Technical-level Meeting: Protection from Sexual Exploitation and Abuse (PSEA)

Meeting Report

13-14 May 2008 New York

Organised by
The Executive Committees on Humanitarian Affairs
and Peace and Security (ECHA/ECPS) UN and NGO
Task Force on Protection from Sexual Exploitation and Abuse

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I. Background

The Technical-level Meeting on Protection from Sexual Exploitation and Abuse (PSEA), held on 13-14 May 2008 in New York, brought together nearly fifty PSEA experts from around the world to discuss and further define how to address key challenges in the work to eliminate sexual exploitation and abuse by UN and affiliated personnel (see Annex 1 for the meeting agenda).

Efforts to prevent and respond to SEA often face a number of hurdles, such as insufficient resources, limited mechanisms for accountability and differing standards across agencies and organizations. To expedite progress in addressing these and other challenges, the Executive Committees on Humanitarian Affairs and Peace and Security (ECHA/ECPS) UN and NGO Task Force on Protection from Sexual Exploitation and Abuse (herein referred to as the Task Force) convened this meeting of the world's experts. Participants included representatives of UN agencies and NGOs and independent advocates of local communities (see Annex 2 for the complete list).

The meeting resulted in agreement on numerous ways forward and came out with a list of the good practices and lessons learned that were shared at the meeting (see Annex 3) and a collection of tools for a PSEA tools repository (which will soon be available on the Task Force's webpage at ochaonline.un.org/sea) (see Annex 4).

The meeting built on previous efforts by the Task Force, including the organization of the High-level Conference on Eliminating Sexual Exploitation and Abuse by UN and NGO Personnel, and the development of a strategy on assistance to victims and an awareness-raising video.

II. Actions Resulting from the Meeting

Based on the results of this meeting and subsequent further reflection by the chairs of the Task Force's working groups, the Task Force will prioritize the following outputs/actions during the current year:

- 1. Support to pilot countries and additional focus countries, including dedicated in-country personnel where needed and possible.
- 2. Online repository of tools to prevent and address SEA.
- 3. Training of trainers for senior managers and PSEA focal points, with particular attention to the pilot countries. The Task Force will also undertake development of the training materials.
- 4. Further translation of the Task Force's awareness raising film "To Serve with Pride: Zero Tolerance for Sexual Exploitation and Abuse."
- 5. Guidance note on how to develop a complaints mechanism with representatives of communities so that it will be effective in the local context. This guidance may also include advice on the establishment of in-country networks (ICN) and on awareness-raising for local communities on their rights and benefits.
- 6. Managerial compliance mechanism.

- 7. Victim assistance implementation guidance (including guidance on immediate steps to take and the Victim Support Facilitator ToR).
- 8. Guidance for implementation of the Secretary-General's Bulletin on PSEA.
- 9. Training manual for conducting investigations connected to common standards and common training processes (led by HAP and OIOS), pending further discussion.

Participants agreed that in the future PSEA work would be organized under the following pillars:

Four Pillars of PSEA Work

- 1. Engagement with and support of local populations
- 2. Prevention
- 3. Response systems, including victim assistance
- 4. Management and coordination

Finally, participants agreed to propose the following next steps for the Task Force:

- 1. Identify priority next steps based on the recommendations and conclusions developed during the meeting and incorporate these into the work plans of the Task Force's working groups.
- 2. Increase NGO representation on the Task Force and their active participation, including through leadership of specific tasks. Current NGO Task Force members will assist in this process, ensuring that field representatives are involved as well as advocates from the IDP and refugee communities.
- 3. Develop a fundraising proposal as part of a broader fundraising strategy (led by Save the Children UK and Interaction with support from UNDFS).
- 4. Develop advocacy strategies to increase both internal and external advocacy at country and headquarters levels.
- 5. Organize regular global technical meetings such as this one so as to ensure exchange of knowledge and experience among PSEA experts.

III. Summary of the Workshop Proceedings

The two-day meeting organized its discussions on four main themes: 1) managerial compliance; 2) prevention; 3) enforcement; and 4) victim assistance. Participants spent the majority of their time in one theme group, engaging in detailed conversation on the theme group's opportunities and challenges. There was also opportunity for participants to provide feedback to other theme groups. The theme group facilitators and participants focused on ensuring and accounting for overlap and/or linkages so that there would be alignment between the theme groups. At the end of the



meeting, the four theme groups presented their outcomes to the participants and invited guests, highlighting the necessary actions to move forward.

IV. Outcomes

This section presents the range of goals identified by each theme group, as they explored what is necessary to strengthen PSEA efforts. One of the next priorities for the Task Force is to develop a strategy to prioritize and achieve these goals.

1. Managerial Compliance

The PSEA Managerial Compliance Theme Group discussed how to establish an in-country, standards-based managerial compliance mechanism. A PSEA compliance mechanism would be modelled after the well known Minimum Operating Standards for Staff Safety or MOSS compliance mechanism, which is regularly used by UN and NGO partners at the country-level to ensure there is a common set of requirements that all agencies follow in order to ensure staff safety.



The PSEA Managerial Compliance Theme Group's conclusions are presented below in the form of a question and answer guide about the PSEA managerial compliance mechanism.

What is the basis for the PSEA managerial compliance mechanism and how can we ensure that it is used once it is developed?

The PSEA managerial compliance mechanism will be based on the three documents or mandates that govern the PSEA agenda. These are:

- 1. The Statement of Commitment, which calls on signatories to undertake a set of PSEA actions. Therefore it *obligates* all signatories to comply with this PSEA compliance mechanism.
- 2. Secretary-General's Bulletin, which obliges UN staff and related personnel to undertake a specific set of actions.
- 3. The General Assembly resolution on victim assistance, which provides further mandate language that obliges United Nations entities to comply with the mechanism.

How can we require agencies not obligated by these three mandates to comply with the PSEA compliance mechanism?

- Contractually requiring partners to report on compliance with PSEA through the established managerial compliance mechanism.
- Asking donors to require their grantees to comply with the PSEA compliance mechanism.

Where will the compliance mechanism be used?

The compliance mechanism would be used at a country level under the auspices of the Resident/Humanitarian Coordinator (RC/HC) involving all UN, humanitarian and development actors who are either bound to or who would be willing to comply and report to this compliance mechanism. Where there are peacekeeping missions, the RC/HC is also the Deputy Special Representative of the Secretary General and as such would enforce the use of the compliance mechanism within the peacekeeping mission.

What are the key elements of a PSEA managerial compliance mechanism?

The four pillars of PSEA work will form the framework for the mechanism. These are:

- 1. **Engagement with and support of local populations**: First and foremost the implementation of a functioning complaints or reporting mechanism will be at the heart of the managerial compliance mechanism. Aspects of how the community is involved in knowing their rights to benefits through awareness raising on PSEA will be measured.
- 2. **Prevention:** Codes of conduct, awareness raising and training for staff.
- 3. **Response systems:** Investigations procedures (training and protocols), disciplinary actions and sanctions, and victim assistance programmes.
- 4. <u>Management and coordination</u>: Internal management issues (ToRs, job descriptions, contractual arrangements, performance management, including the development of soft performance criteria at a lower threshold of evidence than formal disciplinary procedure) and the coordination structure of field networks and focal points.

How will the managerial compliance mechanism be used?

The compliance mechanism will be a set of measurable indicators that are developed jointly by the UN and NGOs. At a country level, each agency will complete annual compliance reports that will then be submitted to the RC/HC for compilation into one country report. Options for conducting or using the managerial compliance mechanism include:

- A combination of self-assessment, community-based assessment, peer review with verification, and external/independent auditors.
- Incorporation of the annual compliance reporting process into the "Special Measures" report by the UN Secretary-General.
- Incorporation of the annual compliance mechanism into the reporting on the achievements of a country-wide PSEA action plan.
- If a "global watchdog" is developed, it could be instrumental in reporting on lack of compliance with standards for PSEA. It could also encourage agencies to sign up to the managerial compliance mechanism and provide support to organisations to meet PSEA standards.

Who would be bound by the managerial compliance mechanism?

• All UN entities.

- UN related personnel/groups: contractual partners, peacekeepers, Troop and Police Contributing Countries (TCCs and PCCs).
- Signatories of the Statement of Commitment.

Other actors would be encouraged to be part of this effort. Organizations not bound by the managerial compliance mechanism can be incentivized to participate, for example through requirements from donors.

A question that remains to be answered

During the PSEA Managerial Compliance Theme Group session there was a discussion on creating one mechanism for documenting all staff misconduct. A PSEA-specific mechanism would stigmatize SEA-related violations, and, where SEA is not the major issue, would miss significant cases of misconduct. This is in line with what the Conduct and Discipline Units of the peacekeeping operations are doing. They do not only work on SEA-related violations of conduct but also include corruption, fraud, etc. Many in the group agreed it would be useful to expand the scope – others felt the task would be too large and connected directly with overall human resources management issues.

2. Prevention

The SEA Prevention Theme Group linked prevention of SEA to the broader movement of increased accountability, highlighting human resources/codes of conduct and community awareness-raising. In discussion it became clear that most prevention activities, such as induction and awareness training and reviewing human resource practices, require a high degree of coordinated effort facilitated by a well functioning interagency group focused specifically on this issue. They therefore proposed the following indicators of success for prevention of SEA:

- Existence of interagency networks.
- Funding for interagency networks.
- Interagency network action plan with clear indicators, such as developing (with input from communities) an accessible complaints mechanism.
- Common framework for documenting measures to prevent and respond to SEA.

Establish and strengthen interagency networks

> ICN framework:

After initial discussion, it was decided that the interagency networks should be conceptualised and referred to as "in-country PSEA networks," or in-country networks (ICN). It should be noted that, at the time of the meeting, only three ICNs were thought to be operational: in Liberia, Kenya and Thailand. What is proposed below serves as the ideal standard framework – to which the three existing ICNs should aspire, and which the international community should ensure exists in all humanitarian, peacekeeping, and development settings.

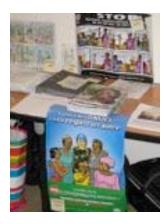
The composition and function of an ICN should be determined by the country context. Each ICN should have one full-time specialised SEA focal point who reports directly to the UN Resident/Humanitarian Coordinator (RC/HC). This post should be automatically funded in each emergency. These ICNs should be made up of all relevant UN agencies, including where appropriate DPKO, and INGOs (not only protection organizations but also others, as this is a risk for all agencies). Both UN and INGO country directors/representatives should have responsibility for membership in the ICN within their job descriptions. It was recommended that ICNs focus on policy implementation at the country head-office level, working in partnership with field-based networks of agency focal points that facilitate programming. The ICN will be accountable to the senior management of the UN and NGOs.

> To support the establishment of ICNs:

- Include in the terms of reference for RC/HCs and the Special Representatives of the Secretary General (SRSG) the objective of establishing and operationalizing ICNs.
- Include in the terms of reference of UN and INGO country directors/representatives the objective of participating in ICNs.
- Fill a full-time PSEA staff post reporting to the RC/HC to coordinate the ICN.
- Include in the RC/HC budget a specific line item for ICN PSEA activities.
- Follow the existing IASC model for ICNs, which includes as members UN agencies, NGOs, the ICRC, and the national government.

> To strengthen established ICNs:

- Support capacity building and training for all ICN members, with a focus on their role in prevention of SEA, development of complaints mechanisms, investigative processes, care and protection of survivors, and documentation.
- Prioritize, in conjunction with communities, developing a context-specific action plan with clear indicators, including for prevention, reporting, investigative processes, and managerial compliance.



Recommended common activities for ICNs:

- Develop common messages for discussion with communities.
- In discussion with communities and other agencies, develop a common complaints mechanism within which communities can report allegations.
- Develop a protocol that will make clear: the responsibilities agencies have when an allegation is made in terms of victim assistance; the investigative process; and the role of the ICN in the oversight of the investigation. Develop a means of feeding back information to the complainant on the status of investigation and outcomes.
- Map the current protection systems and structures, including civil society and government. Identify how actors focusing on SEA can engage local capacity.
- Mainstream general protection and accountability (including building safer organizations) across all sector programs as a key way to prevent SEA.
- Provide guidance to agencies to link prevention with human resource systems, strengthening agency recruitment procedures.
- Include SEA as a performance measurement for both NGOs and the UN.

Establish systems for documenting measures to prevent and respond to SEA

In order to broaden accountability for preventing SEA, partners should document measures to prevent and respond to SEA more regularly and in a more standardized format. Documents should include statistics, risk factors, activities, and outcomes.

- The main annual document should be a report prepared by the PSEA Coordinator, on behalf of the ICN, focusing on the country situation, allegations, and risk assessments. The final product should be submitted to all relevant agencies and offices. The "Special Measures" report by the UN Secretary-General could be used as a template upon which to design the outline of this report.
- The ECHA/ECPS UN and NGO Task Force on PSEA should organise an annual meeting with ICN coordinators in attendance.

Strengthen prevention of SEA within the human resource system

- All agencies should actively recruit women in order to achieve a gender balance of humanitarian/peacekeeping/development actors.
- All agencies should offer standardized induction and periodic refresher trainings on prevention of SEA for humanitarian/peacekeeping/development actors.
- The UN member states should request further TCC commitment to pre-deployment training on prevention of SEA.

Increase donor support for SEA activities

All of the measures suggested above will require a commitment of funding. It needs to be determined how much an ICN costs to establish and run on an annual basis, and this amount needs to be made available through the core funding of the UN Country Team. It is recommended that the Task Force build an advocacy strategy to strengthen donor support of PSEA ICNs and PSEA activities. This could include:

- Discussion with donors on how clauses for PSEA can be included in contracts with agencies, both UN and INGO. This could also include a discussion around how agencies can demonstrate their commitment to PSEA and the implications of available statistics. For instance, increases in reported SEA cases can indicate an increased commitment to PSEA in that they likely reflect communities feeling more comfortable reporting incidents. This is an important message to communicate to donors as they should not penalize organizations for increases in reported SEA cases.
- Establish stable sources of funding for PSEA initiatives through but not limited to allocating resources from core agency funds, setting up trust funds, and ICNs pooling resources together. These should support the existence of ICNs in every humanitarian, peacekeeping, and development response.
- As a principle, OECD DAC (Organization for Economic Co-operation and Development

 Development Assistance Committee) donor countries should support and encourage
 PSEA initiatives.
- Provide additional resources and staff, including:
 - One full-time PSEA focal point coordinator for each ICN.

- Resources for all inter-agency activities necessary to implement the action plan of each ICN.
- Additional dedicated staff within the ECHA/ECPS UN and NGO Task Force, specifically assigned to collating all of the reports from the ICNs for the annual "Special Measures" report of the UN Secretary-General.

3. Enforcement

The SEA Enforcement Theme Group discussed effective enforcement of the standards of conduct set out in the Secretary-General's Bulletin on PSEA, effective mechanisms to receive reports of abuse and exploitation and effective response to investigating reports of abuse and exploitation. This encompassed how to develop, establish and implement complaint routes accessible and trusted by victims and other complainants. The group also explored the potential for common standards and capacity-building in conducting investigations.



Effective enforcement of the standards of conduct outlined in the Secretary General's Bulletin

- Gear agency disciplinary frameworks toward a more effective enforcement of the standards of conduct outlined in the Secretary General's Bulletin.
- Develop databases and other systems for recruiters/referees to disseminate and access information on: outcomes of investigations; pending investigations; resignation mid-investigation; and references.
- Ensure investigative outcomes inform programmatic design, implementation and monitoring so that gaps and vulnerabilities to abuse and exploitation can be addressed. This will enhance prevention efforts.
- Develop more consistent or common sanctions to respond to breaches of the Secretary-General's standards. Review current policy and practice regarding imposition of sanctions across various entities, recommending policies for possible adoption.
- The General Assembly adopted Resolution A/RES/62/63 in December 2007, urging Member States to consider extending jurisdiction of their domestic law to cover criminal misconduct of UN officials or experts on mission in the field. This followed the release of a report by UN legal experts on Ensuring accountability of UN Staff and experts on mission with respect to criminal acts committed in peacekeeping operations (A/60/980). The General Assembly encouraged Member States to cooperate with each other and with the UN in the exchange of information and facilitation of investigations and, as appropriate, the prosecution of the relevant persons.

Effective complaints mechanisms for receiving reports of SEA

Establish an in-country interagency working group composed of members of the UN
Country Team, members of the INGO community, local partners and community
representatives (of women, men, youth, children advocates, health professionals, etc.) to
design, pilot and implement locally contextualized reporting or complaint-receiving

procedures. This process should be informed by members of the community including children. It should be accountable to senior management from the UN and NGOs.

- Establish a reporting route or complaint mechanism with the help of the community that is accessible, safe and confidential. It should be informed by or based on international standards and function using existing national structures.
- Proactive and systematic monitoring should take place to ensure that gaps and vulnerabilities to abuse and exploitation are minimized. These systems should be mainstreamed by incorporating PSEA into M&E programmatic frameworks and risk assessments.
- Identify and address the multiple barriers to reporting within communities. One way to address this is to have common messaging to communities about international standards (beneficiaries rights and SGB prohibited conduct) and to look for ways to improve the livelihood of vulnerable groups so that they will not need to remain silent about abuse and exploitation. It would also be necessary to identify and address the barriers that prevent reporting within an organization or between organizations. An agreed-upon protocol between organizations about how they will report allegations to each other might facilitate this process.
- Operationalize or implement the standards in the UN's code of conduct.² Efforts should be made to be consistent with all actors and organizations working in the humanitarian, peacekeeping, and development context.
- Seek funding to provide dedicated staff to coordinate and implement PSEA activities within the community. This might include the development of a joint code of conduct and mainstreaming of protection.

Effective investigation mechanisms for responding to reports of SEA

- Strengthen investigation capacity wherever humanitarian operations are in place. One method could be the development of a pool of trained investigators. This would ensure the availability of skilled investigators. This pool could also be used to resource smaller agencies/organizations that do not have the resources to conduct investigations.
- Investigators of SEA reports/complaints should have key minimum competencies, such as skills in interviewing survivors of SEA. In order to ensure consistency in practice and outcomes, investigators should be trained in common standards and follow the same procedures and protocols. There should be consideration that the Building Safer Organizations Learning Program on Investigation serves as the training standard to develop a professional pool of investigators.
- Protection, safety and welfare are primary issues for the victim/survivor, the subject of the allegation, the complainant and witnesses. These issues need to be identified and evaluated and systems to ensure safety established before the onset of the investigation.
- Communication of the ongoing investigation should be provided to the relevant parties. This facilitates management of the expectations of the relevant parties. This is done while

¹ E.g. in a supported school make sure that no one-to-one teaching takes place without supervision. ² This refers to ST/SGB/2002/13 concerning Status, Basic Rights and Duties of UN staff members.

maintaining confidentiality as to the nature of the investigation and any specificity of information gathered.

- Ensure clear communication of all investigation procedures to relevant parties, including the complainant, the subject, the victim/survivor and witnesses. It is also important to ensure that communities understand the process of investigation. There should also be some communication to the community as to timelines for investigations and specific information provided to the parties to investigations.
- Investigations need to be initiated and concluded within a reasonable timeframe and should not be delayed due to lack of resources.
- Agencies involved in one case should agree on one joint investigation to avoid stakeholders in an investigation being interviewed multiple times.

Questions that remain to be answered

- What are the underlying causes of under-reporting?
- Is there a responsibility to counsel the complainant to pursue their criminal justice system? What are the obligations if any to report to national authorities?
- Should the enforcement mechanisms be integrated with traditional justice systems?



4. Victim Assistance

The Victim Assistance Theme Group focused on how to enhance care for survivors of SEA. In the context of the UN's recently adopted strategy on victim assistance and the need for implementation, the group suggested a number of principles to guide the development of victim assistance programming and began to outline of the roles of key actors. These will be used as a basis for further development of victim assistance implementation guidance that was, as of this writing, being drafted by the Task Force.

Principles for Victim Assistance Programmes

- 1. Victim assistance programming should be designed based on what is most effective in the circumstances on the ground.
- 2. Responsibility would rest with the Resident/Humanitarian Coordinator (RC/HC) and would be operated under his/her auspices.
- 3. Should uphold confidentiality and the safety of the survivor and others connected to the incident of SEA.
- 4. Should be user-friendly for survivors, so that victims: (a) are referred to the appropriate services regardless of how they enter the system, (b) are able to select persons within the assistance programme with whom they feel comfortable, etc.
- 5. Would be embedded in services and mechanisms available to other GBV survivors wherever possible, creating links between key actors rather than separate, parallel services and mechanisms. For instance, GBV referral mechanisms and local hospitals would service SEA survivors.

- 6. Given that access to services will differ by geographic area, should be adapted to assistance contexts at sub-national levels.
- 7. Could be activated within a short time period, given that assistance is sometimes needed immediately (ex: HIV prophylaxis that can be effective only within the first 72 hours after an incident).
- 8. Should be able to trigger improved GBV programming.
- 9. Should provide assistance allotted to complainants even if victim chooses not to file a formal complaint.
- 10. Would respect victims' right not to participate in the victim assistance programme.

Roles of Key Actors

Within the UN's Victim Assistance Strategy, the Theme Group identified the following key actors: victim assistance coordinator (labelled "focal point" in the UN's victim assistance strategy), victim support facilitator, complaint recipient, service provider and victim/survivor. They began to define the key functions and position of each, as well as clarify and strengthen the linkages between them.

• VA coordinator (focal point):

- o Functions: coordinates and monitors implementation of a victim assistance programme at country level, including training and capacity building.
- O Position: acts under the auspices of the RC/HC who has overall responsibility for the implementation of victim assistance programming at country level. Discussion should continue on whether this is an inter-agency or specific agency position, whether it is a separate post or part of an existing post, whether it would be the role of one person or a team, whether an SEA Focal Point would play this role and the linkages between this role and the UN Country Team.

• Victim support facilitator:

- o Functions: essentially a case worker who assists victims/survivors to access services and to navigate the UN system for complaints, investigation, disciplinary action, etc. as necessary; coordinates among the services for each case; monitors receipt of services; builds on existing support systems for GBV survivors; accompanies victim/survivor to make complaint if desired.
- O Position: There should be multiple VSFs in a given geographic area. They may be persons in CBOs and NGOs or community and religious leaders. They might be the same person as an SEA Focal Point. They could be part of an existing GBV assistance system. They should be trusted by the community and able to provide child-friendly services.

• Complaint recipient:

- o Functions: in addition to receiving complaints, refers to VSF; able to direct and/or accompany the victim/survivor to the most urgently needed services if the victim/survivor comes to them before going to the victim support facilitator (this ensures urgently needed services are provided in a timely fashion).
- o Position: This may or may not be the SEA Focal Point.
- Service provider
- Victim/survivor

How the victim/survivor might enter the victim assistance programme

- Victim \rightarrow VSF \rightarrow service provider \rightarrow complaint recipient
- Victim → service provider → complaint recipient
 - or \rightarrow VSF \rightarrow complaint recipient
- Victim → complaint recipient → service provider and/or → VSF

Questions that remain to be answered

- Where no GBV referral system is in place, how should a victim assistance programme be structured?
- Where there is an absence of effective service, should the victim assistance programme fund the use of private services?
- What if there is no court system to prove that a child has been born of SEA?
- What resources will be put in place to support victim assistance?
- What does it mean to have alleged through "established procedures" to have been sexually exploited or abused, as expressed in the UN's victim assistance strategy?
- Further development of the roles of key actors and the linkages among them.

Annexes

Annex 1: Meeting Agenda

<u>Technical Level Meeting on Protection from Sexual Exploitation and Abuse (PSEA)</u> by UN and non-UN Personnel

Location: IRC Offices – 122 East 42nd Street, New York

11th Floor Conference Rooms

Dates: Tuesday 13th – Wednesday 14th May 2008

Participants: SEA experts, UN and NGO headquarters & field representatives

Contact: seatf@un.org

Objective: To enhance the prevention and response of the international community to sexual exploitation and abuse by humanitarian³ and development personnel

Background

The Executive Committees on Humanitarian Affairs and Peace and Security (ECHA/ECPS) UN and NGO Task Force on Protection from Sexual Exploitation and Abuse was established in February 2005 with the aim of preventing acts of this nature. It has produced some important outputs, including the High-level Conference on Eliminating Sexual Exploitation and Abuse by UN and NGO Personnel, a strategy on assistance to victims and an awareness-raising video, among others. Five working groups have been formed to support the field in the following areas: Working Group #1 (support to field-based networks); Working Group #2 (enforcement); Working Group #3 (managerial compliance); Working Group #4 (victim assistance); and Working Group #5 (implementation guidance for the Secretary General's Bulletin).

These working groups developed draft work plans for support to the field for 2008. It is generally felt that in order to set long term work plans to meet the above objectives it is essential to bring together key stakeholders to have focussed discussions. This meeting will bring key stakeholders together to share best practices and practical tools to help organizations implement standards and learn from existing mechanisms relating to sexual conduct. An additional output will be the collection of tools for an SEA tools repository.

Themes for the meeting

1. Prevention

Facilitators: Mavic Cabrera-Balleza/Jo MacVeigh

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³ Including peacekeeping

This session will look at issues around prevention of SEA What are best practices? What are the functions of an inter-agency field-based network? What resources and what form of assistance are needed for their establishment and operationalization? How can local capacity be identified/tapped, developed and strengthened in the establishment and operationalization of the inter-agency field-based networks? What are our indicators of success of the inter-agency field-based networks?

2. Enforcement

Facilitators: Jane Warburton/Christine Bendel

Referrals of SEA are complex, especially in areas where multiple agencies are operating under multiple policies and referral systems. Making this system as straightforward as possible for communities is essential. This group will look at how to develop complaints routes that are accessible for and trusted by survivors/victims/complainants of allegations of SEA. What are the challenges around conducting investigations for a range of different actors? What are the possible models for creating investigation capacity? Are common standards possible? What should these look like? What can be done to encourage and facilitate reports, complaints, and concerns?

3. Managerial compliance

Facilitators: Richard Powell/Kate Burns

This group will look at key elements of an in-country framework/mechanism for managerial compliance in the field of SEA. In all aspects of PSEA, whether prevention or response, we need to ensure the quality of work and it's adherence to established standards. This requires certain procedures, monitoring and review. What principles and criteria need apply? Who would be bound by the compliance mechanism? What are the key roles in making the mechanism operate? The discussed framework could serve as the basis of piloting, refinement, and roll out.

4. <u>Remedial action: victim assistance</u> Facilitators: Massimo Lowicki-Zucca/Ariana Pearlroth

Care and protection of survivors is an essential component of the work on SEA: this session will look at the care and protection for survivors and how to enhance it. Also, the following issues of the UN's victim assistance strategy will be considered: What assistance, if any, is currently provided and how? Should victim support facilitators be in NGOs or the UN? Also, if the former, what would be the relationship between the UN and implementation of the victim assistance strategy? And how would confidentiality be maintained? Should the country-level manager of the funds for the victim assistance program and the manager of the program itself be one and the same?

Key principal for the meeting: Ensuring alignment and synergy between the working areas

All facilitators need to consider the overlap and linkages between the working areas, and ensure that their outcomes are aligned and work in harmony.

Agenda:

Day one

08.45-09.15	Breakfast and registration
09.15-09.45	General introduction and welcome to the conference
09.45-11.00	Overall process and introduction to theme groups
11.00-11.15	Break
11.15-1.00	Theme group brainstorm
1.00-2.00	Lunch
2.00-4.15	Theme groups continue
4.15-4.30	Break
4.30-5.00	Theme group preparation for Gallery Walk (on day 2)
5.00-5.30	Close for the day
5.30-6.30	Drinks and tools fair

"Tools fair": Where agencies can have stands to share and promote the tools that they have developed to prevent and respond to SEA. These tools will contribute to the expansion of the Task Force's tools repository and enable participants to learn about the tools available. This will be set up around the meeting venue. All agencies shall bring copies (hard copies, DVDs etc) of tools to distribute. They may also bring collections of their tools on CD-ROM to distribute.

Day two	Following the morning working session, participants will discuss their outcomes and next steps during the 1.30-5.00 sessions
8.30- 9.00	Breakfast and opening for the day
9.00-10.30	Gallery Walk
10.30-11.00	Break
11.00-12.30	Continue working within the theme groups (optional rotation)
12.30-1.30	Lunch
1.30-3.30	Presentations by theme groups and discussion of outcomes
3.30-4.30	Next Steps
4.30-5.00	SEA pilot country initiative
5.00-5.30	Close
5.30-6.00	Save the Children presentation

Annex 2: List of Participants

UN A	UN Agencies						
No.	LAST NAME	FIRST NAME	ORGANIZATION	BASE	TITLE	EMAIL	
1	Sur	Rahul	MINUSTAH	Haiti	Chief, Conduct and	sur@un.org	
2	Araujo	Martha	UN Office of Internal Oversight Services	New York	Discipline Unit Investigator, Investigations Division	araujo3@un.org	
3	Postica	Florin	UN Office of Internal Oversight Services	New York	Operations Manager, Investigations Division	postica@un.org	
4	Browne	Kayci	UNDFS	New York	Reports Officer, Conduct & Discipline Unit	brownek@un.org	
5	Uberoi	Yasna	UNDFS	New York	Conduct & Discipline Unit	uberoi@un.org	
6	Mapondera	Dulcie	UNDFS	New York	Conduct & Discipline Unit	mapondera@un.org	
7	Bigio	Jamille	UNDFS	New York	Consultant	jamille.bigio@gmail.com	
8	Addou	Hodan	UNDP	New York	Gender and CPR Advisor	hodan.addou@undp.org	
9	Anderson	Lorraine	UNDP	Liberia	UNCT Coordination Officer, Prevention of SEA	lorraine.anderson@undp.org	
10	Bendel	Christine	UNDP	New York	HR Specialist	christine.bendel@undp.org	
11	Hovi	Laura	UNDP	New York	HR Analyst	laura.hovi@undp.org	
12	Gorlick	Brian	UNHCR	New York	Liaison Delegate	gorlick@unhcr.org	
13	Karanja	James	UNHCR	Kenya		karanjaj@unhcr.org	
14	Rasmussen	Jane	UNHCR	Geneva	Senior Ethics and Diversity Officer, Division of Human Resources Management	rasmussj@unhcr.org	
15	Lowicki- Zucca	Massimo	UNICEF	New York	Child Protection Section/ HIV in Emergencies	mzucca@unicef.org	
16	Ziebell	Stephanie	UNIFEM	New York	Program Analyst	stephanie.ziebell@unifem.org	
17	Odera	Roselyn	UNMIL	Liberia	Chief, Conduct and Discipline Unit	oderar@un.org	
18	Burns	Kate	UNOCHA	New York	Senior Policy Officer - Gender Equality	burns@un.org	
19	Pearlroth	Ariana	UNOCHA	New York	Policy Officer	pearlroth@un.org	
20	Ugbe	Sintiki Tarfa	UNOCHA	Somalia	IASC Gender Adviser	sbtarfa@un.org	
21	Proulx	Jean-Paul	UNOCI	Cote D'Ivoire	Chief of Conduct and Discipline	proulxj@un.org	
22	Graham	Olivia	UNWFP	Rome	Inspections and Investigations Officer, Oversight Services Div	Olivia.Graham@wfp.org	
(Obs	ervers)						
23	Gersbach	Michelle	UNDFS	New York	Conduct & Discipline Unit	gersbach@un.org	
24	Martin	Marie-Anne	UNDFS	New York	Conduct & Discipline Unit	martin4@un.org	
25	Assefa	Nardos	UNDP	New York	Consultant – Investigation Analyst	nardos.assefa@undp.org	

NGOs						
No.	LAST NAME	FIRST NAME	ORGANIZATION	BASE	TITLE	EMAIL
1	Siamomua	Amelia Kinahoi	CARE	Atlanta	Senior Advisor, Gender Equity & Diversity Team	asiamomua@care.org
2	Heemskerk	Coleen	HAP International	HQ	HAP Complaints Handling Officer	cheemskerk@hapinternation al.org
3	Lynch	Ray	Interaction	Washington DC	Senior Manager Protection & Refugee Affairs	rlynch@interaction.org
4	Powell	Heather	Interaction	Washington DC	Senior Programme Associate	hpowell@interaction.org
5	Cabrera- Balleza	Mavic	International Women's Tribune Centre	New York	Senior Programme Associate	mavic@iwtc.org
6	Lehmann	Heidi	IRC	New York	Senior Gender-Based Violence Technical Advisor	Heidi.Lehmann@ theIRC.org
7	Okeyo	Elijah	IRC	Liberia	Deputy Director Operations	Elijah.Okeyo@theirc.org
8	Price	Abigail	IRC	New York	Global Advisor on the Prevention of Abuse & Exploitation	abigailp@theirc.org
9	Warburton	Jane	IRC	New York	Director of Children, Youth Protection Department	jane.warburton@theirc.org
10	DeGruccio	Chele	IRC, CCSDPT	Thailand	PSEA Coordinator	chele.degruccio@theirc.org
11	Bunduka	Hawah	Oxfam GB	Sierra Leone	Gender Coordinator	hbunduka@oxfam.org.uk
12	Williams	Beth	Oxfam GB	UK	PSEA & Accountability Officer - Humanitarian Division	bwilliams@oxfam.org.uk
13	Csaky	Corinna	Save the Children UK	London	Child Protection Advocate	C.Csaky@savethechildren.or g.uk
14	MacVeigh	Johanna	Save the Children UK	London	Child Protection Advisor	J.MacVeigh@savethechildren .org.uk
15	Nimineh	Faith	Save the Children UK Save the Children	Liberia	Technical Advisor, Prevention of Abuse and Exploitation Head of Global Child	f.nimineh@savethechildrenlib eria.org R.Powell@savethechildren.or
16	Powell	Richard	UK	London	Protection	g.uk
17	Lipohar	Christine	Save the Children UK	Zimbabwe	Child Protection Advisor	christinel@scfuk.org.zw

Advocates						
No.	LAST NAME	FIRST NAME	ORGANIZATION	BASE	TITLE	EMAIL
1	Bathin	Drucie	via HAP International	US	Independent Advocate	suwaima@hotmail.com
2	Dahgaypaw	Myra	via HAP International, Karen Women Organization	US	Independent Advocate	kawthoolei@hotmail.com
3	Pelzom	Yeshey	via HAP International	US	Independent Advocate	yespel@yahoo.com
4	Riak	Aduei	via HAP International	US	Independent Advocate	aduei.nesei@gmail.com

Annex 3: Good Practices and Lessons Learned

This section presents specific examples of good practices and lessons learned, shared by participants of the SEA Prevention Theme Group.

- A PSEA interagency task force invited representatives from the region to a workshop on the Secretary General's Bulletin to increase staff familiarity with the guidelines. One outcome of the workshop was the establishment of PSEA focal points. The task force found that most agency SEA cases were associated with implementing partners, and therefore highlighted the importance of including SEA clauses within contracts between UN and implementing partners. The task force also held a series of GBV trainings in the region and shared materials that it developed.
- A new Memorandum of Understanding has been drafted that places more emphasis on prevention of and response to SEA as a responsibility of the member states that contribute troops to peacekeeping operations. This will also make troop contributing countries (TCCs) responsible for sending investigation teams in the case of a serious misconduct. Further clarification is needed on how TCC investigation teams will coordinate with those of the Office of Internal Oversight Services, based in New York, so that the simultaneous investigations do not negatively impact the community's willingness to report.
- A dedicated Conduct and Discipline Unit in the Department of Field Support/Department of Peacekeeping Operations ensures that all field missions have a Conduct and Discipline team and/or an appointed focal point. They ensure that: PSEA focal points are assigned; police officers sign an oath on PSEA; and all peacekeeping personnel receive training on SEA. Induction training on PSEA is also provided for all civilian personnel. In the present system, headquarters sends a PowerPoint training module that is modified by each mission, according to its standards and context.
- An interagency network on PSEA noted its successes: inter-agency trainings, government support, and a communication/advertisement strategy. Its activities included producing a joint-training module on prevention, endorsed by all members, as well as an one-year advertising campaign on PSEA, endorsed by the government, with materials designed to reach communities, children, teachers and all involved agencies. These included flashcards and training modules for teachers and prominent billboards stating that the country does not tolerate SEA. A recent evaluation of the advertising campaign highlighted challenges related to: the complexity of SEA reporting mechanisms; the limited understanding of SEA; and communities' attitude of acceptance towards SEA.
- An interagency network on PSEA developed a joint code of conduct and joint protocols on how to handle cases, with each organization assigned a specific responsibility. A core committee of a few organizations was appointed to lead the larger network. The network meets monthly and reports to heads of agencies. To make it easier for communities to report cases of misconduct, the network reaches out to the community through a wide variety of fora. The network developed training modules for staff, police, students, and refugees. They developed films on PSEA based on scripts written by staff in a writing competition. They

also advocated for a bill that was passed by the government, which provides them an avenue to prosecute cases of sexual offense. One significant challenge is the limited time PSEA focal points can commit to the issue.

 Use of an IASC assessment tool, modified for the local context, to strengthen prevention of SEA. The team identified areas of risk for SEA, such as hiring practices and food distribution, and advocated for changes.

Lessons Learned

- Importance of creating an advertisement strategy to assist in identifying the appropriate medium and message and effectively partnering with the media.
- Importance of understanding the mentality and fears of the management related to SEA in order to provide the appropriate support for management to take a more active role in preventing and responding to SEA. One organization provided management specific threshold recommendations so that they have guidelines for what to do when faced with a situation related to SEA.
- Importance of starting from an understanding of the local culture/context, and the community's attitude toward SEA.
- In one country, different interagency groups are not effective because of: lack of funding and commitment from within organizations; lack of government leadership and political will, including limited monitoring or regulation by the government; and weak commitment from civil society.
- Importance of viewing SEA as an accountability and organizational issue. For example, the role of SEA focal points should be defined in the context of organizational structures and responsibilities. Linked with human resources, SEA becomes an issue of management and recruitment.
- Importance of a coordinated reporting structure for effective interagency efforts in country, consistent with the responsibility of each agency to follow its internal channels. Need clear inter and intra-agency reporting, with community input in determining the reporting structures.
- Importance of volunteers being held accountable to organizations' code of conduct. Volunteers are in a position of power and are considered by the community as representatives of the organization. This should be taken into account during the volunteer selection process and in responding to allegations of misconduct on the part of the volunteers.
- Importance of regular training for staff, with all staff present. Staff turnover presents a challenge to accessing staff for training.

- Importance of a common priority area that links organizations in an inter-agency effort, for example, refugees. This network then needs to link with the interests of the UN country team.
- Importance of established mechanisms to determine priorities, for example, by which action has the greatest impact or by incidence of highest frequency.

Annex 4: Tools Fair

Participants shared and promoted the tools that they have developed to prevent and respond to SEA. These tools will be incorporated in the expanding Task Force tools repository, developed as a means for partners throughout the world to access available resources rather than "reinvent the wheel" (available at ochaonline.un.org/sea).



1. Standards of Conduct

United Nations

Secretary-General's Bulletin: *Special measures for protection from sexual exploitation and sexual abuse* (ST/SGB/2003/13), October 2003 (in English, French, Spanish, Russian, Arabic and Chinese; and unofficial translation in Portuguese). Available at: http://documents.un.org/simple.asp (enter ST/SGB/2003/13 as symbol).

United Nations and non-United Nations entities

(dozens of individual entities are signatories)

Statement of Commitment on Eliminating Sexual Exploitation and Abuse by UN and Non-UN Personnel, 4 December 2006 (in English). Available at ochaonline.un.org/sea in the Documents Library.

2. Toolkits/Guidelines

IASC

Gender Handbook in Humanitarian Action – Women, Girls, Boys, and Men: Different Needs – Equal Opportunities. December 2006. Accessed at: http://www.humanitarianinfo.org/iasc/content/subsidi/tf_gender/genderH.asp

IASC

Guidelines for Gender-based Violence Interventions in Humanitarian Settings: Focusing on Prevention of and Response to Sexual Violence in Emergencies. Accessed at: http://www.humanitarianinfo.org/iasc/content/subsidi/tf_gender/gbv.asp

Oxfam GB

Gender Equality and Sexual Exploitation: Introduction to Gender Equality, Mainstreaming Gender Equality in NGOs, Preventing Sexual Exploitation and Abuse. 2006. Accessed at:

http://publications.oxfam.org.uk/oxfam/add_info_029.asp?TAG=&CID=

3. Awareness-raising and Public Information/Communications

IASC Task Force⁴

Model Information Sheet for Local Communities (What You Need to Know): Special Measures for Protection from Sexual Exploitation and Sexual Abuse, May 2004 (in English, French, Spanish, Russian and Chinese). Available at ochaonline.un.org/sea in the Documents Library.

IASC Task Force

Scenarios covering prohibited acts of Sexual Exploitation and Sexual Abuse for the various categories of United Nations personnel, May 2004 (in English, French, Spanish, Russian, Arabic and Chinese). Available at ochaonline.un.org/sea in the Documents Library.

DPKO

Standard Operating Procedure: *Public Information Activities on Sexual Exploitation and Abuse*, 3 April 2006 (in English). Available upon request from seatf@un.org or the Conduct and Discipline Unit in the Department of Field Support.

The Kenya Refugee Program Prevention of Sexual Exploitation and Abuse Committee

Code of Conduct for Humanitarian Workers in the Kenya Refugee Program, Nairobi, Kenya. November 2003.

(Contact: James Karanja, karanjaj@unhcr.org)

UNICEF and Kenya GBV Sub-cluster

Sexual Exploitation and Abuse Information Sheet. (Contact: Tracy Vaughan, tvaughan@unicef.org)

Other Communications Materials

DPKO

Stop Abuse/Report Abuse Poster Series, 2005 (in English, also available upon request from seatf@un.org or the Conduct and Discipline Unit in the Department of Field Support in French, Spanish, Russian, Arabic and Chinese).

UNMIL

Bookmark - Stop Abuse, Report Abuse (Contact: Roselyn Odera, oderar@un.org)

Save the Children

Orange Wrist Bands – "Stop Sexual Abuse and Exploitation" (Contact: Johanna MacVeigh, J.MacVeigh@savethechildren.org.uk)

⁴ Inter-Agency Standing Committee Task Force on Protection from Sexual Exploitation and Abuse.

National Sexual Exploitation and Abuse Awareness Campaign/Liberia

Bumpersticker - No Sex for Help, No Help for Sex. Gender Based Violence Task Force, One team, One program, One leader.

(Contact: Roselyn Odera, oderar@un.org)

National Sexual Exploitation and Abuse Awareness Campaign/Liberia

T-shirt– No Sex for Help, No Help for Sex. Gender Based Violence Task Force, One team, One program, One leader.

(Contact: Roselyn Odera, oderar@un.org)

National Sexual Exploitation and Abuse Awareness Campaign/Liberia

 $Orange\ Wrist\ Band-No\ Sex\ for\ Help,\ No\ Help\ for\ Sex.$ Gender Based Violence Task Force, One team, One program, One leader.

(Contact: Roselyn Odera, oderar@un.org)

National Sexual Exploitation and Abuse Awareness Campaign/Liberia

Poster – Stop Sexual Exploitation and Abuse: No Sex for Help, No Help for Sex. UNMIL Public Information – Illustration: Samson Zogbaye, 2007.

(Contact: Roselyn Odera, oderar@un.org)

ONUCI

Poster – Non a l'exploitation et aux abus sexuels (six figures). ONUCI Public Information Office, June 2007. Accessed at: www.onuci.org (Contact: Jean-Paul Proulx, proulxj@un.org)

ONUCI

Poster – La force de l'ONUCI c'est le respect de l'autre (community image). ONUCI Public Information Office, June 2007. Accessed at: www.onuci.org (Contact: Jean-Paul Proulx, proulxj@un.org)

ONUCI

Poster – Complaints on Conduct and Behaviour of ONUCI Personnel. ONUCI Public Information Office. Accessed at: www.onuci.org (Contact: Jean-Paul Proulx, proulxj@un.org)

FilmAid International

Zero Tolerance for Sexual Exploitation and Abuse – PSEA Videos series. Sexual exploitation and abuse in schools, sexual exploitation and corruption in the resettlement program, sexual exploitation and corruption by community leaders, sexual exploituation and the code of conduct – with facilitation exercises.

(Contact: James Karanja, karanjaj@unhcr.org)

4. Training Materials

ECHA/ECPS Task Force⁵

Video: *To Serve with Pride: Zero Tolerance for Sexual Exploitation and Abuse*, November 2006 (in English, Spanish and French). Available at ochaonline.un.org/sea in the Documents Library or in hard copy upon request from seatf@un.org.

ECHA/ECPS Task Force

Guide for facilitated presentation of the film "To Serve with Pride" on Prevention of Sexual Exploitation and Abuse by United Nations and NGO Personnel. Available at ochaonline.un.org/sea in the Documents Library.

ECHA/ECPS Task Force

Training Framework – Beyond Compliance. Available upon request from Headquarters Focal Points on Sexual Exploitation and Abuse in UNDP and OCHA or the Conduct and Discipline Unit in the Department of Field Support.

UNICEF and OCHA

Inter-agency Training for Focal Points on Protection from Sexual Exploitation and Abuse by UN Personnel and Partners, May 2007 (in English). Available at ochaonline.un.org/sea in the Documents Library.

UNICEF Kenya

Sexual Exploitation and Abuse Training of Trainers: Manual. Draft 10 April 2008, Tracy Vaughan Gough.

(Contact: Tracy Vaughan, tvaughan@unicef.org; James Karanja, karanjaj@unhcr.org)

UNICEF Kenva

Sexual Exploitation and Abuse Training Module: Facilitators Guide. Tracy Vaughan Gough, IRC Kenya – PEA Advisor, 14 June 2005

(Contact: Tracy Vaughan, tvaughan@unicef.org; James Karanja, karanjaj@unhcr.org)

DPKO/DFS

SMART – Senior Mission Administration and Resource Training Programme, 17 January 2008. Available upon request from the Conduct and Discipline Unit in the Department of Field Support.

DPKO/DFS

SMART – Senior Mission Administration and Resource Training Programme, 10 August 2007. Available upon request from the Conduct and Discipline Unit in the Department of Field Support.

⁵ Executive Committees on Humanitarian Affairs (ECHA) and Peace and Security (ECPS) Task Force on Protection from Sexual Exploitation and Abuse.

DPKO/DFS

DPKO is SMART! Volume 1, Issue 1, January 2007. Available upon request from the Conduct and Discipline Unit in the Department of Field Support.

DPKO/DFS

People are SMART! Volume 1, Issue 2, June 2007. Available upon request from the Conduct and Discipline Unit in the Department of Field Support.

DPKO/DFS

"Not training as usual" Volume 2, Issue 1, March 2008. Available upon request from the Conduct and Discipline Unit in the Department of Field Support.

ICVA

Building Safer Organisations Handbook: Training materials on receiving and investigating allegations of abuse and exploitation by humanitarian workers. December 2006. Accessed at: http://hapinternational.org/pool/files/receiving-and-investigating-allegations.pdf

FilmAid International

DVD: "*No Excuses*": *Video series* – *Prevention of sexual exploitation and abuse*. Available in various languages. Nairobi Kenya, 2006. PSEA Kenya project – a joint collaboration of FilmAid International, CARE, IRC, UNHCR (Contact: nairobi@filmaidinternational.org, James Karanja, karanjaj@unhcr.org)

FilmAid International

Facilitation Guide for "No Excuses": Video series – Prevention of sexual exploitation and abuse. Available in various languages. Nairobi Kenya, 2006. PSEA Kenya project – a joint collaboration of FilmAid International, CARE, IRC, UNHCR (Contact: nairobi@filmaidinternational.org, James Karanja, karanjaj@unhcr.org)

A Joint Project of ARC, CCF, IRC, and Save the Children

SEA Video Training Tool – CiSEAL Training Video and Manual. CiSEAL – Countering Sexual Exploitation and Abuse in Liberia. (Contact: Roselyn Odera, oderar@un.org)

IRC

Protection Against Sexual Exploitation and Abuse – Powerpoint presentation. IRC Kenya Program 2005-2006.

(Contact: James Karanja, karanjaj@unhcr.org)

Save the Children

SEA Jingles and Messages Training Toolkit, Liberia.

(Contact: Roselyn Odera, oderar@un.org)

<u>The Kenya Refugee Program Prevention of Sexual Exploitation and Abuse Committee</u>

Training Manual – Generic Training on PSEA for Humanitarian Workers and for PSEA Focal Points, Kenya.

(Contact: James Karanja, karanjaj@unhcr.org)

<u>The Kenya Refugee Program Prevention of Sexual Exploitation and Abuse</u> Committee

The Kenya Refugee Program Prevention of Sexual Exploitation and Abuse Police Training Module: A Guide for Trainers and Handouts, Kenya. (Draft date? One 10/11//2006)

(Contact: James Karanja, karanjaj@unhcr.org)

The Kenya Refugee Program Prevention of Sexual Exploitation and Abuse Committee

Prevention of Sexual Exploitation and Abuse Education Curriculum. CARE, FAI, UNHCR, IRC. May 2005

(Contact: James Karanja, karanjaj@unhcr.org)

<u>The Kenya Refugee Program Prevention of Sexual Exploitation and Abuse Committee</u>

Prevention of Sexual Exploitation and Abuse in the Kenya Refugee Program: A Guide for Trainers (Tanzania Draft). 11 March 2006

(Contact: James Karanja, karanjaj@unhcr.org)

Keeping Children Safe Coalition

Keeping children safe: Training for child protection – tool three. Save the Children UK, 2006. Accessed at: www.keepingchildrensafe.org.uk

Keeping Children Safe Coalition

Keeping children safe: A toolkit for child protection – tool four and five on training. Save the Children UK, 2006. Accessed at: www.keepingchildrensafe.org.uk

5. Prevention

UNICEF, CCF-Liberia, and the Ministry of Education Liberia

Prevention of Sexual Exploitation and Abuse Pack – Information, Education, and Communication materials. June 2007.

(Contact: Roselyn Odera, oderar@un.org)

MINUSTAH-Conduct and Discipline Unit

Monthly Report from Contingent Commanders Regarding the Prevention of Sexual Exploitation and Abuse. January 2007.

(Contact: minustah-cdu@un.org)

The Kenya Refugee Program Prevention of Sexual Exploitation and Abuse Committee

Preventing Sexual Exploitation and Abuse in the Kenya Refugee Program (2004-2006) – Project Overview.

(Contact: James Karanja, karanjaj@unhcr.org)

<u>The Kenya Refugee Program Prevention of Sexual Exploitation and Abuse</u> Committee

Information for Refugees and Asylum-Seekers in Nairobi. August 2007. (Contact: James Karanja, karanjaj@unhcr.org)

6. Enforcement

The Kenya Refugee Program Prevention of Sexual Exploitation and Abuse Committee

Code of Conduct for Humanitarian Workers in the Kenya Refugee Program: An Introduction. Powerpoint, October 2003 to July 2005.

(Contact: James Karanja, karanjaj@unhcr.org)

7. Complaint Mechanisms

IASC Task Force

Terms of Reference for in-country Focal Points on Sexual Exploitation and Abuse, May 2004 (in English and available in French, Spanish, Russian, Arabic and Chinese from http://www.humanitarianinfo.org/iasc/content/news/default.asp?publish=7).

Humanitarian Accountability Partnership International

Sexual Exploitation and Abuse Prevention & Response Tally Sheet.

(Contact: Coleen Heemskerk, cheemskerk@hapinternational.org)

Humanitarian Accountability Partnership International

To Complain or Not to Complain: Still the Question – Consultations with humanitarian aid beneficiaries on their perceptions of efforts to prevent and respond to sexual exploitation and abuse.

(Contact: Coleen Heemskerk, cheemskerk@hapinternational.org)

Keeping Children Safe Coalition

Keeping children safe: standards for child protection – tool one. Save the Children UK, 2006. Accessed at: www.keepingchildrensafe.org.uk

Keeping Children Safe Coalition

Keeping children safe: How to implement the standards – tool two. Save the Children UK, 2006. Accessed at: www.keepingchildrensafe.org.uk

MINUSTAH-Conduct and Discipline Unit

Chart to assist civilians: Which office can help me? October 2007.

(Contact: minustah-cdu@un.org)

8. Investigation Procedures

ICVA

Building Safer Organisations Guidelines: Receiving and investigating allegations of abuse and exploitation by humanitarian workers. December 2006 (in English). Accessed at: http://hapinternational.org/pool/files/guidelines-receiving-and-investigating-allegations.pdf

9. Managerial Compliance

Humanitarian Accountability Partnership International

Humanitarian Accountability Report 2006. November 2007. Accessed at: http://www.hapinternational.org/projects/publications.aspx

Humanitarian Accountability Partnership International

The Guide to the HAP Standard. Purchased at:

http://publications.oxfam.org.uk/oxfam/display.asp?K=e2007030714172961&TAG=&CID=

ECHA/ECPS Task Force

Minimum Operation Standards for Protection from Sexual Exploitation and Abuse by UN and NGO Staff and Related Personnel (MOS-PSEA). Draft 12 May 2008. Available upon request from Headquarters Focal Points on Sexual Exploitation and Abuse in UNDP and OCHA or the Conduct and Discipline Unit in the Department of Field Support.

<u>The Kenya Refugee Program Prevention of Sexual Exploitation and Abuse</u> Committee

Preventing Sexual Exploitation and Abuse in the Kenya Refugee Program Checklist (Draft) 14 June 2005

(Contact: James Karanja, karanjaj@unhcr.org)

MINUSTAH-Conduct and Discipline Unit

Respone to "Strongly Discouraged" Query. 2008.

(Contact: minustah-cdu@un.org)

10. Guidance on Organizational Capacity Building

IASC Task Force

Terms of Reference for in-country Network on Sexual Exploitation and Abuse, May 2004 Available in English, French, Spanish, Russian, Arabic and Chinese at ochaonline.un.org/sea in the Documents Library.

11. Victim-related Policies

United Nations

United Nations Comprehensive Strategy on Assistance and Support to Victims of Sexual Exploitation and Abuse by United Nations Staff and Related Personnel (A/RES/62/214), 7 March 2008. Available in English, French, Spanish, Russian, Arabic and Chinese at ochaonline.un.org/sea in the Documents Library.

12. United Nations Decisions and Reports

Secretary-General

Special Measures for Protection from Sexual Exploitation and Abuse: Report of the Secretary-General (A/61/957), 15 June 2007 (in English, French, Spanish, Russian, Arabic and Chinese). Available at ochaonline.un.org/sea in the Documents Library.

13. Miscellaneous

Kenya GBV Sub-Cluster

List of Resources. Available at: www.humanitarianreform.org/Default.aspx?tabid=524