

OPTIONAL MODULE

GENDER-BASED VIOLENCE (GBV)



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Summary

The Reach Out project designed this additional module on gender-based violence (GBV) in response to the **request and needs expressed by NGOs** working with refugees.

This module is designed to **increase field staff awareness, knowledge, and understanding** on GBV and aims ultimately to contribute to the effective protection of refugees and internally displaced persons (IDPs).

Given the level and the **target audience**, facilitators have the flexibility to build a **tailored session** by using the handouts provided at this end of this module. These provide practical information, figures, case studies, and lessons learned.

By all means, we encourage facilitators to **adapt this module** to the **needs of the participants** and their **specific context**.

Learning Objectives

- To raise awareness of GBV;
- To get the participants to reflect on the link between GBV and protection in a given context;
- To discuss/share responses, strategies, and support mechanism to reduce and respond to incidents of GBV.

Key Messages

- **Acts of GBV violate a number of principles enshrined in international and regional human rights instruments**, including the right to life, equality, security of the person, equal protection under the law, and freedom from torture and other cruel, inhuman, or degrading treatment;
- **GBV increases in conflict-affected settings**, in refugee camps, and outside any formal setting such as villages. Even those tasked with protection and assistance, e.g., aid workers, can be perpetrators of GBV;
- **GBV has psychological, social, medical, and legal implications. In certain places, GBV contributes to the erosion of the social and economic fabric**, as women and girls play important roles in the maintenance of local economies;
- **GBV can be prevented through broad-based programmes designed and implemented proactively with the full participation of refugee communities**, especially those most vulnerable. Most often, it is the work of local women's organisations that provides the most inspiring examples of efforts to combat GBV;
- **Adequate emergency response measures for women who have been raped** – including proper medical examination, emergency contraception, and prevention and treatment for sexual transmitted infections, including HIV/AIDS – **must be available at the earliest stages of an emergency**, along with food, shelter, and water;
- **Any attempts to address GBV – both prevention and assistance to victims – must be the outcome of coordinated activities** between humanitarian organisations, constituent communities (host and refugees), health and social services, police and security forces, and the justice systems (including traditional or customary law and national legal institutions). **National government bodies should be responsible for overseeing this coordination.**

Preparation

- You should **download in advance** the article “A way to end female genital cutting” (see “Activity 2 - Wrap-up”) if you wish to refer to it and distribute a copy to participants;
- You should also **download or order** your potential selection of **IRIN films** (See “Handout 11 - Essential Reading, Web Sites, Films, and Tools”) that you would like to use during the training.

Optional Module GBV Breakdown			
Timing		Method	Resources needed
Optional start	3'	Film	Optional Module GBV.ppt
Activity 1 - Defining GBV	15'	Plenary discussion	IRIN CD-ROM
Activity 2 - What Can I Do?	60'	Group work	Handout 1 - Definitions
Activity 3 - Action Points	15'	Presentation with slides	Handout 2 - Statistics and Facts
			Handout 3 - Forms of Sexual and Gender-Based Violence
			Handout 4 - Activity 2 - Role Plays
			Trainer Guidance 1 - Activity 2 - Role Plays
			Handout 5 - Case Studies
			Handout 6 - Checklist for Action
			Handout 7 - Matrix of Interventions to Prevent and Respond to Gender-Based Violence in Humanitarian Settings
			Handout 8 - Key Gender-Based Violence Guiding Principles
			Handout 9 - UNHCR Standards of Conduct - Ensuring Protection from Sexual Exploitation and Abuse
			Handout 10 - Secretary-General's Bulletin - Special Measures for Protection from Sexual Exploitation and Sexual Abuse
Total: 90 minutes (without the optional start)			Handout 11 - Essential Reading, Web Sites, Films, and Tools

Sources and acknowledgement

- The outline of this module was designed by the Reach Out team, relying on materials from the Inter-Agency Standing Committee, the Reproductive Health Response in Conflict Consortium, and the UNHCR;
- It was then submitted to counterparts with expertise on GBV/SGBV for comments and input, including the IFRC, IRC in Kenya, MSF, NRC, Oxfam, UNDP, UNHCR, UNICEF, and the Women’s Commission for Refugee Women and Children. This ongoing process of exchange and discussion on the content and the pedagogical approach has led to this version of the module;
- Please refer to “Handout 11 - Essential Reading, Web Sites, Films, and Tools” for more-detailed information on publications and tools used.

Activity 1 - Defining Gender-Based Violence			
Timing		Method	Resources needed
Optional start	3'	Film Plenary discussion	Optional Module GBV.ppt
Introduction	10'		IRIN CD-ROM
Conclusions	5'		Handout 1 - Definitions
Total: 15 minutes (without the optional start)			Handout 2 - Statistics and Facts Handout 3 - Forms of Sexual and Gender-Based Violence

Optional start (3 minutes)

You may wish to start with the beginning of the film **"Our bodies ... their battlegrounds"** (refer to "Handout 11 - Essential Reading, Web Sites, Films, and Tools" for details). This film highlights the crisis facing women, girls, and infants throughout the world, both during and following conflict. This short film allows **the session to start in a very targeted and effective way.**

Note to trainer

- ✓ *We recommend that the first 2 minutes 25 seconds of this film be shown without the sound.*
- ✓ *Stress very clearly to participants that these images can be shocking, although there are no explicit scenes of violence.*

Introduction (10 minutes)

Slide 1: Gender-based violence (GBV)

Slide 2: Objectives

- To raise awareness of GBV;
- To get the participants to reflect on the link between GBV and protection in a given context;
- To discuss/share responses, strategies, and support mechanisms to reduce and respond to incidents of GBV.

The beginning of this module should be conducted in a very **interactive manner.**

Ask the participants what their definition of GBV would be and who may be concerned.

Write their responses on a flip chart. **Sort these responses together** with the participants and establish categories:

- Sexual violence;
- Physical violence;
- Emotional and psychological violence;
- Harmful traditional practices;
- Socio-economic violence.

You may distribute “Handout 1 – Definitions” and refer specifically to the expanded definition of sexual and gender-based violence used by the UNHCR and implementing partners.¹

Concluding the discussion (5 minutes)

You can conclude by underlining the following:

GBV is an umbrella term for any harm that is perpetrated against a person’s will that is the result of power imbalances that exploit distinctions between males and females, amongst males, and amongst females. Violence may be physical, sexual, psychological, economic, or socio-cultural.

Perpetrators may include family members, community members, or those acting on behalf of cultural, religious, state, or intrastate institutions. Although not exclusive to women and girls, GBV principally affects them across all cultures.²

Throughout history, GBV has been an integral component of armed conflict.

Sexual violence is often systematic for the purposes of destabilising populations and destroying bonds within communities and families, advancing ethnic-cleansing, expressing hatred for the enemy, or supplying combatants with sexual services. Evidence suggests that the use of rape as a weapon of war has increased dramatically in recent years in conflict areas.

You may illustrate your remarks by using the collection of real examples gathered in “Handout 2 - Statistics and Facts” to emphasise the human, economic, social, and health effects of GBV on a given situation, community, or country.

Other forms of GBV that may be of concern during war and its aftermath include:

- Early and/or forced marriage;
- Female infanticide;
- Enforced sterilisation or pregnancy;
- Domestic violence;
- Forced or coerced prostitution or other forms of sexual exploitation;
- Trafficking in women, girls, and boys;
- Intentional HIV transmission;
- Female genital mutilation (FGM).

Note to trainer

- ✓ *If time allows, you could facilitate a discussion and debate on the following: “In the context of the Millennium Development Goals, the abuse of power in the family in relation to preventing female children from going to school or playing, or even having the same food as their brothers and being discriminated against is a form of GBV.”*

¹ Based on Articles 1 and 2 of the UN General Assembly Declaration on the Elimination of Violence against Women (1993) and Recommendation 19, paragraph 6, of the 11th Session of the CEDAW Committee; *Sexual and Gender-Based Violence against Refugees, Returnees and Internally Displaced Persons*, Office of the United Nations High Commissioner for Refugees, Geneva 2003, p. 11.

² Jeanne Ward, *If Not Now, When? Addressing Gender-based Violence in Refugee, Internally Displaced, and Post-conflict Settings*, Reproductive Health Response in Conflict Consortium, 2002.

The linkage between gender inequality and power relations as the root cause of sexual GBV (SGBV) is crucial. “Gender has everything to do with power. Violence against women is a manifestation of historical unequal power relationships between men and women, a crucial social mechanism by which women remain in a subordinate position compared with men.”³

For any **further information** related to various forms of SGBV, please refer to, and distribute if deemed appropriate, “Handout 3 - Forms of Sexual and Gender-Based Violence”.

³ Beth Vann, *Gender-Based Violence Emerging Issues in Programs Serving Displaced Populations*, JSI Research and Training Institute, 2002, pp. 7-8. Original quote is from DEVAW 1993 and reads as follows: “...that violence against women is a manifestation of historically unequal power relations between men and women, which have led to domination over and discrimination against women by men and to the prevention of the full advancement of women, and that violence against women is one of the crucial social mechanisms by which women are forced into a subordinate position compared with men...”

Activity 2 - What Can I Do?			
Timing		Method	Resources needed
Instructions	5'	Instructions given in plenary	Handout 4 - Activity 2 - Role Plays
Group work	30'	Small group work	Trainer Guidance 1 - Activity 2 - Role Plays
Feedback	20'	Feedback in plenary	Handout 5 - Case Studies
Wrap-up	5'	Wrap-up	
Total: 60 minutes			

Note to trainer

- ✓ *These **role plays can be emotionally draining and shocking** to some participants. Therefore, it is advisable that they be warned beforehand, and ensure a proper debriefing at the end.*

Instructions for the exercise (5 minutes)

Divide the participants into groups of four, ensuring that the groups are gender-balanced. If you think that women will not be able to freely express their feelings, then create a group of only female participants.

Indicate to participants that the short role plays will be illustrating various forms of GBV.

Identify participants who will be playing the respective roles.

At the end, **distribute** to each group “Handout 4 – Activity 2 - Role Plays”, comprising a brief summary of the role play and the related questions.

Each group is **tasked** with answering questions from one or two role plays depending on the number of groups.

Given time constraints or the targeted audience, **you may wish to pick only one role play** and expand on it with more-specific questions related to the participants' context.

- **Role play 1:** rape, host/refugee community relationships;
- **Role play 2:** domestic violence, unequal access to food and non-food items, and customary law;
- **Role play 3:** sexual exploitation and code of conduct;
- **Role play 4:** female genital mutilation and traditional practices.

Group work (30 minutes)

Ask each group to appoint a rapporteur who will report back to the plenary.

Ask groups to record their findings on flip charts.

Walk amongst the groups to ensure that they are on the right track and that there is full/active participation amongst the participants.

Feedback (20 minutes)

Feedback from each group must be short (five minutes) and should be completed by other groups' findings/outcomes.

Key points related to the role play should be covered.

“Trainer Guidance 1 - Activity 2 - Role Plays” summarises all of these key points and can be referred to for further explanations.

Draw from the participants’ own experiences when possible.

Be ready to provide specific programming activities and lessons learned illustrating gender-based violence to allow space for discussion and reflection amongst participants.

Note to trainer

- ✓ *If **other concerns** arise during the feedback process, remember to make use of the **park sheet**, or you may wish to **allocate more time** as you identify a genuine need for participants to discuss these issues. In such a case, you must point out that you will need to shorten either the coffee break or the lunch break.*

Wrap-up (5 minutes)

Wrap up by **highlighting key messages** through examples given by participants.

Option

Alternatively, you may wish to draw directly from the participants’ knowledge and experiences by asking them to provide a specific case they’ve encountered on one of the following topics, ensuring that confidentiality will be maintained, i.e., specific agencies/staff should not be mentioned.

- Rape, host/refugee community relationships;
- Domestic violence, unequal access to food and non-food items, and customary law;
- Sexual exploitation and code of conduct;
- Female genital mutilation and traditional practices.

Ask them to **identify the problems** related to this case and how (should be seen as a broad view: activities, evaluation, negotiation, etc.) they responded to the needs of the survivors, refugee/host community, etc. See “Handout 5 - Case Studies”.

The article “**A way to end female genital cutting**”⁴ can be **required in advance** or **downloaded**⁵ and **distributed** at the end of the exercise.

⁴ Gerry Mackie, “A Way to End Female Genital Cutting”, FGC Education and Networking Project, 2003.

⁵ The Female Genital Cutting Education and Networking Project: www.fgmnetwork.org.

Activity 3 - Action Points		
Timing	Method	Resources needed
Presentation and wrap-up	15'	Discussion facilitated in plenary
		Optional Module GBV.ppt Handout 6 - Checklist for Action Handout 7 - Matrix of Interventions to Prevent and Respond to Gender-Based Violence in Humanitarian Settings Handout 8 - Key Gender-Based Violence Guiding Principles Handout 9 - UNHCR Standards of Conduct - Ensuring Protection from Sexual Exploitation and Abuse Handout 10 - Secretary-General’s Bulletin - Special Measures for Protection from Sexual Exploitation and Sexual Abuse Handout 11 - Essential Reading, Web Sites, Films, and Tools
Total: 15 minutes		

Note to trainer

- ✓ This part highlights **the findings and key messages**, leading to the closure of this module.
- ✓ **Illustrate each of the key messages with examples** that were given throughout the session or even turn to participants to have them fully engage at this stage. Remember to **keep it short and snappy**. This is not the time for a major discussion or debate.
- ✓ **“Handout 6 - Checklist for Action”, “Handout 7 - Matrix of Interventions to Prevent and Respond to Gender-Based Violence in Humanitarian Settings”, and “Handout 8 - Key Gender-Based Violence Guiding Principles”** can be distributed at the end of the session to allow further in-depth reading and provide further information, if participants are interested.

Presentation of slides (15 minutes)

Slide 3: Action points

Slide 4: What is gender all about?

With this first slide, ensure that the definition on **gender** and/or any related key words or concepts have been well assimilated by the participants.

Slide 5: GBV - 5 possible categories

To understand an issue fully, you must be able to identify it or at least know what forms it can take. This list summarises **the various forms of GBV** that can be encountered in the field.

Highlight that, when it comes to GBV, women and girls are indeed the most vulnerable, but it is also crucial to explain that **boys and men** can be subjected to identical violence (rape, forced recruitment, etc.).

Cultural peculiarities are often used to justify the use of violence towards women. Stress that the right to be free from abuse is a **fundamental and universal right**.

Slide 6: What can NGOs do?

Remind participants that **awareness-raising, training,** and refresher courses on GBV and on the code of conduct for staff within an organisation contribute actively to the protection of refugees.

Highlight the importance of understanding and knowing **the coordination mechanism and activities** amongst the numerous stakeholders. This enables one to respond in a much more effective way and to reduce the incidence of GBV.

The impact of GBV is far-reaching both for the victim and for society in general. **Strategies** to respond to the many forms of GBV must adopt a **holistic approach and extend to all sectors.**⁶

Slide 7: What can I do?

Emphasise the existing risks of GBV.

Remind participants that some donors (the UN, for example) now insist on a code of conduct.

Give the example of agreements that NGO partners have with the UNHCR: “Handout 9 - UNHCR Standards of Conduct - Ensuring Protection from Sexual Exploitation and Abuse”.

Refer to the UN Secretary-General’s bulletins in “Handout 10 - Secretary-General’s Bulletin - Special Measures for Protection from Sexual Exploitation and Sexual Abuse”, which includes the six basic elements that should be in all codes of conduct. The SG’s Bulletin on Sexual Exploitation and Abuse is applicable to all UN staff and, in Section 6, it refers to collaborative arrangements with non-UN entities, so **it is relevant for NGOs.**

At this stage, you can **complete the missing key points.**

To **encourage participants** to further their understanding and knowledge on this topic, “Handout 11 - Essential Reading, Web Sites, Films, and Tools” can be distributed.

Note to trainer

- ✓ *If time allows, you can expand on **monitoring systems, investigation, confidentiality, and sanctions, etc.***

⁶ Extract from *UNICEF Training of Trainers on Gender-Based Violence: Focusing on Sexual Exploitation and Abuse.*

Handout 1 - Definitions

Gender

The term *gender* refers to those characteristics of men and women that are socially determined in contrast to those that are biologically determined.

It defines culturally acceptable attitudes and behaviour of men and women, including responsibilities, advantages, disadvantages, opportunities, constraints, roles, status, and power assigned to women and men in society.

Gender roles are learned through socialization and vary within the society or culture. Gender is not static or innate but evolves to respond to changes in the social, political, and cultural environment.⁷

It is widely recognised that women's needs tend to be overlooked within humanitarian assistance and assessment programmes.

Addressing gender issues in the context of humanitarian assistance therefore involves looking at the different needs and interests, power imbalances, and inequalities that exist between women and men.

Gender-based violence (GBV)

GBV is used to distinguish common violence from violence that targets individuals or groups of individuals on the basis of their gender.

GBV has been defined⁸ as violence that is directed at a person on the basis of gender or sex.

It includes acts that inflict physical, mental, or sexual harm or suffering; threats such as coercion; and other deprivations of liberty.

It includes sexual violence, sex trafficking, forced prostitution, spousal abuse, emotional and psychological abuse, female genital mutilation, forced marriage, infanticide of female children, and discriminatory practices based on gender.

The majority of GBV cases are directed towards women and girls, but boys and men can also be victims.

GBV has become a weapon of war often conducted on a massive scale. Such violence is frequent in countries where total impunity of perpetrators is the rule, following the collapse of police and legal systems and the total chaos inherent in war.⁹

GBV is often used to demonstrate the power of the winning side and as a tool of psychological warfare to spread terror and panic amongst the enemy.

GBV is also used to dehumanise the enemy, i.e., to show that they are not worthy of civilised treatment. It emasculates the "losing" males, who can no longer protect their women, whilst isolating the female victims, or it is even used to punish women depicted as "traitors".

It has also been used to destroy another ethnic group by eliminating women or having them give birth to children of mixed ethnicity, who in turn are likely to be outcasts.

⁷ *Understanding Humanitarian Aid Worker Responsibilities: Sexual Exploitation and Abuse Prevention*, CCSEA Sierra Leone, 2003.

⁸ Violence Against Women, CEDAW, General Recommendation 19* UN GOAR, 1992.

⁹ "United Nations, Women, Peace and Security", study submitted by the Secretary-General pursuant to Security Council Resolution 1325, 2002, p. 2.

Expanded definition of sexual and gender-based violence used by the UNHCR and implementing partners¹⁰

Gender-based violence is violence that is directed against a person on the basis of gender or sex. It includes acts that inflict physical, mental, or sexual harm or suffering, threats of such acts, coercion and other deprivations of liberty. While women, men, boys, and girls can be victims of gender-based violence, women and girls are the main victims.

GBV shall be understood to encompass, but shall not be limited to, the following:

- a) Physical, sexual, and psychological violence occurring **in the family**, including battering, sexual exploitation, sexual abuse of children in the household, dowry-related violence, marital rape, female genital mutilation and other traditional practices harmful to women, non-spousal violence, and violence related to exploitation;
- b) Physical, sexual, and psychological violence occurring **within the general community**, including rape; sexual abuse; sexual harassment and intimidation at work, in educational institutions, and elsewhere; trafficking in women and forced prostitution;
- c) Physical, sexual, and psychological violence **perpetrated or condoned by the state and institutions**, wherever it occurs.

Power

Power is the capacity to make decisions or the ability to influence control.

All relationships are affected by the exercise of power. When power is used to make decisions regarding one's own life, it becomes an affirmation of self-acceptance and self-respect that, in turn, fosters respect and acceptance of others as equals. When used to dominate, power imposes obligations on restricts, prohibits and make decisions about the lives of others.¹¹ [In GBV, unequal power relationships are exploited or abused through the use of physical force or other means of coercion, such as threats, inducement or promise of a benefit to obtain sexual favours from a weaker or more vulnerable person.

In humanitarian crises, affected populations depend on the protection and assistance of institutions.

Humanitarian aid workers, government, security and law-enforcement officials are in a privileged position, as they have the power to make decisions that will affect the well-being of the persons they are assisting.¹²

Sex

The term *sex* refers to the biological characteristics of males and females. These characteristics are congenital, and their differences are limited to physiological reproductive functions¹³. Sex is not changeable and it does not vary across societies, cultures, or historical periods.

¹⁰ Based on Articles 1 and 2 of the UN General Assembly Declaration on the Elimination of Violence against Women (1993) and Recommendation 19, paragraph 6, of the 11th Session of the CEDAW Committee; *Sexual and Gender-Based Violence against Refugees, Returnees and Internally Displaced Persons*, Office of the United Nations High Commissioner for Refugees, Geneva 2003, p. 11.

¹¹ *Sexual Exploitation and Abuse Prevention*, CCSEA Sierra Leone. November 2003.

¹² *Guidelines for Prevention and Response*, Office of the United Nations High Commissioner for Refugees, Geneva 2003.

¹³ *Ibid.*

Violence

The term *violence* refers to all acts that cause direct physical, mental, or sexual harm or suffering and includes threats of such acts. It is a means of control and oppression that can include emotional, social, or economic force, coercion, or pressure, as well as physical harm. It can be overt, in the form of physical assault or threatening someone with a weapon; it can be covert, in the form of intimidation, threats, persecution, deception, or other forms of psychological or social pressure.¹⁴ The person targeted by this kind of violence is compelled to behave as expected or to act against her/his will out of fear.

An incident of violence is an act or a series of harmful acts by a perpetrator or a group of perpetrators against a person or a group of individuals. It may involve multiple types and repeated acts of violence over a period of time, with variable durations.

Violence against women¹⁵

“...the term ‘violence against women’ means any act of GBV that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private life.

“Violence against women shall be understood to encompass, but not be limited to, the following:

- (a) Physical, sexual and psychological violence occurring in the family, including battering, sexual abuse of female children in the household, dowry-related violence, marital rape, female genital mutilation and other traditional practices harmful to women, non-spousal violence and violence related to exploitation;
- (b) Physical, sexual and psychological violence occurring within the general community, including rape, sexual abuse, sexual harassment and intimidation at work, in educational institutions and elsewhere, trafficking in women and forced prostitution;
- (c) Physical, sexual and psychological violence perpetrated or condoned by the State, wherever it occurs.”

¹⁴ *Sexual and Gender-based Violence against Refugees, Returnees and Internally Displaced Persons: Guidelines for Prevention and Response*, Office of the United Nations High Commissioner for Refugees, Geneva 2003.

¹⁵ Declaration on the Elimination of Violence against Women (DEVAW), Art. 1 and 2, 1993.

Handout 2 - Statistics and Facts

Global statistics¹⁶

- Violence against women and girls is a major health and human rights issue. At least one in three of the world's female population has been physically or sexually abused at some time in her life.¹⁷ Many, including pregnant women and young girls, are subject to severe, sustained, or repeated attacks.¹⁸
- Worldwide, it has been estimated that violence against women is as serious a cause of death and incapacity amongst women of reproductive age as cancer, and a greater cause of ill-health than traffic accidents and malaria combined.¹⁹
- According to a WHO study, one in three women in rural Uganda is subject to verbal or physical threats from their partners, whilst 50 per cent of those women who have been threatened subsequently receive injuries. Beating a female partner was viewed as justifiable in certain circumstances by 70 per cent of the male respondents and 90 per cent of the female respondents. The study also revealed that domestic violence may be an important factor in women's susceptibility to acquiring HIV.²⁰
- A study in Nicaragua showed that 40 per cent of women of reproductive age had experienced physical violence by a partner. Seventy per cent of the physical violence was considered severe, whilst a total of 31 per cent of women were beaten during at least one of their pregnancies.²¹

Refugee/internally displaced/conflict-affected statistics²²

- In June 2004, the UNHCR approximated that 200,000 Sudanese had fled into Chad and another 1 million were estimated to be internally displaced due to increased violence in the Darfur region of Sudan.²³ Displaced Sudanese women and men report abduction and widespread rape of women in Darfur by the Janjaweed. And women and girls in Chad crossing back to Sudan in search of water, food, and firewood also face risk of sexual violence.²⁴
- Due to systematic and exceptionally violent gang rape, doctors in the Democratic Republic of Congo are now classifying vaginal destruction as a crime of combat. Thousands of Congolese girls and women suffer from vaginal fistula — tissue tears in the vagina, bladder, and rectum — after surviving brutal rapes in which guns and branches were used to violate them.²⁵ A survey of rape survivors in the South Kivu region revealed that 91 per cent suffered from one or several rape-related illnesses.²⁶

¹⁶ Excerpt from the web site of the Reproductive Health Response in Conflict (RHRC) Consortium, in the section "RHR Basics": www.rhrc.org/rhr_basics/gbv.

¹⁷ L. Heise, M. Ellsberg, and M. Gottemoeller, "Ending Violence Against Women", *Population Reports*, Series L No. 11, 1999, Baltimore, Population Information Program, Johns Hopkins School of Public Health.

¹⁸ Violence Against Women Fact sheet, WHO.

¹⁹ *World Development Report 1993: Investing in Health*, World Bank, New York 1993.

²⁰ WHO Bulletin 2003 "Domestic violence in rural Uganda: Evidence from a community based study".

²¹ *Ibid.*

²² *Op. cit.*, Note 16.

²³ UNHCR.

²⁴ UNFPA press release, "Women suffer brunt of conflict in western Sudan, UNFPA warns", 4 May 2004.

²⁵ *Washington Post*.

²⁶ International Alert report.

- According to UNIFEM, mass rape in the Democratic Republic of the Congo has been accompanied by sexual mutilation and cannibalism, with armed groups particularly targeting pygmy women for cannibalism and genocide.²⁷
- As many as 3,000 women in central Kivu in the Democratic Republic of the Congo were raped between 1999 and mid-2001, demonstrating the extent to which rape is used as a weapon of war in the Congo's five-year conflict.²⁸
- Sexual violence and abduction of women and girls have greatly increased in Baghdad, Iraq, according to Human Rights Watch. Insecurity and fear are keeping women and girls housebound, out of school, and out of work.²⁹
- Since the fall of the Taliban, 235 women in Afghanistan have tried to kill themselves by self-immolation, according to the Afghan Independent Human Rights Commission. Thousands of Afghan women try to commit suicide every year due to their domestic situation.³⁰
- In an RHRC Consortium survey conducted in East Timor, physical assault by non-family members decreased from 24.4 per cent during the crisis to 5.8 per cent post-crisis. Sexual assault decreased by more than half once the conflict ended. This study demonstrates the increased incidence of GBV during conflict.³¹
- Approximately 50,000 to 64,000 internally displaced women in Sierra Leone have histories of war-related assault,³² whilst 50 per cent of those who came into contact with the Revolutionary United Front reported sexual violence.³³
- According to a 1999 government survey, 37 per cent of Sierra Leone's prostitutes were less than 15 years of age, and more than 80 per cent of those under 15 were unaccompanied or children displaced by the war.³⁴
- During the war in Bosnia and Herzegovina in the early 1990s, it is estimated that between 20,000 and 50,000 women were raped.³⁵
- Refugees International estimates that up to 40 per cent of women were raped during Liberia's 14-year civil war;³⁶ and teenagers were the most targeted group.³⁷
- Displaced women face sexual exploitation by aid workers, as demonstrated by reports from West Africa³⁸ and the abuse of Bhutanese women in refugee camps in Nepal.³⁹
- Findings from a study of Palestinian refugee women indicate that 30 per cent of women were subjected to beating at least once during their marriage, with the husband as the main perpetrator.⁴⁰

²⁷ UNIFEM fact sheet.

²⁸ *The War Within the War: Sexual Violence Against Women and Girls in Eastern Congo*, Human Rights Watch, 2002, <http://www.hrw.org/reports/2002/drc/>.

²⁹ *Climate of Fear: Sexual Violence and Abduction of Women and Girls in Baghdad*, Human Rights Watch, 2003, <http://hrw.org/reports/2003/iraq0703/>.

³⁰ BBC News, 23 March 2004.

³¹ M. Hynes, et al., "Field Test of a Gender-Based Violence (GBV) Survey in East Timor: Lessons Learned", presentation at the RHRC Consortium Conference 2003: Reproductive Health from Disaster to Development, Brussels, 2003.

³² *War-Related Sexual Violence in Sierra Leone: A Population-Based Assessment*, Physicians for Human Rights, Boston 2002.

³³ *Physicians for Human Rights Sierra Leone report* May 2003.

³⁴ *Situation Analysis of Women and Children in Sierra Leone*, Government of Sierra Leone, Freetown 1999.

³⁵ M. Olujić and V. Nikolic-Ristanovic, cited in Jeanne Ward, *If Not Now, When? Addressing Gender-based Violence in Refugee, Internally Displaced, and Post-conflict Settings*, Reproductive Health Response in Conflict Consortium, 2002

³⁶ Refugees International 2004.

³⁷ Statement by Gertrude Garway, Liberian specialist in sexual violence against women

³⁸ Secretary General's Bulletin October 2003 / The SCF/UNHCR report on West Africa:

www.savethechildren.org.uk/temp/scuk/cache/cmsattach/1550_unhcr-scuk%20wafrika%20report.pdf.

³⁹ Cited in WeNews report.

- Twenty-five per cent of Azeri women surveyed in 2000 by the Centers for Disease Control acknowledged being forced to have sex; those at greatest risk were amongst Azerbaijan's internally displaced, 23 per cent of whom acknowledged being beaten by their husbands.⁴¹
- An estimated 40,000 Burmese women are trafficked each year into Thailand's factories, brothels, and domestic work.⁴²
- Two Shan rights groups documented that the Burmese army has carried out mass rapes involving hundreds of women and girls in central Shan Province; employing rape as a weapon of war, the Burmese government has been trying to violently suppress a local rebellion in this area since the mid-1990s.⁴³
- In a 1995 survey of post-conflict Nicaragua, 50 per cent of female respondents said they had been beaten by their husbands, and 30 per cent said they had been forced by their husbands to have sex.⁴⁴
- The majority of Tutsi women in Rwanda's 1994 genocide were exposed to some form of GBV; of those, it is estimated that between 250,000 and 500,000 survived rape.⁴⁵
- A 1982 study of Guatemalan refugee women found that their most overwhelming fear was that of being raped.⁴⁶

⁴⁰ "Domestic violence among selected Palestinian refugee communities in Lebanon: An exploratory study and ideas for further action", Association Najdeh, 1999.

⁴¹ J Kerimova et al., "Factors Associated with Self-reported Forced Sex Among Azerbaijani Women," unpublished abstract presented at the Reproductive Health for Refugees Consortium Conference, Washington, DC, 2000.

⁴² *Cycle of Suffering*, Human Rights Documentation Unit and Burmese Women's Union, Bangkok 2000.

⁴³ *License to rape*, Shan Women's Action Network & Shan Human Rights Foundation, 2002.

⁴⁴ "Situation of Gender-based Violence Against Women in Latin America and the Caribbean: National Report Nicaragua", United Nations Development Program, New York 2001.

⁴⁵ *Survey on Violence Against women in Rwanda*, Association of Widows of the Genocide (Avega), Kigali 1999.

⁴⁶ V. Rich, *Gender Violence in Guatemala*, cited in Jeanne Ward, *If Not Now, When? Addressing Gender-based Violence in Refugee, Internally Displaced, and Post-conflict Settings*, Reproductive Health Response in Conflict Consortium, 2002.

Handout 3 - Forms of Sexual and Gender-Based Violence

The following tables were taken from the UNHCR report “Sexual and gender-based violence (GBV) against refugees, returnees and internally displaced persons”. This list is neither exhaustive nor exclusive and should be viewed as a practical tool that can help to identify various existing forms of sexual and gender-based violence.

Acts of gender-based violence have been grouped into five categories:

- Sexual violence;
- Physical violence;
- Emotional and psychological violence;
- Harmful traditional practices;
- Socio-economic violence.

Physical violence

Type of act	Description/Examples	Can be perpetrated by
Physical assault	Beating, punching, kicking, biting, burning, maiming, or killing, with or without weapons; often used in combination with other forms of sexual and gender-based violence	Spouse, intimate partner, family member, friend, acquaintance, stranger, anyone in position of power, members of parties to a conflict
Trafficking, slavery	Selling and/or trading in human beings for forced sexual activities, forced labour or services, slavery or practices similar to slavery, servitude or removal of organs	Any person in a position of power or control

Emotional and psychological violence

Type of act	Description/Examples	Can be perpetrated by
Abuse/Humiliation	Non-sexual verbal abuse that is insulting, degrading, demeaning; compelling the victim/survivor to engage in humiliating acts, whether in public or private; denying basic expenses for family survival	Anyone in a position of power and control; often perpetrated by spouses, intimate partners, or family members in a position of authority
Confinement	Isolating a person from friends/family, restricting movements, deprivation of liberty, or obstruction/restriction of the right to free movement	Anyone in a position of power and control; often perpetrated by spouses, intimate partners, or family members in a position of authority

Sexual violence

Type of act	Description/Examples	Can be perpetrated by
Rape and marital rape	The invasion of any part of the body of the victim or of the perpetrator with a sexual organ, or of the anal or genital opening of the victim with any object or any other part of the body by force, threat of force, coercion, taking advantage of a coercive environment, or against a person incapable of giving genuine consent (International Criminal Court)	Any person in a position of power, authority and control, including husband, intimate partner, or caregiver
Child sexual abuse, defilement, and incest	Any act where a child is used for sexual gratification. Any sexual relations/interaction with a child	Someone the child trusts, including parent, sibling, extended family member, friend or stranger, teacher, elder, leader or any other caregiver, anyone in a position of power, authority and control over a child
Forced sodomy/anal rape	Forced/coerced anal intercourse, usually male-to-male or male-to-female	Any person in a position of power, authority and control
Attempted rape or attempted forced sodomy/anal rape	Attempted forced/coerced intercourse; no penetration	Any person in a position of power, authority and control
Sexual abuse	Actual or threatened physical intrusion of a sexual nature, including inappropriate touching, by force or under unequal or coercive conditions	Any person in a position of power, authority and control, family/community members, co-workers, including supervisors, strangers
Sexual exploitation	Any abuse of a position of vulnerability, differential power, or trust for sexual purposes; this includes profiting monetarily, socially or politically from the sexual exploitation of another (IASC); sexual exploitation is one of the purposes of trafficking in persons (performing in a sexual manner, forced undressing and/or nakedness, coerced marriage, forced childbearing, engagement in pornography or prostitution, sexual extortion for the granting of goods, services, assistance benefits, sexual slavery)	Anyone in a position of power, influence, control, including humanitarian aid workers, soldiers/officials at checkpoints, teachers, smugglers, trafficking networks
Forced prostitution (also referred to as sexual exploitation)	Forced/coerced sex trade in exchange for material resources, services and assistance, usually targeting highly vulnerable women or girls unable to meet basic human needs for themselves and/or their children	Any person in a privileged position, in possession of money or control of material resources and services, perceived as powerful, humanitarian aid workers
Sexual harassment	Any unwelcome, usually repeated and unreciprocated sexual advance, unsolicited sexual attention, demand for sexual access or favours, sexual innuendo or other verbal or physical conduct of a sexual nature, display of pornographic material, when it interferes with work, is made a condition of employment or creates an intimidating, hostile or offensive work environment	Employers, supervisors or colleagues, any person in a position of power, authority, or control
Sexual violence as a weapon of war and torture	Crimes against humanity of a sexual nature, including rape, sexual slavery, forced abortion or sterilisation or any other forms to prevent birth, forced pregnancy, forced delivery, and forced child-rearing, amongst others. Sexual violence as a form of torture is defined as any act or threat of a sexual nature by which severe mental or physical pain or suffering is caused to obtain information, confession, or punishment from the victim or third person, intimidate her or a third person or to destroy, in whole or in part, a national, ethnic, racial or religious group	Often committed, sanctioned, and ordered by military, police, armed groups, or other parties in conflict

Harmful traditional practices

Type of act	Description/examples	Can be perpetrated by
Female genital mutilation (FGM)	Cutting of genital organs for non-medical reasons, usually done at a young age; ranges from partial to total cutting, removal of genitals, stitching whether for cultural or other non-therapeutic reasons; often undergone several times during lifetime, i.e., after delivery or if a girl/woman has been victim of sexual assault	Traditional practitioners, supported, condoned, and assisted by families, religious groups, entire communities and some states
Early marriage	Arranged marriage under the age of legal consent (sexual intercourse in such relationships constitutes statutory rape, as the girls are not legally competent to agree to such unions)	Parents, community and state
Forced marriage	Arranged marriage against the victim's/survivor's wishes; often a dowry is paid to the family; when refused, there are violent and/or abusive consequences	Parent, family members
Honour killing and maiming	Maiming or murdering a woman or girl as punishment for acts considered inappropriate for her gender that are believed to bring shame to the family or community (e.g., pouring acid on a young woman's face as punishment for bringing shame to the family for attempting to marry someone not chosen by the family), or to preserve the honour of the family (i.e., as a redemption for an offence committed by a male member of the family)	Parent, husband, other family members or members of the community
Infanticide and/or neglect	Killing, withholding food, and/or neglecting female children because they are considered to be of less value in a society than male children	Parent, other family members
Denial of education for girls or women	Removing girls from school, prohibiting or obstructing access of girls and women to basic, technical, professional or scientific knowledge	Parents, other family members, community, some states

Socio-economic violence

Type of act	Description/examples	Can be perpetrated by
Discrimination and/or denial of opportunities, services	Exclusion, denial of access to education, health assistance or remunerated employment; denial of property rights	Family members, society, institutions and organizations, government actors
Social exclusion/ostracism based on sexual orientation	Denial of access to services, social benefits or exercise and enjoyment of civil, social, economic, cultural and political rights, imposition of criminal penalties, discriminatory practices or physical and psychological harm and tolerance of discriminatory practices, public or private hostility to homosexuals, transsexuals or transvestites	Family members, society, institutions and organizations, government actors
Obstructive legislative practice	Denial of access to exercise and enjoy civil, social, economic, cultural and political rights, mainly to women	Family, community, institutions and state

Handout 4 – Activity 2 - Role Plays**Role play 1: rape, host/refugee community relationships**

Two refugee women are collecting firewood for their cooking fires just outside the camp. Suddenly, they are attacked and gang-raped by a group of villagers who were fed up that the refugees were depleting their resources. In the course of this sinister attack, one refugee woman is even killed. This event triggers an emotional response within the refugee camp, where leaders are calling for revenge.

Questions

- What could you do as an NGO working in the camp to prevent any further violence against these refugee women?
- How do you ease the tensions in the camp and between the two communities?

Role play 2: domestic violence, unequal access to food and non-food items, and customary law

A woman, along with her children, has been severely beaten by her drunken husband. In agony and scared, they come to seek refuge in your office. The woman starts to explain that all the food and non-food items distributed by NGOs are being diverted by her husband for gambling and drug purposes. She and her children are malnourished and subjected to daily beating and humiliation. She cannot appeal to her community, as her husband is the son of the powerful clan chief of the refugee camp. You indeed notice that the mother and the children are in great shock and in need of immediate medical assistance.

Questions

- What immediate actions do you take to ensure the protection of this mother and her two children?
- What solution do you put in place regarding the husband?

Role play 3: sexual exploitation and code of conduct

You are a humanitarian aid worker and suspect that your colleague, who has become your best friend over the past several months, is behaving inappropriately. You believe that he is luring refugee minors, girls as well as boys, into his room in order to have sexual relations with them in exchange for non-food and food items.

Questions

- What do you do?
- In your capacity as manager, what do you put in place to avoid a similar situation in the camp?

Role play 4: female genital mutilation and traditional practices

You are on an assessment mission in a refugee camp. During your stay, you discover that female genital mutilation is being performed with the consent of the tribal chief and that the camp manager has been aware of this practice but has been unwilling to do anything about it. He thinks that there are far greater priorities to be tackled for the present time and that this is a traditional practice.

Question

What recommendations or suggestions can you make to prevent and/or stop this harmful practice?

Trainer Guidance 1 – Activity 2 - Role Plays**Role play 1: rape, host/refugee community relationships**

- Have specific activities been implemented for the host communities?
- Has training amongst the local population taken place?
- Identify other existing alternatives to firewood, such as a stove.

You may wish to refer to the case study entitled “A pioneering programme helps victims of gender-based violence” in Handout 6, which illustrates the implementation of a successful IRC programme against GBV in Tanzanian refugee settings. The case study “Overcoming rape through counselling and support” in Handout 6 addresses more the issue of counselling support/mechanisms towards refugee women.

Role play 2: domestic violence, unequal access to food and non-food items, and customary law

Refer to the following principles: confidentiality; respect the wishes, dignity, and rights of the survivors. Customary law versus national/ international law. Customary law is practised in camps, with traditional courts made up of refugee leaders, and it reflects their cultural values and norms. In some settings, these courts result in further discrimination and victimisation of women.

Acts of GBV violate numerous principles of international human rights, including: the right to life, equality, security of person, equal protection under the law, freedom from torture and other cruel, inhuman, or degrading treatment.⁴⁷

Key international documents include:

- The Convention on the Rights of the Child (1989);
- The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW, 1981);
- The Declaration on the Elimination of All Forms of Violence against Women (UN General Assembly, 1993);
- Rome Statute of the International Criminal Court (entered into force July 2002);
- The Protocol to the African Charter on Human and People’s Rights on the Rights of Women in Africa. It was adopted on 11 July 2003, though it has yet to be ratified by most African countries.

For any additional solution-focused responses, you may refer participants to the case study: “Addressing domestic violence amongst Palestinian refugees” in Handout 6, which provides a real example of how to address this issue and elaborate practical and sustainable solutions.

Role play 3: sexual exploitation and code of conduct

Although sexual abuse and exploitation occur in many different contexts, there are specific factors in humanitarian crises that heighten the potential for this form of exploitation.⁴⁸

⁴⁷ This paragraph is an excerpt from the *UNICEF Training of Trainers on Gender-Based Violence: Focusing on Sexual Exploitation and Abuse*.

⁴⁸ *Idem*, except last key point.

- Lack of economic opportunities for displaced populations may result in commercial and exploitative sex being one of the few options for income generation to meet basic needs;
- In many countries, laws are inadequate to protect children and women from sexual exploitation and abuse. For example, in countries where the age of marriage or consent to sexual relations is as low as 14, children may receive little protection from local laws and practices;
- Corruption and impunity tend to be endemic in crisis situations, often leading to lack of accountability for perpetrators of gender-based violence;
- Lack of privacy in camp settings often means that children are exposed to sexual activity from a young age;
- The scarcity of humanitarian relief exacerbates economic vulnerability;
- Does your organisation have a code of conduct? Have you been required to sign it?

In addition, you may wish to refer to the learning points extracted from the Gender Training Pack of the International Federation of Red Cross and Red Crescent Societies.

Definition of sexual abuse and exploitation	<ul style="list-style-type: none"> ✓ Sexual abuse refers to “actual or threatened physical intrusion of a sexual nature, including inappropriate touching, by force or under unequal or coercive conditions”. ✓ Sexual exploitation refers to “any abuse of position of vulnerability, differential power, or trust for sexual purposes; this includes profiting monetarily, socially or politically from the sexual exploitation of another”.
The lessons learned about how to tackle sexual abuse and exploitation	<ul style="list-style-type: none"> ✓ It is important for managers to immediately determine the nature of the reported concern. If it is a suspected violation of law, it must be reported to the authorities. If substantiated as “only” a violation of the code of conduct, suspension of the alleged perpetrator during the time of the internal assessment should be undertaken. ✓ Consult/cooperate with the Human Resources, Legal Departments, and report to the Risk Management and Audit Department. ✓ Conduct an internal assessment/investigation to establish what has happened. Ensure that victims and witnesses are protected. Take written and signed statements. Terminate mission/employment if the alleged perpetrator is proven guilty. Compile a final report.
Preventive actions from human resources point of view	<ul style="list-style-type: none"> ✓ Ensure a mainstreamed approach to prevention in human resources. Address the issue during recruitment and when obtaining references. Include in training, inductions, and briefing. If needed, conduct specific training on the issue. ✓ Ensure, as far as it is possible, a balance between men and women, both as delegates and volunteers. ✓ Managers must ensure that everyone is familiar with the code of conduct for staff, if one exists. Clear reporting lines for staff and volunteers should be outlined. Also ensure that there are human resources policies on sexual harassment, etc. ✓ And have clear instructions for those working in the field regarding disciplinary and grievance procedures related to sexual exploitation/abuse.
Preventive measures from a broad perspective	<ul style="list-style-type: none"> ✓ Conduct situation analysis/needs assessment to identify especially vulnerable groups such as unaccompanied children or single-headed families. ✓ Co-operate with other humanitarian organisations such as by jointly organising specific training and exchanging ideas on good practice. ✓ Ensure that correct procedures are in place. See that the issue is covered in monitoring and evaluation. ✓ Provide accountability towards the refugees by keeping them informed about their rights and how they can forward complaints. ✓ Ensure that the ways in which logistical procedures and the provision of security are organised within the camp facilitate, rather than impede, the protection of vulnerable groups from assault of a sexual nature.

Role play 4: female genital mutilation and traditional practices

You may wish to refer to the article “A way to end female genital cutting” (see “Activity 2 - Wrap-up”) and to analyse with participants the dynamics leading to a total banning of this harmful practice.

Handout 5 - Case Studies⁴⁹**Doing "bad things to women" in Sudan**

Mura is a 65-year-old woman who fled her village, Kurbya, in Sudan and arrived in Bahai, Chad, with her husband, daughter, son-in-law, and six grandchildren. She explained in a quiet voice how the Janjaweed stole all their livestock and that Sudanese government soldiers shot at her and her neighbours and burned their village. Her sister was killed, and the family lost five other children during the chaos of flight. She estimated that 25 young women around 20 years old were taken by the Janjaweed. "The Janjaweed always do bad things to the women," she says.

Overcoming rape through counselling and support

Dominique, a 40-year-old woman from the Democratic Republic of Congo, was raped by a soldier when her village was invaded by Rwandan military forces. She fled to Zambia for safety. Upon arrival, she discovered that she was pregnant. She also found her husband, who had left her alone with their three children three years earlier. They had become separated when he encountered rebel forces whilst travelling and then fled to Zambia. He was already remarried and would not speak to her, seeing that she was pregnant. When she encountered the counselling services of Hodi, a local NGO committed to improving the life of poor communities, she was despondent with grief and did not want the baby. Through counselling, however, she has accepted the situation and has decided to use post-natal services. She has started to focus on her baby and is now rebuilding her life.

Addressing domestic violence amongst Palestinian refugees

Huda is a young Palestinian refugee woman who lives with her husband and five children in the Rashidieh camp in Tyre (southern region of Lebanon). Her husband is unemployed and drinks alcohol excessively. He treats Huda badly, hitting and beating her and the children on a daily basis. Whenever things get out of hand, Huda leaves home and takes refuge at her parents' house. Her husband had forbidden the children from leaving with their mother as a way to pressure Huda and punish her for leaving the house. Huda always goes back to him for the sake of the children. Every time she reconciles with him, he forces her to have sex without protection, often resulting in a new pregnancy. Although the family needs the money, the husband forbids her from working whenever they fight because of the evident signs of beating on her body and his fear of her talking to other people and exposing his behaviour. After hearing a lecture on sexual and reproductive health sponsored by a local NGO working with Palestinian refugees, Huda started talking about her domestic problem with the staff of the NGO, and she asked for support and advice. The last time she left home, her husband forced their eldest daughter to quit school in order to take care of her siblings and other domestic matters. The NGO's social worker intervened, convincing the husband to allow the daughter to return to school. The social worker then persuaded Huda to return home under a set of conditions established to ensure her security. The social worker discussed the possibility that the father may behave aggressively towards his daughter and sexually assault her whilst he is under the influence of alcohol. The mother's presence at home could help deter such behaviour. The social worker also spoke to Huda's relatives, asking them to monitor the situation daily and intervene to provide security for Huda and her children.

⁴⁹ Excerpt from the web site of the Reproductive Health Response in Conflict Consortium, in the section RHR Basics: www.rhrc.org/rhr_basics/gbv.

A pioneering programme helps victims of gender-based violence

During the influx of Burundian refugees to Tanzania in 1993, many women and girls were raped or otherwise abused. Due to the breakdown of the traditional system that ensured their protection, the women were suffering in silence and were not reporting these cases to anyone for fear of being further victimised or isolated.

In 1996, the International Rescue Committee (IRC) carried out a survey to determine the extent of GBV in the camps. This led to the establishment of the GBV programme to protect women by raising awareness in the community and involving the community in the prevention of GBV. In addition, the programme provided a forum in which women and girls could discuss their problems and provide each other with support and advice.

As a pioneer in this area, the IRC met with great resistance from some members of the community. Nevertheless, raising awareness and involving both men and women in the prevention of GBV increased support for the programme over time. Many other organisations have now followed in the IRC's footsteps by establishing similar programmes in other refugee camps. IRC Tanzania has since increased the scope of its GBV projects by training NGO staff, the police, Tanzanian government leaders, and officials and community-based leaders.

In 1999, the Bureau of Population, Refugees and Migration and the United Nations High Commissioner for Refugees recognised the contribution the GBV programme was making to prevent GBV in the camps and provided additional funding for the programme. With this funding, IRC Tanzania was able to continue conducting awareness meetings and community training, greatly improving the community's role in preventing GBV in the camps. In 2001, upon the request of the IRC, the UNHCR and local authorities of the Tanzanian legal system established mobile court services in all camps. The community support groups now offer awareness training, a reporting and referral system, counselling and health services, and a drop-in centre that is open 24 hours a day. This programme has now become a community concern and has given confidence to women to "raise their voices" and be proactive regarding issues very important to them.

We have learned that, in this environment, success in fighting GBV depends on how well both men and women are involved in the design and implementation of the programmes and that a women-only focus will limit the success of the programme.

Sexual exploitation and abuse by aid workers in West Africa⁵⁰

In February 2002, the UNHCR and Save the Children (UK) published a survey in Liberia, Guinea, and Sierra Leone,⁵¹ the findings of which revealed that displaced children and women were being abused and exploited by aid workers.

The team interviewed 1,500 children and adults (internally displaced and refugees) to determine the scope of sexual violence and exploitation. They discovered that exploitation and abuse were extensive, with sexual exploitation mainly taking the form of casual encounters between the exploiter and the victim.

According to the report, the prime exploiters included agency workers from local and international NGOs and UN organizations – those entrusted to protect and assist. A total of 67 individuals from a range of organisations were implicated. Agency workers were allegedly using humanitarian assistance and services (medication, food, plastic sheeting, education, skills training, school supplies, and building materials) in exchange for sex with women and girls under 18.

⁵⁰ Contribution from Tracy Vaughan, IRC in Kenya.

⁵¹ *Note for Implementing and Operational Partners on Sexual Violence and Exploitation: The Experience of Refugee Children in Guinea, Liberia and Sierra Leone*, UNHCR/Save the Children (UK), 2002: www.savethechildren.org.uk/temp/scuk/cache/cmsattach/1550_unhcr-scuk%20wafrika%20report.pdf.

The UN's Office of Internal Oversight Services undertook a follow-up mission. It confirmed that there was evidence of sexual abuse, but it challenged the extent of it, criticising the lack of detailed evidence in the original report, which made it difficult to hold any individuals to account.

Nevertheless, the results of these reports catalysed action. Many organisations had not recognised the risks of exploitation and abuse in humanitarian situations, but, as a result, many put systems in place aimed at reducing the risks. Individual organisations developed codes or systems. In addition, the Inter-Agency Standing Committee (IASC) developed a task force to look into the issue, which came up with a number of tools for organisations. Some donors, including the UNHCR, and the US State Department's Bureau for Population, Refugees and Migration, now require implementing partners to have codes of conduct. The recommendations from the IASC provided the basis of the content in the SG's Bulletin,⁵² which is a binding document for all UN employees and employees of UN implementing partners.

Whilst the example from West Africa highlights the vulnerabilities of displaced populations to abuse and exploitation by aid workers, it is probably true to say that most abuse happens within communities and families. But even one abuse case contravenes the duty of care we have as humanitarian organisations. The organisation is responsible if staff contravene standards of ethical behaviour.

Sexual exploitation and abuse remain on the agenda of humanitarian organisations, as evidenced by the reports that members of the UN's largest peacekeeping mission in DRC have been abusing and exploiting women and children.⁵³ Hence the need for continued vigilance and Prevention from Sexual Exploitation and Abuse mainstreaming within all organisations working with vulnerable groups.

⁵² "Special Measures for Protection from Sexual Exploitation and Sexual Abuse United Nations", United Nations, Secretary-General's Bulletin, 9 October 2003, ST/SGB/2003/13:
www.un.org/staff/panelofcounsel/pocimages/sgb0313.pdf

⁵³ A Comprehensive Strategy to Eliminate Future Sexual Exploitation and Abuse in United Nations Peacekeeping Operations, [www.reliefweb.int/rw/lib.nsf/db900SID/LKAU-6B6G4D/\\$FILE/Zeid%20report%20_A-59-710_%20English.pdf?OpenElement](http://www.reliefweb.int/rw/lib.nsf/db900SID/LKAU-6B6G4D/$FILE/Zeid%20report%20_A-59-710_%20English.pdf?OpenElement)

Handout 6 - Checklist for Action⁵⁴**Prevention and response to gender-based violence in displaced settings****Coordination and planning**

- Create an interagency working group of partners and stakeholders to develop a plan of action; implement, monitor, and evaluate;
- Appoint a focal point for the implementation of a plan of action and follow-up to the plan;
- Advocate and agree with the WFP and NGOs on distribution standards and codes of conduct for employees aimed at effectively outlawing abuse of power, whereby entitlements are withheld, only made available conditionally, or used to coerce or induce sexual favours;
- Establish regular coordination meetings with all actors to ensure concerted effort in prevention and response to gender-based violence;
- Review existing budgets/projects with a view to incorporate the recommendations of the working group.

Staff awareness-raising and training

- Launch a code of conduct; train all staff with regard to its meaning;
- Establish a training strategy for the GBV situation (who needs to be trained in what) and implement the plan;
- Ensure that all relevant guidelines and reference material are made available in the field site (in appropriate languages);
- Train and sensitise all staff, security agents, health workers, social counsellors, leaders, and other relevant actors.

Staff management responsibilities (accountability)

- Managers must ensure that the training plan is implemented;
- Ensure individual responsibility for promoting gender equality;
- Review recruitment procedures to ensure increased female deployment at all levels;
- Ensure that the code of conduct is adhered to by all staff;
- Promote the development of internal cultures within agencies for abuses to be reported in a confidential manner and acted on immediately;
- Ensure that international staff, managers, and heads of offices visit refugees on a regular basis;
- Introduce rotation systems for existing field staff, taking into consideration continuity, staff morale, and motivation.

⁵⁴ Adapted from a checklist developed by the UNHCR, Geneva 2003. Gender-Based Violence Global Technical Support Project. Produced by The Gender-Based Violence Global Technical Support, Project of the RHRC Consortium, www.rhrc.org /JSI Research and Training Institute, June 2004. Contact us: gbvresources@jsi.com

Prevent GBV by providing adequate humanitarian assistance and services**Needs assessment**

- Identify and agree on appropriate assistance and protection standards in all sectors that respect refugees' dignity, address basic needs, and have a positive impact on the prevention of all forms of GBV;
- Commission a sector-based survey to ascertain minimum standards as per UNHCR guidelines;
- Develop and implement a training plan for various groups of refugees, including gender and human rights awareness;
- Strengthen information-distribution systems to ensure that all refugees receive information pertaining to their lives in the camps, rights, and duties, etc.

Community involvement/consultation

- Increase regular meetings in camps involving international staff in which individual refugees can raise their concerns in a private manner;
- Establish a children's forum in the camps and continue to sensitise and give increasing responsibility to the youth through the effective working of youth groups or clubs responsible for security, education/skill training, and recreational activities, equally for boys and girls;
- Confirm/identify the community focal points and redefine their roles for increased community participation, including promotion of the role of women in all aspects of the camp life, in particular, distribution of food and non-food items;
- Work with refugee committees to ensure that they establish their own code of conduct and that they respect it.

Monitoring and evaluation

- Review, adapt, and monitor distribution systems and other services to ensure that everyone has free access to rightful assistance and that abuse is prevented.

Put in place systems to respond to the needs of victims

- Establish a confidential reporting system for individuals to report cases of GBV;
- Work with the community to identify/create safe space for reporting (e.g., drop-in centres);
- Each sector must design and implement appropriate response mechanisms based on the needs of victims, namely, health, legal/justice, psychosocial, safety (see below).

Sector-by-sector actions for prevention and response to GBV**Food**

- Review the composition of the food basket and undertake an assessment of food quantities, food accessibility, cultural food practices, and additional food needs;
- Ensure refugee women's involvement in the food-distribution process;
- Ensure that proper monitoring is in place.

Logistics

- Ensure that appropriate means of transportation are provided to vulnerable beneficiaries and that appropriate escorts are provided where necessary to provide security.

Household assistance

- Provide clothing, including underwear, and shoes for refugees (with priority granted to refugees at risk, such as adolescent girls);
- In order to reduce the need for firewood and girls'/women's exposure when gathering it, provide fuel-efficient stoves to households.

Water

- Ensure that water points, latrines, and other facilities (schools, health posts, etc.) are located in secure areas and that they are within easy walking distance from private shelters.

Sanitation

- Promote family latrines for refugees through the provision of adequate tools and material: target one latrine per family;
- Sanitary facilities, in particular bathing areas, should be well demarcated and separated for females and males.

Health

- Involve female and male community members in addressing issues of reproductive health (RH) and harmful traditional practices, e.g., female genital mutilation, sexual exploitation, prostitution, abuse of girls and boys;
- Identify and train young women to be able to identify the RH needs of exploited young women for referral to health posts;
- Develop a mechanism to ensure confidentiality through which men and women can channel their opinions on how to improve or make the RH services more accessible;
- Intensify the dissemination of information and promote the use of RH services through the use of radio, schools, health and social clubs, peer education, and community health workers;
- Strengthen collaboration and coordination amongst all sectors and implementing partners in addressing GBV with emphasis on the needs of the victims; e.g., case management, advocacy, emotional support;
- Work with and train all health personnel to ensure full understanding of the relationship between GBV and other health problems;
- Provide sanitary packs to all women and girls of reproductive age;
- Provide comprehensive health care that is easily accessible;
- Medical examinations and treatment should be performed by trained staff, ideally of the same sex as those in need of the service;
- Appropriate protocols and adequate equipment, supplies, and medicine should be used to do the following:
 - Conduct examinations;
 - Treat injuries;
 - Prevent disease, including sexually transmitted infections and HIV/AIDS;
 - Prevent unwanted pregnancy;
 - Collect forensic evidence;
 - Document, collect, and analyse incident and treatment data for monitoring and evaluation;
 - Refer and provide transport to appropriate levels of care when needed;
 - Provide follow-up care and monitor the health needs of victims;
- Identify and design strategies to address contributing factors, such as alcoholism;
- Testify in court about medical findings if a victim chooses to pursue police action;
- Collaborate with traditional health practitioners to identify, report, refer, and provide adequate primary-level support to survivors;

- Ensure equal access to health care for women, men, and adolescents and the quality of service provided;
- Collaborate with health-facility staff, traditional practitioners, and the community on training and sensitisation.

Infrastructure and shelter

- In cooperation with refugees, review special shelter needs in light of GBV concerns and ensure privacy for each family. Distribute additional plastic sheeting and other construction material as required;
- Ensure access to assistance for shelter construction for those unable to construct shelters for themselves, especially female-headed households.

Community services

- Develop mechanisms to ensure systematic monitoring of specific needs of the most vulnerable persons and of solutions that are being implemented to address these needs;
- Identify, train, and support community-based support workers to help survivors by providing emotional support, information about choices and services available, referral, and advocacy;
- Develop women's activity/support groups or support groups specifically designed for victims of sexual violence and their families;
- In collaboration with health actors and refugee women, establish drop-in centres where survivors can receive confidential and compassionate listening, counselling, information, support, and advocacy.

Education

- Promote an increased level of school attendance at the primary level;
- Adapt existing education programmes to see how they can address the issue of child sexual exploitation (life-skills training, peace education) and detect problems children may be facing;
- Build safeguards into education structures to ensure that sexual exploitation does not take place within the school system, e.g., pay close attention to recruitment and monitoring of teachers, increase number of female staff;
- Institute and enforce a code of conduct for teachers;
- Raise awareness amongst the refugees to understand the importance of education for all children and adolescents, especially girls;
- Provide school uniforms and supplies and cover examination fees for refugee children when this is required by educational institutions;
- Establish non-formal education/vocational training programmes targeting those most vulnerable to gender-based violence and other forms of abuse.

Income generation

- Implement income-generating activities for refugee parents, women-headed households, and others who are amongst the most vulnerable to sexual abuse;
- Identify means by which income-generating activities can respond to non-food items needed, e.g., purchase soap from refugee soap-makers;
- Increase funding where possible for micro-finance, include refugees and returnees in national micro-finance programmes;
- Strengthen agriculture programmes to ensure that refugees have access to appropriate food supplements;
- Actively encourage refugees to have their own kitchen gardens.

Legal assistance and protection (including refugee security)**Legal environment**

- Promote the definition of a *child* as anyone below the age of 18, as established by the Convention on the Rights of the Child (CRC);
- Provide identity cards for all registered refugees;
- Undertake a review of the existence and implementation of adequate national legislation ensuring protection of women's and children's rights on the one hand and prosecution of perpetrators of sexual violence on the other;
- Lobby governments to implement the CRC and to sign and ratify the Optional Protocols to the CRC;
- Lobby governments to ensure that abuses by national police and security forces are prevented and effectively prosecuted if they occur;
- Work with human rights agencies to create an environment for changes in legislation and the policies of government on issues related to the protection of children and women;
- Use guidelines and legal services in partnership with local lawyers' associations, female lawyers' associations, and other advocacy groups when appropriate laws do not exist.

Legal justice (police and national courts)

- Whenever possible, engage same-sex advisers, interpreters, and police interviewers for following up on reports. The absence of a same-sex interviewer should not, however, prevent follow-up action: opposite-sex interviewers are just as good if they act compassionately and with sensitivity;
- Advise the victim on the consequences of his or her decisions and the importance of taking legal action against the perpetrator;
- Counsel the victim on the applicable law, procedures, evidentiary requirements, and likely time frame of a court proceeding;
- Prepare the victim about what to expect in court, the types of questions likely to be asked, and the general insensitivity she or he may face along the way;
- Accompany the victim to the police station and court;
- When appropriate, allocate resources for mobile courts to make the legal system more accessible in remote locations;
- Ensure that the rights of the victim are promoted and protected through the legal process;
- Follow up closely with police/prosecutors to ensure rigorous prosecution of sexual and gender-based crimes, with minimal delays and disruptions to the process;
- Follow up with the court and offer basic support if needed.

Legal justice (traditional and customary law)

- Should the survivor wish to pursue justice through traditional and customary laws, the protection officer should ensure that the procedures and processes are fair and just;
- Track cases in which traditional and customary laws are used.

Security

- Organise training and sensitisation for security enforcement agencies on gender-based violence, the CRC, national laws, reporting and referral mechanisms, as well as prevention at the field level;
- Undertake a security assessment to identify risk factors in the camp and its surroundings and to address the potential risks appropriately;
- Request that authorities establish and/or strengthen police posts in all camps, including regular patrols, in order to increase camp security and protect refugees.

Handout 7 - Matrix of Interventions to Prevent and Respond to Gender-Based Violence in Humanitarian Settings⁵⁵

	Functions & Sectors	Emergency Preparedness	Minimum Prevention and Response in an Emergency	Comprehensive Prevention and Response (Stabilised phase)
1	Coordination	<ul style="list-style-type: none"> Determine coordination mechanisms and responsibilities Identify and list partners and GBV focal points Promote human rights and best practices as central components to preparedness planning and project development Advocate for GBV prevention and response at all stages of humanitarian action Integrate GBV programming into preparedness and contingency plans Coordinate GBV training Include GBV activities in interagency strategies and appeals Identify and mobilise resources 	<p>1.1 Establish coordination mechanisms and orient partners</p> <p>1.2 Advocate and raise funds</p> <p>1.3 Ensure Sphere standards are disseminated and adhered to</p>	<ul style="list-style-type: none"> Continue fundraising. Transfer coordination to local counterpart Integrate comprehensive GBV activities into national programmes Strengthen networks Enhance information-sharing Build (human) capacity Include governments and non-state entities in coordination mechanisms. Engage community in GBV prevention and response
2	Assessment and monitoring	<ul style="list-style-type: none"> Review existing data on nature, scope, and magnitude of GBV Conduct capacity and situation analysis and identify good practices Develop strategies, indicators, and tools for monitoring and evaluation 	<p>2.1 Conduct coordinated rapid situation analysis</p> <p>2.2 Monitor and evaluate activities</p>	<ul style="list-style-type: none"> Maintain a comprehensive database Conduct a comprehensive situation analysis Monitor and evaluate GBV programmes, gender-balanced hiring, application of code of conduct Review data on prevention measures, incidence, policies and instruments, judicial response, social support structures, Assess and use data to improve activities
3	Protection	<ul style="list-style-type: none"> Review national laws, policies, and enforcement realities on protection 	<p>3.1 Assess security and define protection strategy</p>	<ul style="list-style-type: none"> Expand prevention of, and response to, GBV Provide technical assistance to judicial and criminal-

⁵⁵ Guidelines for Gender-Based Violence Interventions in Humanitarian Settings: Focusing on Prevention of and Response to Sexual Violence in Emergencies, Inter Agency Standing Committee, 2005.

	Functions & Sectors	Emergency Preparedness	Minimum Prevention and Response in an Emergency	Comprehensive Prevention and Response (Stabilised phase)
	(legal, social and physical)	from GBV <ul style="list-style-type: none"> Identify priorities and develop strategies for security and prevention of violence Encourage ratification, full compliance, and effective implementation of international instruments Promote human rights, IHL, and good practices Develop mechanisms to monitor, report, and seek redress for GBV and other human rights violations Train all staff on international standards 	3.2 Provide security in accordance with needs 3.3 Advocate for implementation of and compliance with international instruments and seek accountability/redress	justice systems for reforms and effective implementation of laws in accordance with international standards <ul style="list-style-type: none"> Strengthen national capacity to monitor and seek redress for violations of HRL/IHL Encourage ratification of international instruments, and advocate for full compliance and effective implementation Promote human rights, IHL, and good practices Ensure that GBV is addressed by accountability mechanisms Ensure that programmes for demobilisation, reintegration, and rehabilitation include women and children affiliated with warring factions Ensure that programmes for reintegration and rehabilitation include survivors/victims of GBV and children born of rape Provide training to relevant sectors, including security forces, judges and lawyers, health practitioners, and service providers
4	Human Resources	<ul style="list-style-type: none"> Ensure that the Secretary General's Bulletin is distributed to all staff and partners, and train accordingly Train staff on gender-equality issues, GBV and guiding principles, and international legal standards Develop a complaints mechanism and investigations strategy Minimise risk of SEA of beneficiary community by humanitarian workers and peacekeepers 	4.1 Recruit staff in a manner that will discourage SEA 4.2 Disseminate and inform all partners on codes of conduct 4.3 Implement confidential complaints mechanisms 4.4 Implement SEA focal group network	<ul style="list-style-type: none"> Monitor effectiveness of complaint mechanisms and institute changes where necessary Institutionalise training on SEA for all staff, including peacekeepers

	Functions & Sectors	Emergency Preparedness	Minimum Prevention and Response in an Emergency	Comprehensive Prevention and Response (Stabilised phase)
5	Water and Sanitation	<ul style="list-style-type: none"> • Train staff and community WATSAN committees on design of water-supply and sanitation facilities 	5.1 Implement safe water and sanitation programmes	<ul style="list-style-type: none"> • Conduct ongoing assessments to determine gender-based issues related to the provision of WATSAN • Ensure representation of women on WATSAN committees
6	Food Security and Nutrition	<ul style="list-style-type: none"> • Train staff and community food-management committees on design of food-distribution procedures • Conduct contingency planning • Preposition supplies 	6.1 Implement safe food security and nutrition programmes	<ul style="list-style-type: none"> • Monitor nutrition levels to determine any gender-based issues related to food security and nutrition
7	Shelter and Site Planning, and Non-Food Items	<ul style="list-style-type: none"> • Train staff and community groups on shelter/site planning and procedures for the distribution of non-food items • Ensure safety of planned sites and of sensitive locations within sites • Plan provision of shelter facilities for survivors/victims of GBV 	7.1 Implement safe site planning and shelter programmes 7.2 Ensure that survivors/victims of sexual violence have safe shelter 7.3 Implement safe fuel-collection strategies 7.4 Provide sanitary materials to women and girls	<ul style="list-style-type: none"> • Conduct ongoing monitoring to determine any gender-based issues related to shelter and site location and design
8	Health and Community Services	<ul style="list-style-type: none"> • Map current services and practices • Adapt/develop/disseminate policies and protocols • Plan and stock medical and RH supplies • Train staff in GBV health care, counselling, referral mechanisms, and rights issues • Include GBV programmes in health and community service contingency planning 	8.1 Ensure women's access to basic health services 8.2 Provide SV-related health services 8.3 Provide community-based psychological and social support for survivors/victims	<ul style="list-style-type: none"> • Expand medical and psychological care for survivors/victims • Establish or improve protocols for the collection of medical/legal evidence • Integrate GBV medical management into existing health-system structures, national policies, programmes, and curricula • Conduct ongoing training and supportive supervision of health staff • Conduct regular assessments on quality of care • Support community-based initiatives to support survivors/victims and their children • Actively involve men in efforts to prevent GBV • Target income-generation programmes at girls and women

	Functions & Sectors	Emergency Preparedness	Minimum Prevention and Response in an Emergency	Comprehensive Prevention and Response (Stabilised phase)
9	Education	<ul style="list-style-type: none"> • Determine education options for boys and girls • Identify and train teachers on GBV 	9.1 Ensure girls' and boys' access to safe education	<ul style="list-style-type: none"> • Include GBV in life-skills training for teachers, girls, and boys in all educational settings • Establish prevention and response mechanisms to SEA in educational settings
10	Information, Education & Communication	<ul style="list-style-type: none"> • Involve women, youth, and men in developing culturally appropriate messages in local languages • Ensure use of appropriate means of communications for awareness campaigns 	10.1 Inform community about sexual violence and the availability of services 10.2 Disseminate information on international humanitarian law to arms-bearers	<ul style="list-style-type: none"> • Provide IEC through different channels • Support women's groups and men's participation to strengthen outreach programmes. • Implement programmes to change behaviour on SV (behavioural change communication programmes)

Handout 8 - Key Gender-Based Violence Guiding Principles⁵⁶

All camp management staff should also have a clear understanding of the key gender-based violence (GBV) guiding principles. These key principles include the following:

- **The safety and security of the victim** is of primary importance;
- **The wishes, rights, and dignity of the victim** must be respected at all times;
- **All information regarding the victim and her/his family** must be kept **confidential** and will only be shared with those who need to know, with the explicit consent of the victim. Those with whom the information might be shared include:
 - Police;
 - Hospitals;
 - Officers of agencies with a protection mandate (e.g., the UNHCR or UNICEF) or otherwise involved in addressing the needs of victims;
 - Agencies working in the area of GBV;
 - Ministry of social welfare.
- **Confidentiality** means that information is kept private between consenting individuals. Information can be shared only with others who need to know in order to provide assistance and intervention with the consent of the survivor.
- **Consent is a mutual agreement.** Informed consent means making an informed choice freely and voluntarily by persons in an equal power relationship. **Acts of GBV occur without consent.** Children (persons under age 18) are deemed unable to give informed consent for acts such as female genital mutilation, marriage, and sexual relations.
- **GBV is a violation of an individual's basic human rights.**
- **Cultural practices that are harmful** to women should be approached and challenged with respect, sensitivity, and care.

Sources

- *Sexual and Gender-Based Violence against Refugees, Returnees and Internally Displaced Persons. Guidelines for Prevention and Response*, Office of the United Nations High Commissioner for Refugees, Geneva 2003.
- Beth Vann, *Gender-Based Violence. Emerging Issues in Programs Serving Displaced Populations*, Reproductive Health for Refugees Consortium, 2002.

⁵⁶ Camp Management Toolkit, Chapter 7, "Prevention of gender-based violence", www.nrc.no/NRC/eng/frames/camp.htm.

Handout 9 - UNHCR Standards of Conduct - Ensuring Protection from Sexual Exploitation and Abuse⁵⁷

Sexual exploitation and sexual abuse may occur in many different forms. Sexual exploitation is defined as any abuse of a position of vulnerability, differential power, or trust for sexual purposes; this includes profiting monetarily, socially, or politically from the sexual exploitation of another. Sexual abuse is actual or threatened physical intrusion of a sexual nature, including inappropriate touching by force or under unequal or coercive conditions.

1. Sexual exploitation and abuse by personnel working on projects/sub-projects funded by the UNHCR constitute acts of serious misconduct and are therefore grounds for disciplinary measures, including summary dismissal;
2. Sexual activity with children (persons under the age of 18) is prohibited regardless of the age of majority or age of consent locally. Mistaken belief in the age of a child is not a defence;
3. Exchange of money, employment, goods, or services for sex, including sexual favours or other forms of humiliating, degrading, or exploitative behaviour is prohibited. This includes any exchange of assistance that is due to beneficiaries;
4. Sexual relationships between personnel working on projects/sub-projects funded by the UNHCR and beneficiaries of assistance undermine the credibility and integrity of the work of the UN, and the UNHCR in particular, and are strongly discouraged since they are based on inherently unequal power dynamics;
5. Where personnel working on UNHCR projects/sub-projects develop concerns or suspicions regarding sexual abuse or exploitation by a fellow worker, whether in the same agency or not, he or she must report such concerns via established reporting mechanisms;
6. Personnel of agencies, both non-governmental and governmental, working on UNHCR-funded projects and sub-projects are obliged to create and maintain an environment that prevents sexual exploitation and abuse and promotes the implementation of their code of conduct. Managers at all levels have particular responsibilities to support and develop systems that maintain this environment.

These six standards are not intended to be an exhaustive list. Other types of sexually exploitative or abusive behaviour may be grounds for disciplinary measures, including summary dismissal.

In entering into cooperative arrangements with the UNHCR, agencies and governments undertake to inform their personnel of the six core principles listed above and to work to ensure adherence to them. By signing a sub-project agreement with the UNHCR, the parties to the agreement undertake to abide by and promote these principles. The failure of partner agencies to take measures to prevent abuse, investigate allegations of abuse, and to take disciplinary action when sexual exploitation or sexual abuse is found to have occurred, will constitute grounds for termination of a sub-project agreement with the UNHCR.

⁵⁷ NGO partners that sign an agreement with the UNHCR commit to ensuring protection from sexual exploitation and abuse. This is detailed in Appendix 2 of sub-project agreements.

Handout 10 - Secretary-General's Bulletin - Special Measures for Protection from Sexual Exploitation and Sexual Abuse⁵⁸

The Secretary-General, for the purpose of preventing and addressing cases of sexual exploitation and sexual abuse, and taking into consideration General Assembly Resolution 57/306 of 15 April 2003, "Investigation into sexual exploitation of refugees by aid workers in West Africa", promulgates the following in consultation with executive heads of separately administered organs and programmes of the United Nations:

Section 1: Definitions

For the purposes of the present bulletin, the term "sexual exploitation" means any actual or attempted abuse of a position of vulnerability, differential power, or trust, for sexual purposes, including, but not limited to, profiting monetarily, socially or politically from the sexual exploitation of another. Similarly, the term "sexual abuse" means the actual or threatened physical intrusion of a sexual nature, whether by force or under unequal or coercive conditions.

Section 2: Scope of application

2.1 The present bulletin shall apply to all staff of the United Nations, including staff of separately administered organs and programmes of the United Nations.

2.2 United Nations forces conducting operations under United Nations command and control are prohibited from committing acts of sexual exploitation and sexual abuse, and have a particular duty of care towards women and children, pursuant to section 7 of Secretary-General's bulletin ST/SGB/1999/13, entitled "Observance by United Nations forces of international humanitarian law".

2.3 Secretary-General's bulletin ST/SGB/253, entitled "Promotion of equal treatment of men and women in the Secretariat and prevention of sexual harassment", and the related administrative instruction⁵⁹ set forth policies and procedures for handling cases of sexual harassment in the Secretariat of the United Nations. Separately administered organs and programmes of the United Nations have promulgated similar policies and procedures.

Section 3: Prohibition of sexual exploitation and sexual abuse

3.1 Sexual exploitation and sexual abuse violate universally recognized international legal norms and standards and have always been unacceptable behaviour and prohibited conduct for United Nations staff. Such conduct is prohibited by the United Nations Staff Regulations and Rules.

3.2 In order to further protect the most vulnerable populations, especially women and children, the following specific standards which reiterate existing general obligations under the United Nations Staff Regulations and Rules, are promulgated:

(a) Sexual exploitation and sexual abuse constitute acts of serious misconduct and are therefore grounds for disciplinary measures, including summary dismissal;

(b) Sexual activity with children (persons under the age of 18) is prohibited regardless of the age of majority or age of consent locally. Mistaken belief in the age of a child is not a defence;

⁵⁸ "Special measures for protection from sexual exploitation and sexual abuse", United Nations, Secretary-General's Bulletin, 9 October 2003, ochaonline.un.org/DocView.asp?DocID=1083.

⁵⁹ Currently ST/AI/379, entitled "Procedures for dealing with sexual harassment".

(c) Exchange of money, employment, goods or services for sex, including sexual favours or other forms of humiliating, degrading or exploitative behaviour, is prohibited. This includes any exchange of assistance that is due to beneficiaries of assistance;

(d) Sexual relationships between United Nations staff and beneficiaries of assistance, since they are based on inherently unequal power dynamics, undermine the credibility and integrity of the work of the United Nations and are strongly discouraged;

(e) Where a United Nations staff member develops concerns or suspicions regarding sexual exploitation or sexual abuse by a fellow worker, whether in the same agency or not and whether or not within the United Nations system, he or she must report such concerns via established reporting mechanisms;

(f) United Nations staff are obliged to create and maintain an environment that prevents sexual exploitation and sexual abuse. Managers at all levels have a particular responsibility to support and develop systems that maintain this environment.

3.3 The standards set out above are not intended to be an exhaustive list. Other types of sexually exploitive or sexually abusive behaviour may be grounds for administrative action or disciplinary measures, including summary dismissal, pursuant to the United Nations Staff Regulations and Rules.

Section 4: Duties of heads of departments, offices and missions

4.1 The Head of Department, Office or Mission, as appropriate, shall be responsible for creating and maintaining an environment that prevents sexual exploitation and sexual abuse, and shall take appropriate measures for this purpose. In particular, the Head of Department, Office or Mission shall inform his or her staff of the contents of the present bulletin and ascertain that each staff member receives a copy thereof.

4.2 The Head of Department, Office or Mission shall be responsible for taking appropriate action in cases where there is reason to believe that any of the standards listed in section 3.2 above have been violated or any behaviour referred to in section 3.3 above has occurred. This action shall be taken in accordance with established rules and procedures for dealing with cases of staff misconduct.

4.3 The Head of Department, Office or Mission shall appoint an official, at a sufficiently high level, to serve as a focal point for receiving reports on cases of sexual exploitation and sexual abuse. With respect to Missions, the staff of the Mission and the local population shall be properly informed of the existence and role of the focal point and of how to contact him or her. All reports of sexual exploitation and sexual abuse shall be handled in a confidential manner in order to protect the rights of all involved. However, such reports may be used, where necessary, for action taken pursuant to section 4.2 above.

4.4 The Head of Department, Office or Mission shall not apply the standard prescribed in section 3.2 (b), where a staff member is legally married to someone under the age of 18 but over the age of majority or consent in their country of citizenship.

4.5 The Head of Department, Office or Mission may use his or her discretion in applying the standard prescribed in section 3.2 (d), where beneficiaries of assistance are over the age of 18 and the circumstances of the case justify an exception.

4.6 The Head of Department, Office or Mission shall promptly inform the Department of Management of its investigations into cases of sexual exploitation and sexual abuse, and the actions it has taken as a result of such investigations.

Section 5: Referral to national authorities

If, after proper investigation, there is evidence to support allegations of sexual exploitation or sexual abuse, these cases may, upon consultation with the Office of Legal Affairs, be referred to national authorities for criminal prosecution.

Section 6: Cooperative arrangements with non-United Nations entities or individuals

6.1 When entering into cooperative arrangements with non-United Nations entities or individuals, relevant United Nations officials shall inform those entities or individuals of the standards of conduct listed in section 3, and shall receive a written undertaking from those entities or individuals that they accept these standards.

6.2 The failure of those entities or individuals to take preventive measures against sexual exploitation or sexual abuse, to investigate allegations thereof, or to take corrective action when sexual exploitation or sexual abuse has occurred, shall constitute grounds for termination of any cooperative arrangement with the United Nations.

Section 7: Entry into force

The present bulletin shall enter into force on 15 October 2003.

(Signed) Kofi A. Annan

Secretary-General

Handout 11 - Essential Reading, Web Sites, Films, and Tools

Reading⁶⁰

- Anastasia Bermúdez Torres, *Gender and Forced Migration*, FMO Research Guide, 2002, www.forcedmigration.org/guides/fmo007.
- Gerry Mackie, "A Way to End Female Genital Cutting", FGC Education and Networking Project, 2003.
- Gender and Humanitarian Resource Kit, Inter-Agency Standing Committee, March 2001, www.reliefweb.int/library/GHARKit/.
- Guidelines for HIV/AIDS Interventions in Emergency Settings: *Guidelines focusing on the early phase of an emergency*, Inter-Agency Standing Committee 2004.
- *Guidelines for Gender-Based Violence Interventions in Humanitarian Settings: Focusing on Prevention of and Response to Sexual Violence in Emergencies*, Inter Agency Standing Committee, 2005, www.humanitarianinfo.org/iasc/publications.asp.
- "Our Bodies – Their Battle Ground: Gender-based Violence in Conflict Zones", IRIN Web Special on violence against women and girls during and after conflict, September 2004, www.irinnews.org/webspecials/GBV/default.asp.
- Charlotte Lindsey, *Women Facing War: The Impact of Armed Conflict on Women*, International Committee of the Red Cross, Geneva 2001, [www.icrc.org/Web/Eng/siteeng0.nsf/htmlall/p0798/\\$File/ICRC_002_0798_EXEC_SUMM.PDF!Open](http://www.icrc.org/Web/Eng/siteeng0.nsf/htmlall/p0798/$File/ICRC_002_0798_EXEC_SUMM.PDF!Open)
- OXFAM. A Little Gender Handbook for Emergencies or Just Plain Common Sense.
- "Gender and displacement", in *Forced Migration Review* 9, December 2000,. Refugees Studies Center in association with the Norwegian Refugee Council, www.fmreview.org/FMRpdfs/FMR09/fmr9full.pdf.
- *Note for Implementing and Operational Partners on Sexual Violence and Exploitation: The Experience of Refugee Children in Guinea, Liberia and Sierra Leone*, UNHCR/Save the Children (UK), 2002: www.savethechildren.org.uk/temp/scuk/cache/cmsattach/1550_unhcr-scuk%20wafrica%20report.pdf.
- *Gender Approaches in Conflict and Post-Conflict Situations*, United Nations Development Programme, 2003, <http://www.undp.org/gender/docs/gendermanualfinalBCPR.pdf>.
- UNHCR, SC-UK. 2001. Action for the Rights of Children (ARC), Exploitation and Abuse Resource Pack.
- *Guidelines on the Protection of Refugee Women*, Office of the United Nations High Commissioner for Refugees, Geneva 1991.
- *Building Partnership through Equality. UNHCR Good Practices on Gender Mainstreaming*, Office of the United Nations High Commissioner for Refugees, Geneva 2000.
- *How To Guide: Monitoring and Evaluation of Sexual Gender Violence Programs*, Office of the United Nations High Commissioner for Refugees, Geneva 2000.

⁶⁰ Abstract from the Camp Management Toolkit, Chapter 7, "Prevention of gender-based violence", www.nrc.no/NRC/eng/frames/camp.htm & The NRC draft training module on GBV.

- *Camp Security and Refugee Guidelines - Vulnerable Groups*, Office of the United Nations High Commissioner for Refugees, Geneva 2001.
- UNHCR. 2002. Note on SGBV, The High Commissioner's Five Commitments to Women and the Protection of Refugee Children in Africa. Geneva, UNHCR, Africa Bureau.
- *Sexual and Gender-Based Violence against Refugees, Returnees and Internally Displaced Persons. Guidelines for Prevention and Response*, Office of the United Nations High Commissioner for Refugees, Geneva 2003.
- UN High Commissioner for Refugees (UNHCR), *Sexual and Gender-Based Violence against Refugees, Returnees and Internally Displaced Persons: Guidelines for Prevention and Response*, May 2003, Warburton, Jane (2004), *Building Safer Organisations*, Refugee Survey Quarterly, Vol. 23, No. 2, 2004.
- "Women, Peace and Security", study submitted by the Secretary-General pursuant to Security Council Resolution 1325, United Nations 2002, www.un.org/womenwatch/daw/public/eWPS.pdf
- Beth Vann, *Gender-Based Violence. Emerging Issues in Programs Serving Displaced Populations*, Reproductive Health for Refugees Consortium, 2002.
- Jeanne Ward, *If Not Now, When? Addressing Gender-based Violence in Refugee, Internally Displaced, and Post-conflict Settings*, Reproductive Health Response in Conflict Consortium, 2002, www.reliefweb.int/w/rwb.nsf/6686f45896f15dbc852567ae00530132/40b847015485b34749256bfe0006e603?OpenDocument
- *Clinical management of survivors of rape: Developing protocols for use with refugees and internally displaced persons*, (revised edition), World Health Organization, Office of the United Nations High Commissioner for Refugees, Geneva 2004
- *Refugees and AIDS. What should the humanitarian community do?*, Women's Commission for Refugee Women and Children, Reproductive Health for Refugees Consortium, 2002.
- "The Gender Dimensions of Internal Displacement: Concept Paper and Annotated Bibliography", Women's Commission for Refugee Women and Children, 1998, www.forcedmigration.org/sphere/pdf/watsan/WCRWC/unicef_idpgender_1998.pdf

Web sites

- The Inter-Agency Standing Committee (IASC): www.humanitarianinfo.org/iasc;
- The Integrated Regional Information Networks (IRIN): www.irinnews.org;
- Reliefweb: www.reliefweb.int;
- The Reproductive Health Response in Conflict Consortium (RHRC): www.rhrc.org/resources/gbv/index.html;
- UNHCR, www.unhcr.org
- **Women's Commission**, www.womenscommission.org

Films and videos

IRIN produces and distributes mini-documentaries free of charge to the humanitarian community. Low-resolution versions of the films can be viewed on the IRIN web site: www.irinnews.org/film.

“Our bodies ... Their Battleground” (September 2004)

"Our bodies ... Their Battleground" highlights the crisis facing women, girls, and infants throughout the world, both during and after conflict.

This film gives a voice to victims of rape in the Democratic Republic of the Congo and Liberia, and it challenges the culture of impunity that allows this violence to continue unchecked.

It won a UN award in May 2005 for best feature.

It is available in English, French, and Kiswahili.

“Razor’s Edge” (June 2005)

This film looks at the issues that surround the widespread practice of female circumcision that affects millions of women, girls, and infants every year.

Filmed in Sierra Leone and Ethiopia, this documentary sheds light on the cultural variations that surround this practice and the different levels of government and humanitarian activities in place in both countries.

“The Lazarus Drug” – Antiretrovirals in Africa (July 2005)

In November 2003, the South African government committed to making antiretroviral (ARV) treatment freely available to all South Africans dying of AIDS. But 18 months later, less than 5 per cent of an estimated 750,000 people in need of the drugs are receiving them.

This film explores the many complex reasons why people are not enrolling in ARV programmes and concludes that, whilst the efficacy of these drugs is well proven, ARVs will only ever be a part of the solution to the HIV/AIDS pandemic.

“The Lost Children - Africa’s AIDS Orphans (TBA)”

Perhaps the cruellest legacy of the HIV/AIDS pandemic is the fate of children orphaned by the disease. There are more than 10 million AIDS orphans in Africa today, and they represent the forgotten face of the crisis. Many of them are themselves infected with HIV, and, between them and their siblings, they head a household deprived of income and opportunity. Even in the few cases that infected children have access to medicines, drug regimens for children are under-funded and notoriously difficult to manage.

Following on from IRIN’s documentary on antiretroviral treatment, this film continues IRIN’s ongoing commitment to promoting the plight of people living with HIV/AIDS.

More tools on GBV⁶¹**Camp Management Toolkit, chapter 7, “Prevention of gender-based violence”**⁶²

Bringing together the Danish Refugee Council (DRC), the International Rescue Committee (IRC), the Norwegian Refugee Council (NRC), the OCHA’s Internal Displacement Unit, and the UNHCR, the Camp Management Project is a joint effort to improve camp management. The aim has been to develop a comprehensive overview of the camp management role and responsibilities, but also to provide practical and reference tools to support camp managers in their daily work.

The project was initiated in Sierra Leone in October 2002 following reports that humanitarian agencies in West Africa had been involved in sexual exploitation of camp residents.

Under the coordination of the NRC, the Camp Management Project has engaged in developing a Camp Management Toolkit. The second draft of the Toolkit can be downloaded at the bottom of this web site. A revised version is planned by mid-2005.

The Toolkit addresses the technical and the administrative, as well as the social, aspects of camp management. It focuses specifically on camp managers, camp management teams, and camp management agencies. The Toolkit does not aim to replace specialised manuals relating to different sectors but to promote a better understanding of the main issues and constraints from a camp management perspective. It should also promote positive cooperation between the camp management, the camp residents, and the different agencies designated with sector responsibility in a camp. In the absence of specialised agencies, the Toolkit should allow camp managers to understand each sector and advocate for proper coverage.

Facilitator's Guide: Understanding Humanitarian Aid Worker Responsibilities: Sexual Exploitation and Abuse Prevention,⁶³ **The Coordination Committee for the Prevention of Sexual Exploitation and Abuse (CCSEA)**

This manual was developed for national and international staff of UN and NGOs working in Sierra Leone. Whilst it refers specifically to the Sierra Leone Standards of Accountability, it also covers general sexual exploitation and abuse protection and prevention, including the Secretary-General's Bulletin on Special Measures for Protection from Sexual Exploitation and Sexual Abuse. As such, it should provide a useful model for organisations seeking training on protection from sexual exploitation and abuse in other country locations.

Gender-based Violence Tools Manual (RHRC)

The Reproductive Health Response in Conflict (RHRC) Consortium’s manual is aimed at improving international and local capacity to address GBV in refugee, internally displaced, and post-conflict settings. The tools in the manual have been formulated according to a multi-sectoral model of GBV programming that promotes action within, and coordination between, the constituent community, health and social services, and the legal and security sectors. Please observe that the manual is meant to be used by humanitarian professionals who have experience with, and are committed to, GBV prevention and response.

How to guide: Sexual and gender-based violence programme in Guinea

This guide (developed by the UNHCR, the IRC, and others) provides an overview of the GBV programme for refugee areas in the Republic of Guinea. Its purpose is to assist ongoing GBV programmes or others in the initial planning stages through summarising what was accomplished, how it was done, and the lessons learned during the implementation of activities. This guide is

⁶¹ www.rhrc.org/resources/gbv/index.html.

⁶² www.nrc.no/NRC/eng/frames/camp.htm.

⁶³ www.reliefweb.int/rw/rwt.nsf/db900SID/LSGZ-5WFFUN?OpenDocument.

particularly useful for camp managers who have to take responsibility for GBV programmes in the absence of an assigned GBV agency.

“Sexual exploitation within a wider protection context”. An Assessment in the Mano River region of West Africa (Liberia, Guinea, Sierra Leone)

A Global NGO Consortium for the Care and Protection of Children in Emergencies. International Rescue Committee, (IRC), Christian Children’s Fund (CCF) and the Save the Children Federation. September 2002. P. 1-28.

Sexual and Gender-Based Violence against Refugees, Returnees and Internally Displaced Persons: Guidelines for Prevention and Response⁶⁴

These guidelines offer practical advice on how to design strategies and carry out activities aimed at preventing and responding to sexual and gender-based violence.

Intended for use by UNHCR staff and members of operational partners involved in protection and assistance activities for refugees and the internally displaced, they also contain information on basic health, legal, security, and human rights issues relevant to those strategies and activities.

The guidelines were developed in consultation with the UNHCR’s partners in refugee protection: governments, inter-governmental agencies, and non-governmental organisations.

The Gender-Based Violence Global Technical Support. Project of the RHRC Consortium⁶⁵.

The GBV Technical Support Project provides a wide range of information, training, and support to field programmes. Through on- and off-site consultations, resource distribution, newsletters, and other activities, the GBV Global Technical Support Project assists humanitarian aid programmes to strengthen action to address gender-based violence in populations affected by armed conflict.

⁶⁴ Relief Web, www.reliefweb.int/rw/lib.nsf/AllDocsByUNID/aa37df44415336e6c1256d65002e372e, Source: United Nations High Commissioner for Refugees (UNHCR), May 2003.

⁶⁵ Contact us: gbvresources@jsi.com ; Telephone: 703-528-7474; www.rhrc.org ; RHRC Consortium/JSI Research and Training Institute, 1616 N. Fort Myer Drive, 11th Floor, Arlington, Virginia 22209 USA.