts of racism in the world as well as the damaging aspects of the term "race" to apply to certain groups of people, as the term is contested and a social construct that can underpin racist discrimination

²¹ We use the term "identity-based" (-violence, discrimination or exclusion) when describing the intersectional ways in which people are caused harm, due to "who they are" or "where they are from" in the eyes of others: individuals, groups, communities and its structures, laws and norms.

²² See for example [Women's empowerment following disaster: A longitudinal study of social change](#): "disasters can trigger long-lasting changes that challenge historical patriarchal relations. While vulnerability increases following a disaster, resilience can potentially counteract women's vulnerability"

Inclusion

The IFRC *Framework on Inclusive Programming* (2019) elaborates on the IFRC Gender and Diversity policy (2019) definition of “inclusion”:



“Reducing inequalities based on social backgrounds, identities, roles and power relations. Providing inclusive services means giving equitable access to resources for all. In the long term, inclusion also focuses on facilitating access to opportunities and rights for all by addressing, reducing and ending exclusion, stigma and discrimination.”

The ways in which this principle can be implemented is elaborated in the Framework, which makes the following distinction:

Equitable access to assistance (“no-one left behind”):

- » This approach ensures that all people receive the specific assistance they require. It does not aim to remove the cause of inequality.

Social Inclusion (“no-one left out”):

- » This approach is defined as:

“Measures to facilitate access to resources, opportunities and fulfilment of rights for all by addressing, reducing and ending the systematic exclusion, stigma and discrimination that prevents certain groups from enjoying full participation in economic, social, political and cultural life”.

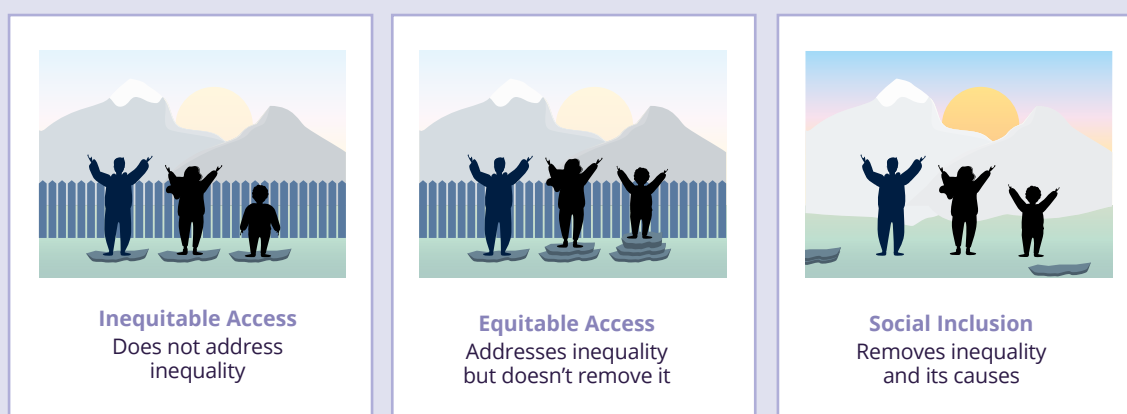


Figure 1: types of inclusive programming

The difference between the two approaches is illustrated in *Figure 1*, where the systemic barriers to equality – illustrated by the fence – have been removed in the “social inclusion” image.

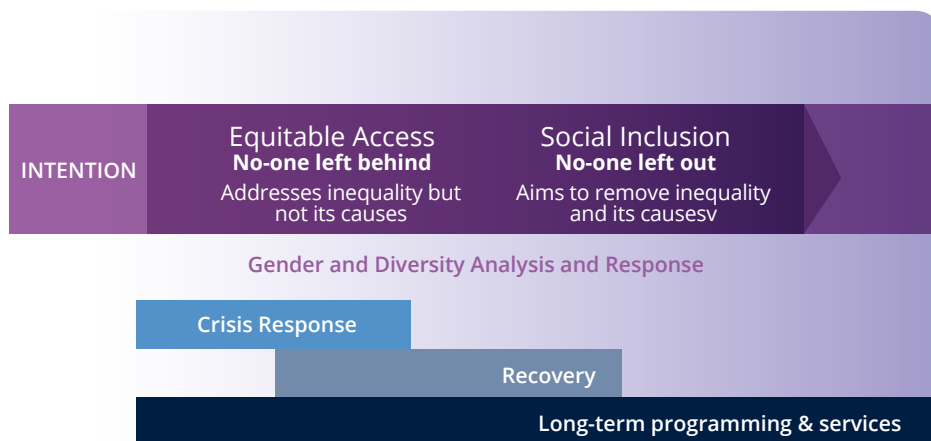


Figure 2: Approaches to inclusive programming

While social inclusion programs are distinct in their aim to remove causes of inequality, programs focused on equitable access provide a supportive environment for the development of such programs. Therefore, the two approaches are complementary points along a continuum.

As noted above, emergencies can create an opportunity for transformation - the initial acute stage of a humanitarian crises can at times be a catalyst for societal transformation. In other cases, the impact of crises can further deepen and entrench inequalities. Towards the further end of this continuum, the scope increases for National Societies to engage in more transformative work, reducing unequal power relations, discrimination and fostering gender equality (as illustrated in *Figure 2*). The continuum also applies to the humanitarian-development-peace “triple nexus”²³ – indeed the interlinkages between humanitarian, development and peace work can be very conducive to such transformative work. Integrated across the continuum is the aim to reduce the risk and instance of violence through promoting equality and reducing community tensions – to ensure “no- one left unsafe”.

National Societies address a wide range of issues related to inclusion, in terms of who is excluded in any given context, and which groups the National Society is best-placed to support, the focus is entirely dependent on the local and national context. However, there are some commonalities in terms of which marginalised groups are most supported, as is reflected in the section above on identity-based²⁴ diversity and the specific groups and situations address in Outcome 2 of the results matrix.

²³ See ICVA Briefing paper: [Navigating the Nexus](#)

²⁴ We use the term “identity-based” (-violence, discrimination or exclusion) when describing the intersectional ways in which people are caused harm, due to “who they are” or “where they are from” in the eyes of others: individuals, groups, communities and its structures, laws and norms.

ADDRESSING PROTECTION, GENDER, AND INCLUSION TOGETHER IS IMPORTANT BECAUSE:

» Issues of violence, discrimination and exclusion are interlinked – and cannot be addressed in isolation

» Violence, discrimination and exclusion are cyclical and have many forms: psychological, physical, sexual, economic, and structural are some of these forms

» The way that our diverse identities are perceived and considered by communities, -legal and social structures or authorities worldwide, directly impacts our level of safety, health and wellbeing.

» We know that violence such as against children, SGBV, exploitation and TiP occurs everywhere and all the time, and is especially exacerbated during times of crisis, conflicts and disaster

» Discrimination is intersectional; we acknowledge the many factors' people are structurally and socially marginalized by and the compound effects this has on their lives, wellbeing and safety.

» In order to ensure affected people's safety in a relevant and effective manner, we must be a safe and inclusive humanitarian organization ourselves

» Unequal access to resources, power and basic needs are root causes of violence, discrimination and exclusion, and of the disproportionate impact that disasters and shocks have on marginalized people.

» As humanitarians, we must examine and understand our own power, privileges, and unconscious bias in order to provide inclusive and equitable aid

» Keeping people safe and included in the short term also means addressing these root causes in the long term, so PGI is essential in all stages of our work

» Protection, gender, and inclusion are all crucial elements in our efforts to do no harm and essential to ensure accountability and integrity in our partnerships, our organization and our engagement with communities.

Working with closely related approaches and responses

Although PGI is cross-cutting and needs to be taken into consideration in all aspects of our work, there are also approaches and sectors closely linked to PGI, which need to be integrated in all PGI programming. These include community engagement and accountability (CEA), mental health and psychosocial support (MHPSS) and Better Programming Initiative (BPI). How these different approaches and sectors are vital for effective and relevant work on PGI are further explored in Annex 3.

▶ A portrait of a child attending a hygiene promotion exercise taught by volunteers of the Philippine Red Cross.
© ALANAH TORRALBA / IFRC



ANNEXES

Annex 1 - Key Reference Documents:

The IFRC has made clear and strong commitments to ensure safe and inclusive humanitarian action, institutions, and communities over the years. This Operational Framework for PGI supports the implementation of the following RCRC Movement's commitments:

- Resolution 5, Council of Delegates (2009), [*Movement Policy on Internal Displacement*](#).
- Resolution 3, 31st International Conference of the Red Cross and Red Crescent (2011), [*Migration: Ensuring Access, Dignity, Respect for Diversity and Social Inclusion*](#)
- [*Resolution 3, 32nd International Conference of the Red Cross and Red Crescent \(2015\), Sexual and gender-based violence: Joint action on prevention and response*](#)
- [*Resolution 4, Council of Delegates \(2015\) Adoption of the Strategic Framework on Disability Inclusion by the International Red Cross and Red Crescent Movement*](#)
- [*Resolution 2, 33rd International Conference of the Red Cross and Red Crescent \(2019\), Addressing mental health and psychosocial needs of people by armed conflicts, natural disasters and other emergencies*](#) and [*International Red Cross and Red Crescent Movement Policy on Addressing Mental Health and Psychosocial Needs*](#) (2019) and [*International Red Cross and Red Crescent Movement commitments on addressing mental health and psychosocial needs A Roadmap for Implementation 2020–2023*](#)
- [*Resolution 5, 33rd International Conference of the Red Cross and Red Crescent \(2019\), Women and leadership in the humanitarian action of the International Red Cross and Red Crescent Movement*](#)
- [*Resolution 1, Council of Delegates \(2019\) Movement-wide Commitments for Community Engagement and Accountability*](#)
- [*Resolution 6, Council of Delegates \(2019\) Restoring Family-Links: Strategy for the International Red Cross and Red Crescent Movement 2020–2025*](#)
- Resolution 7, Council of Delegates (2019) [*Strengthening implementation of the Movement Policy on Internal Displacement: Ten years on*](#)
- [*Movement Protection Framework*](#)²⁵
- [*Minimum Protection Approach*](#)²⁶

Furthermore, this strategy supports, builds on and further guides the implementation of:

- [*IFRC PGI Policy \(2022\)*](#)
- [*IFRC PGI: Achievements and lessons learned 2016–2021*](#)
- [*IFRC PGI Organisational Assessment Toolkit \(2022\)*](#)
- [*IFRC Gender and Diversity Policy \(2019\)*](#)
- IFRC [*Strategy on Violence Prevention, Mitigation and Response \(2011\)*](#)
- IFRC Strategic Framework on Inclusive Programming (2020)
- IFRC Safeguarding Self-Assessment Framework (2022)
- IFRC [*Child Safeguarding Policy \(2021\)*](#)
- IFRC [*Secretariat Policy \(2018\)*](#) and the [*IFRC Manual*](#) on Prevention and Response to Sexual Exploitation and Abuse (PSEA) (2020)
- IFRC anti-harassment guidelines (2007) (being revised in 2021)
- [*IFRC Staff Code of Conduct*](#) and National Societies Staff and Volunteer Codes of Conduct

²⁵ This document was designed by the Movement Protection Advisory Board and will be reviewed during 2021 prior to discussion at the Council of Delegates

²⁶ This approach was developed by the Movement Protection Advisory board, and is incorporated in the COD 2019 resolutions 7 above.

- [IFRC Global Strategy on Migration 2018–2022 – Reducing Vulnerability, Enhancing Resilience \(2018\)](#)
- [IFRC Policy on Migration](#) (2009)
- [IFRC Pledge for a Safe and Inclusive Humanitarian Environment](#)
- [IFRC Policy on the protection of integrity of National Societies and the bodies of the International Federation](#)
- Manila Call to Action (2019) & Buenos Aires Commitment (2019)

Annex 2 – Glossary

This glossary is provided to facilitate a common language on the terms below within the IFRC Network. However, it is recognised that not all of terms included here can be, or should be conclusively defined.

In particular, terms that relate to people (especially in the context of violence, discrimination and exclusion) are often acceptable or preferable in one national, cultural, situational or temporal context. For example, we use the term “racialized people” to refer to “people that are categorized or differentiated and marginalised or discriminated against on the basis of their skin colour and or other physical traits”.

In using this broad internationally applicable term, we acknowledge that in other contexts, different terms are more commonly appropriate. Another example is that in some context the term “disabled people” is preferred by disability rights advocates (e.g. in the [UK](#)) to emphasise that they are “disabled” by society, not by their impairment. In other contexts (e.g. in [Canada](#)) “persons with disabilities” is preferred.

The guiding principle for IFRC and National Societies working on these issues is to find out and use the term that is preferred by the people to whom the term refers in their context.

Access: Programmes and operations of the National Societies and IFRC should provide access for all individuals and groups. Accordingly, the selection and prioritisation criteria for accessing humanitarian facilities, goods, services and protection must be informed by a gender and diversity analysis to ensure that the assistance and protection reach the most vulnerable. Four dimensions of accessibility can be identified in relation to assistance and protection: non-discrimination, physical accessibility, economic accessibility or affordability and information accessibility. (Minimum Standards for Protection, gender, and inclusion in Emergencies – 2018)

Accountability refers to the mutual responsibility of all components of the Movement to use their power and resources ethically and responsibly to put the interests of people and communities they aim to serve at the centre of decision-making, thereby ensuring that humanitarian actions lead to the best possible outcomes and results for them, while protecting and preserving their rights and dignity and increasing their resilience to face situations of vulnerability and crisis.

Child is defined as any person under the age of 18 years. This age defines adulthood as per the United Nations Convention on the Rights of the Child and applies to our work even if local laws and customs differ. (Minimum Standards for Protection, gender, and inclusion in Emergencies – 2018)

Child protection refers to the prevention of, and response to, abuse, neglect, exploitation and violence against children. (PGI Policy – 2022)

Child safeguarding is the broad obligation on IFRC personnel, partners, suppliers, and contractors to ensure that the design and delivery of programmes and organisational programmes are in the best interests of the child, do not expose children to adverse impacts, including the risk of violence, abuse, exploitation, or neglect and that any concerns about children’s safety within the communities where they work are appropriately reported and responded to.

Community engagement refers to ways of working collaboratively with people and communities to ensure that Red Cross and Red Crescent actions are effective, inclusive, sustainable and accountable, and that they contribute to supporting and enabling people and communities to lead and shape positive, sustainable changes in their own lives and on their own terms.

Dignity: For the Red Cross and Red Crescent, human dignity means respect for the life and integrity of individuals. The right to life with dignity is embedded firmly in the fundamental principles of humanity and the humanitarian imperative. All Red Cross and Red Crescent staff and volunteers and programs and operations should contribute to the maintenance and promotion of human dignity. Measures to respect, safeguard and promote the dignity of individuals in situations of extreme vulnerability are not limited to engaging with them in a respectful manner. Respecting, safeguarding and promoting dignity also includes protecting the psychosocial well-being of the affected population and ensuring their physical privacy and specific cultural needs are met. (Minimum Standards for Protection, gender, and inclusion in Emergencies – 2018)

Disability results from the interaction between persons with impairments and the attitudinal and environmental barriers that hinder their full and effective participation in society on an equal basis with others. Persons with disabilities/disabled people include those who have long-term physical, mental, intellectual or sensory impairments. (Minimum Standards for Protection, gender, and inclusion in Emergencies – 2018)

Discrimination is any distinction, exclusion, restriction or preference that has a negative impact on certain person(s), for the sole reason that they belong to one (or more) categories of diversity (such as those listed in the definition below). Non-discrimination consists of taking specific actions that prevent or mitigate such discrimination from occurring.

Diversity refers to the full range of different social backgrounds and identities that make up populations. It includes, but is not limited to, gender identity, ethnic origin, nationality or citizenship, age, disability, language, political opinions, religious beliefs, social background, sexual orientation, physical appearance, colour and racialized identity (PGI Policy – 2022)

Equality versus equity: From an equality perspective, it is assumed that everyone will benefit from the same support. However, individuals may need different types of support and approaches in order to have equal access to assistance and joint decision-making that affects them. By adapting humanitarian work to each individual's needs and background, those affected are being treated equitably. (Minimum Standards for Protection, gender, and inclusion in Emergencies – 2018)

“Excluded people” or “excluded groups” is used to designate those individuals or groups who are currently experiencing systematic exclusion from access to resources and opportunities and/or from participation in economic, social, political and cultural life, for any reason by other individuals or groups in the same society, whether deliberate or not. It does not imply that being in a situation of exclusion is a permanent state. (Strategic Framework on Inclusive Programming - 2019)

Gender refers to the socially constructed roles, behaviours, activities and attributes that a given society considers appropriate for individuals based on the sex they were assigned at birth. (PGI Policy – 2022)

Gender identity refers to each person's deeply felt internal and individual experience of gender, which may or may not correspond with their sex assigned at birth or the gender attributed to them by society. “Trans”, “transgender” and “non-binary” are umbrella terms representing a variety of words that describe an internal sense of gender that differs from the sex assigned at birth and the gender attributed to the individual by society. (PGI Policy – 2022)

Identity-based violence means any act of violence by individuals, groups or societies based on actual, perceived or ascribed aspects of an individual's identity. Identity-based violence is facilitated and exacerbated by structures, norms, and laws that condone or promote (explicitly or tacitly) discriminatory attitudes and practices. (PGI Policy – 2022)

Internally displaced persons (IDPs) refer to persons or groups of persons who have been forced or obliged to flee or to leave their homes or places of habitual residence, in particular as a result of or in order to avoid the effects of armed conflict, situations of generalized violence, violations of human rights or natural or human made disasters, and who have not crossed an internationally recognized State border (Guiding Principles on Internal Displacement - 1998)

Intersectionality refers to a perspective which emphasises that individuals have multiple and overlapping layers to their identities, such as gender identity, ethnic origin, nationality or citizenship, age, disability, language, political opinions, religious beliefs, social background, sexual orientation, physical appearance,

colour and racialised identity that are woven together. People can experience discrimination against or be privileged by a combination of these factors. An intersectional perspective emphasizes looking at these layers together and understanding their compound effects on the individual, based on prevailing power relations in any given society. (PGI Policy – 2022)

Inclusion refers to reducing inequalities based on social backgrounds, identities, roles and power relations. Providing inclusive services means giving equitable access to resources for all. In the long term, inclusion also focuses on facilitating access to opportunities and rights for all by addressing, reducing and ending exclusion, stigma and discrimination. (PGI Policy – 2022)

Marginalised groups is an expression used regularly in PGI guidance and tools, and they might also be described as having specific needs, being at risk, vulnerable or excluded. In all cases, marginalised groups are understood to include older people, children (including adolescents), persons with physical, sensory or intellectual disabilities, persons with mental health disabilities, survivors of SGBV, victims of trafficking and people living with HIV/AIDS or other chronic illnesses. In different contexts, other forms of diversity, including ethnicity and nationality or lack thereof, migration and/or legal status, religion, caste, class, sexual and gender minorities, as well as intersectionality between forms of diversity and marginalised groups will be key issues to consider when talking about marginalised groups. (Minimum Standards for Protection, Gender, and Inclusion in Emergencies – 2018)

Migrants are persons who leave or flee their habitual residence to go to new places – usually abroad – to seek opportunities or safer and better prospects. This includes migrant workers, stateless migrants, migrants deemed irregular by public authorities, as well as asylum seekers and refugees (IFRC Policy on Migration – 2009).

Participation: Refers to the full, equal and meaningful involvement of all members of the community in decision making processes and activities that affect their lives. In many societies, traditions continue to exclude women, children, persons with disabilities and marginalised groups from decisions and activities. Participation in National Societies and IFRC programs and operations is an essential foundation of people's right to life with dignity affirmed in the Code of Conduct for the International Red Cross and Red Crescent and Non-Governmental Organisations and Non-governmental Organisations in disaster relief. (Minimum Standards for Protection, Gender, and Inclusion in Emergencies – 2018)

Protection is about keeping people safe from harm. It aims to ensure that the rights of individuals are upheld by preserving the physical, psychological, and emotional safety, integrity, and dignity of those at risk of, or affected by, violence, discrimination, and exclusion.

**This definition elaborates on the IFRC's specific focus of implementing the broad definition of protection for all humanitarian actors adopted by the IASC and accepted by the Movement: "all activities aimed at obtaining full respect for the rights of the individual in accordance with the letter and the spirit of the relevant bodies of law (i.e. human rights law, international humanitarian law and refugee law)". (PGI Policy – 2022)*

Protection, Gender, and Inclusion analysis is an analysis of how each individual is affected differently by disasters and crises, based on pre-existing uneven power relations, -structures and access to basic resources and how this leads to different levels of vulnerability, capacity, risks and exposure to violence.

Prevention and Response to Sexual Exploitation and Abuse (PSEA) refers to policy, rules and actions intended to prevent IFRC Personnel from engaging in any form of sexual exploitation and abuse and to respond where it has occurred.

Racialized People/Groups are people that are categorized or differentiated on the basis of their skin colour, other physical traits, cultural expression or ethnic origin, - and based on the belief that there are several and different human races; the IFRC use the term racialized to clearly reflect that this premise and "basis" for differentiating people is socially constructed, and does not hold scientific validity;

**We use the term "racialized" rather than "race" to emphasise both the continuing destructive impacts of racism in the world as well as the damaging aspects of the term "race" to apply to certain groups of people, as the term is contested and can underpin racist discrimination. (PGI Policy – 2022)*

Safeguarding refers to our responsibility in taking action to: keep people safe from any form of harm caused by the misuse of power by making sure that our staff, volunteers, programmes and communications do no harm to children and adults, nor expose them to abuse or exploitation. Safeguarding also includes protecting staff and volunteers from harm and inappropriate behaviour such as sexual harassment.

**The IFRC secretariat further defines safeguarding as aiming to prevent harm in the following areas: i) Sexual exploitation and abuse (SEA) of children and adults by anyone working for IFRC or a member National Society; ii) Other forms of abuse e.g. physical, psychological or emotional, financial and/or material, discriminatory, organisational abuse and modern slavery of children and adults by anyone working for IFRC or a member National Society; iii) Harm caused by our programmes and communications that we fund through our partners (including other National Societies, the IFRC and ICRC); iv Ensuring adults and children of diverse backgrounds have a meaningful role in decisions that affect them and v) Harassment, including sexual harassment, and discrimination in the workplace*

Safety: Persons of all gender identities, ages, disabilities and backgrounds within affected communities have different needs in relation to their physical and psychological safety. Monitoring the safety of project sites and activities with the direct participation of diverse groups is essential to ensure that the assistance provided meets everyone's needs and concerns in an equitable manner. We should always maximise the positive impacts of sector programmes on people's safety. (Minimum Standards for Protection, Gender, and Inclusion in Emergencies – 2018)

Sex refers to the physical and biological differences, usually between males and females. (Minimum Standards for Protection, Gender, and Inclusion in Emergencies – 2018)

Sexual Exploitation refers to any actual or attempted abuse of a position of vulnerability, differential power or trust for sexual purposes with respect to affected persons, including, but not limited to, profiting monetarily, socially, or politically from the sexual exploitation of another. Any payment (through cash or any other commodity or favour) for sexual services is considered to constitute sexual exploitation.

Sexual Abuse refers to the actual or threatened physical or psychological intrusion of a sexual nature, whether by force or under unequal or coercive conditions when committed against affected persons.

Sexual Exploitation and Abuse (SEA) is used throughout the IFRC policy (2018) to refer to the above-defined acts together.

Sexual and gender-based violence (SGBV) refers to categories that include, but are not limited to, sexual violence, intimate partner violence, trafficking, forced/early marriage, sexual harassment, forced prostitution, femicide, female genital mutilation, sexual exploitation and abuse, and denial of resources, opportunities and services.

Sexual Harassment refers to any unwelcome sexual advance or unwanted verbal or physical conduct of a sexual nature between Personnel. This is distinct from SEA, which refers to exploitation or abuse of Affected Persons.

Sexual violence: Acts of a sexual nature committed against any person by force, threat of force or coercion. Coercion can be caused by circumstances such as fear of violence, duress, detention, psychological oppression or abuse of power. The force, threat of force or coercion can also be directed against another person. Sexual violence also comprises acts of a sexual nature committed by taking advantage of a coercive environment or a person's incapacity to give genuine consent. It furthermore includes acts of a sexual nature a person is caused to engage in by force, threat of force or coercion against that person or another person or by taking advantage of a coercive environment or the person's incapacity to give genuine consent. Sexual violence encompasses acts such as rape, sexual slavery, forced prostitution, forced pregnancy and forced sterilisation.²⁷ (Minimum Standards for Protection, Gender, and Inclusion in Emergencies – 2018)

27 Note: For sexual violence, as defined above, to fall under the scope of application of international humanitarian law, it needs to take place in the context of and be associated with armed conflict. Various technical descriptions are in use globally, including gender-based violence (GBV), violence against women and girls (VAWG) and sexual violence. The term SGBV used here reflects Resolution 3 of the 32nd International Conference of the Red Cross and Red Crescent in 2015. Although the Movement has yet to formalise a common definition of SGBV, this is an IFRC working definition of SGBV that draws on the IASC 2015 Guidelines for Integrating Gender-Based Violence Interventions in Humanitarian Action

Sexual and gender minorities: this term refers to persons whose sexual orientation, gender identity, expression or sex characteristics are different from male or female heterosexuals. The term includes lesbian, gay, bisexual, transgender, intersex and queer (LGBTIQ) people as well as a range of people whose identities or practices are not included within those terms. (Minimum Standards for Protection, Gender, and Inclusion in Emergencies – 2018).

A closely related term to LGBTIQ is SOGIESC - Sexual Orientation, Gender Identity, Gender Expression, Sex Characteristics – this describes the categories of diversity of which LGBTIQ are specific identities or expressions – and commonly the basis for discrimination.

Social Inclusion is measures to facilitate access to resources, opportunities and the fulfilment of rights for all by addressing, reducing and ending the systematic exclusion, stigma and discrimination that prevents certain groups from enjoying full participation in economic, social, political and cultural life. (Strategic Framework on Inclusive Programming)

Survivor-centred approach: A survivor-centred approach creates a supportive environment in which the survivor's rights and wishes are respected, their safety is ensured, and they are treated with dignity and respect. This approach is defined by four guiding principles: 1) Safety, 2) Confidentiality, 3) Respect and 4) Non-discrimination.

It is important to recognise that survivors have the right to a range of services as part of a survivor-centred response, but that not all services should be provided (or can realistically be provided) by the Red Cross and Red Crescent. Whilst in some context's services can be provided, the Red Cross Red and Red Crescent should ensure a focus on coordination and ensuring access to services provided by other agencies. (Minimum Standards for Protection, Gender, and Inclusion in Emergencies – 2018)

Trafficking in Persons means:

- the 'act' (what is done), for example the recruitment, transportation, transfer, harbouring or receipt of persons;
- the 'means' (how it is done), for example through threat or use of force, coercion, abduction, fraud, deception, abuse of power or vulnerability;
- and the 'purpose' of exploitation (why it is done), for example sexual exploitation, forced labour, domestic servitude, slavery or similar practices and the removal of organs.

When trafficking involves a child, it is irrelevant whether the means, such as force or deception, have been used or not. A child will be recognised as trafficked if they have been moved within a country, or across borders, whether by force or not, for the purpose of exploiting the child. (The international legal definition from The Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children (commonly referred to as the Palermo- or Trafficking Protocol) – 2000)

Violence is the use of force or power, either as an action or omission in any setting, threatened, perceived or actual against oneself, another person, a group, a community that either results in or has a high likelihood of resulting in death, physical injury, psychological or emotional harm, mal-development or deprivation.

Categories, types and forms of violence

According to the World Health Organisation (hereafter "WHO"), violence can be viewed under three categories: self-directed, interpersonal and collective. Each category has various types of violence. Cutting across these categories and types are different forms of violence: psychological, physical, sexual and neglect.

Self-directed violence refers to violence by an individual against oneself. It is subdivided into suicidal behaviour and self-abuse. Suicidal behaviour includes suicidal thoughts, attempted suicides and completed suicides. Self-abuse covers self-mutilation and substance abuse or misuse.

Interpersonal violence is violence that occurs between individuals. Interpersonal violence occurs between people who know each other; it can occur in homes, schools, workplaces and institutions. Examples include child abuse, bullying and harassment, family violence, and abuse of the elderly.

Urban violence is a form of community violence; its very definition is based on the urban setting where all kinds of violence happen. The violence that occurs behind closed doors of homes directly impacts the violence that happens on public streets; they are intertwined.

Violence is a concern in urban communities around the world, though the risk is heightened where poverty, unregulated small arms availability and alcohol/drugs fuel the violent behaviours. Urban violence can include gang violence, organized crime and interpersonal violence.

Community violence is a type of interpersonal violence, that takes place at the community level, (e.g., in urban settings) between people who may or may not know one another. Common forms of community violence include gang violence, violence by supporters of sports teams, mob attacks and sporadic crime.

Collective violence is “the instrumental use of violence by people who identify themselves as members of a group - whether this group is transitory or has a more permanent identity - against another group or set of individuals, in order to achieve political, economic or social objectives.”⁸ Examples include genocide, warfare, and terrorism. (Note: this strategy does not focus on collective violence).

Structural violence is related to “non-physical acts or indirect forms of violence that have emerged from historical experiences and are woven into social, economic and political systems”. Structural violence is “built into the structure of society... and shows up as unequal power and consequentially as unequal life chances”. Self-directed or interpersonal violence can constitute structural violence if they are built into societal systems. Examples include the failure of public systems or other institutions to fulfil their responsibilities without discrimination and violence.

Actions addressing violence

- Prevention means to avoid violence from occurring in the first place
- Mitigation focuses on decreasing further risk of violence and reducing its impact when it does occur
- Response refers to an action or intervention to cope with and handle violence after it has occurred. (IFRC Strategy on Violence Prevention, Mitigation and Response 2011–2020)

Annex 3 - Working with closely related approaches and responses

This annex explores how community engagement and accountability (CEA), mental health and psychosocial support (MHPSS) and the Better Programming Initiative are vital for effective and relevant work on PGI.²⁸

Community Engagement and Accountability

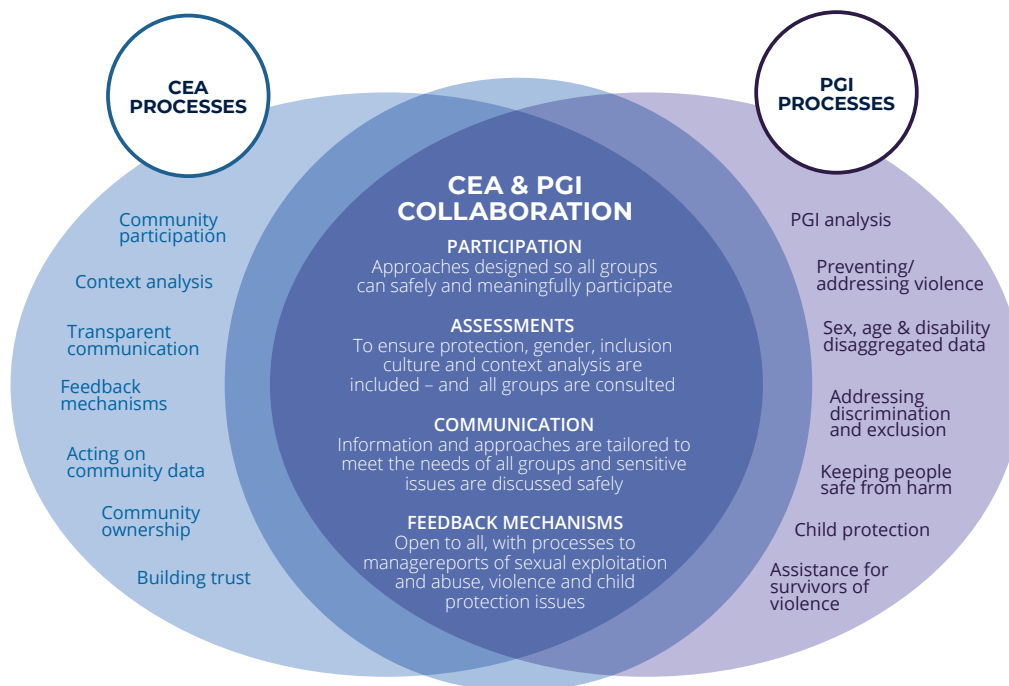
Both CEA and PGI aim to ensure that programmes and emergency operations are people-centred, inclusive, trusted and safe. Although they have a shared goal, CEA and PGI focus on different aspects of quality programming. While CEA provides approaches and tools to ensure the voices of community members are clearly heard and used to guide our work, PGI works to ensure we 'do no harm' and that no one is left behind, left out or left unsafe. Therefore, both CEA and PGI approaches are needed to ensure good quality programmes and operations that have a lasting, positive impact, for communities.

Community Engagement refers to ways of working collaboratively with people and communities to ensure that Red Cross and Red Crescent actions are effective, inclusive, sustainable and accountable, and that they contribute to supporting and enabling people and communities to lead and shape positive, sustainable changes in their own lives and on their own terms. This includes processes to systematically listen to, engage and communicate with people and communities to better understand their diverse needs, vulnerabilities and capacities; to gather, respond to and act on feedback and input about their priorities and preferences; and to provide safe and equitable access and opportunities to actively participate in decisions that affect them.

Accountability refers to the mutual responsibility of all components of the Movement to use their power and resources ethically and responsibly to put the interests of people and communities they aim to serve at the centre of decision-making, thereby ensuring that humanitarian actions lead to the best possible outcomes and results for them, while protecting and preserving their rights and dignity and increasing their resilience to face situations of vulnerability and crisis.²⁹

HOW CAN CEA HELP PGI?

- » When conducting the PGI analysis include questions to better understand trusted and preferred channels and sources of information by different people in the community, including how they would feel most comfortable sharing feedback and complaints
- » Provide guidance and tools on participatory planning and project management approaches to ensure communities can play an active and meaningful role in designing, implementing and guiding PGI programmes and activities, in accordance with IFRC Minimum Standards for PGI in Emergencies
- » Guidance and tools on how to practically work with community committees and programme representatives and ensure they are fulfilling their role
- » Tools and support for establishing community feedback mechanisms, ensuring that feedback on PGI issues and sensitive complaints linked to sexual exploitation and abuse, child safeguarding, sexual and gender-based violence and other protection issues is appropriately collected in order to connect with internal protection mechanism and referral pathways
- » Training for PGI staff and volunteers on community engagement and accountability approaches
- » Guidance and tools for monitoring community satisfaction and levels of engagement with and accountability within PGI activities and programmes.



HOW CAN PGI HELP CEA?

- » Tools and guidance to conduct a PGI analysis, which assesses how a person's needs, capacities and exposure to protection risks is affected by their gender, disability, age, ethnic origin, nationality or citizenship, language, religious beliefs, political opinion, social background, sexual orientation, physical appearance and colour.
- » Help to ensure the systematic collection of sex, age and disability disaggregated data
- » Support to ensure that the channels and approaches adopted to share information with communities are meeting the needs of all community members, including all marginalized and at-risk groups.³⁰
- » Guidance and support on developing and adapting information to better reach different groups, for example children, older people and people with disabilities
- » Guidance on how to engage with communities safely on sensitive topics and without doing harm, such as sexual and gender-based violence, gender roles, discrimination of marginalised groups, or child safeguarding
- » Guidance and support to ensure that sensitive feedback and complaints linked to PSEA, child safeguarding, victims of violence, including sexual and gender-based violence and other protection issues, are connected to an internal protection mechanism and referral pathways and are correctly handled in accordance with a survivor-centred approach
- » Support and techniques to address challenges to the active and safe participation of women, children, older people, people with disabilities and other marginalized groups in designing and guiding programmes and operations – and that we are not contributing to existing inequalities and increased protection risks in communities through the approaches we use.

³⁰ See glossary in Annex 2 for definition of vulnerable groups

Mental health and psycho-social support

The *Joint Movement policy on MHPSS* states: "failure to ensure people's safety, dignity and rights may cause great mental health and psychosocial concerns and amplify existing vulnerabilities". MHPSS and PGI programmes and staff must work closely together to ensure complementarity.

Violence, discrimination and exclusion negatively impacts people's mental health and psycho-social well-being. For this reason, MHPSS awareness, knowledge, skills and tools are crucial elements in every PGI activity. Staff designing PGI mainstreaming or implementing PGI specialised activities should have strong competencies in MHPSS (including psychological first aid and related psychosocial skills). They should also collaborate with MHPSS staff, to ensure the adequate level of support is incorporated into PGI activities and in the wider operation.

Integrating PGI considerations with MHPSS activities is equally crucial, in two main ways:

1. **PGI mainstreaming tools**, guidance and staff support the aims of the Movement MHPSS policy to "ensure impartial access to MHPSS support"³¹ and to "recognize the participation and diversity of people in all MHPSS activities"³². While an inclusive and participatory approach is a core competency of MHPSS staff; embedding PGI principles within MHPSS work strengthens this approach and complements it by adding tools and knowledge that mitigate risks of violence and ensures a systematic incorporation of survivor-centred response, appropriate referral pathways, procedures for PSEA and Child Safeguarding.
2. **Specialised PGI actions** make a major contribution to "preventing, mitigating and ensuring response to mental health and psychosocial needs"³³. In response to violence, this is done by comprehensively identifying and addressing the complete needs arising as a result of violations – for example by implementing a programme to prevent and respond to SGBV, that addresses the physical health, legal and social needs of victims/survivors, both integrated with specific MHPSS actions, and as a crucial support to their own natural MHPSS needs as responders.

In response to discrimination and exclusion - longer-term PGI programmes such as social inclusion, prevention of SGBV or community violence should directly support "preventing and reducing the risk of mental harm [and psycho-social well-being], through minimizing threats and vulnerability to such threats." For example, programmes that provide homework support for excluded children, or access to employment for excluded adults can provide the sense of safety or stability, calm, a sense of control, social connections and hope that are supportive of psychological well-being.

Lastly MHPSS and PGI skills and tools complement each other to address stigma, exclusion and discrimination - around mental health or any other kind. By analysing MHPSS lived experiences as a diversity factor, PGI programming can contribute to reducing the stigma around mental health. By recognising the negative MHPSS consequences of **any** kind of exclusion, MHPSS skills and tools can be integrated into inclusive programming to address and alleviate discrimination and exclusion.

31 Movement MHPSS policy statement 1

32 Movement MHPSS policy statement 3

33 Movement MHPSS policy statement 4

Better Programming Initiative

The term “do no harm” and its link with protection activities is described above. In the IFRC, the term is closely linked with the “Better Programming Initiative” (BPI) which originally aimed to ensure that our work in conflict and post-conflict recovery settings adhered to the principles of “do no harm”, not worsening tensions and divisions between communities by analysing “connectors” and “dividers” between communities and ensuring that our programmes minimize rather than aggravate existing tensions.³⁴

Over the years, BPI has now developed beyond the conflict context to looking at all humanitarian and development contexts to maximize the positive impact of efforts and avoid any unintended consequences through the continuous analysis of context, minimizing division and emphasising connections. The main intersection between BPI and PGI is that this aspect of the “do no harm” principle relies heavily on a detailed, thorough and ongoing analysis of the context.

This essential context analysis itself relies heavily on an analysis of the protection, gender and diversity and inclusion factors and issues in the context being analysed. The driving concept of the BPI also in turn informs PGI work, as it emphasises how the mere presence of humanitarian workers in a community influences and affects the dynamics – and not always positively. Lastly, both approaches complement each other as they both examine how conflicts are affected by the context, and how contextual issues and community relations may lead to violence, particularly towards marginalised groups if not addressed and minimized.

The “Minimum Protection Approach”³⁵

The Minimum Protection Approach (MPA) is closely related but in a different way to CEA, MHPSS and BPI described above.

The MPA is a way of describing the scope of protection work that a National Society may choose to adopt within the overall Movement Protection Framework (described in the section “[how we will reach out goal](#)”)

The key elements of the scope of the MPA are:

- a.** Establish internal escalation pathways and protection focal points;
- b.** Referring individual cases and issues to a relevant protection actor ensuring informed consent of the individual(s) concerned;
- c.** Dialogue and advocacy with authorities on individual or systemic protection concerns where possible and appropriate.
- d.** Directly meeting individuals’ needs arising from protection concerns through service provision

Within this scope, the PGI way of working described in this document applies throughout. In particular, the PGI Minimum Standards for emergency operations (and related toolkit) provide detailed guidance on how to implement points b) and d) above.

The MPA entails that, while remaining focused on service provision, the NS is able to identify and address the protection needs identified through service provision and community engagement without designing a full protection programme

³⁴ See the [Fednet page](#) for the documentation around BPI, which includes a background to the origins of Do No Harm, created by Mary Anderson in the 1990, in the Local Capacities for Peace project.

³⁵ The full text of the Minimum Protection Approach is available on the Protection in the Movement Community of Practice, or [at this link](#)



The International Federation of Red Cross and Red Crescent Societies (IFRC)

is the world's largest humanitarian network, with 192 National Red Cross and Red Crescent Societies and around 14 million volunteers. Our volunteers are present in communities before, during and after a crisis or disaster. We work in the most hard to reach and complex settings in the world, saving lives and promoting human dignity. We support communities to become stronger and more resilient places where people can live safe and healthy lives, and have opportunities to thrive.

Follow us:

twitter.com/ifrc | facebook.com/ifrc | instagram.com/ifrc | youtube.com/user/ifrc | tiktok.com/@ifrc