

UNICEF Training of Trainers on Gender-Based Violence: Focusing on Sexual Exploitation and Abuse

Introduction and Background to the Training

What is this Document?

This document outlines a module for a training workshop on gender-based violence, which focuses on sexual abuse and exploitation. Facilitators are expected to take specific modules and adapt them to their needs and the context where the training is taking place (objectives, profile of participants, office and national culture, time available etc.).

This is a two-day training. The first day is designed to increase participant's knowledge and understanding of the concept of gender, and gender-based violence. The second day takes a closer look at sexual exploitation and abuse and includes sessions on the Secretary-General's Bulletin on Special Measures for Protection from Sexual Exploitation and Sexual Abuse, reporting mechanisms and developing a programmatic response.

The training is an initiative of UNICEF's gender and development unit in close collaboration with the Office of Emergency Programmes' Humanitarian Policy Unit, Child Protection and Human Resources. To date, this package has been field tested in both Nepal and Pakistan and has been periodically updated as UNICEF refines its policies and programmes in the area of sexual exploitation and abuse. The primary target audience for this module is UNICEF country programme staff and immediate partners. Others may find the material of use, but modifications may be required.

This package is based on the work of numerous trainers and training packages. We are grateful for the work that has been carried out to date by UNHCR, and OXFAM-UK and also for their willingness to share exercises, methodologies and experiences. For a variation on the exercises presented in this module, please consult the UNHCR Sexual and Gender Violence: Prevention and Response Training Package (2000) and the Oxfam Gender Training Manual (1994).

The training is designed for facilitators familiar with participatory learning techniques. Facilitators should have the skills and experience to adapt the core materials to the specific audience and target group. They will also have expertise/experience in the field of gender-based violence. The training is ideal for at least 2 facilitators and a maximum of 25 participants.

Learning Objectives for the Workshop

Objectives for Day 1:

- Increase participant's knowledge and understanding of the concept of gender, and gender-based violence.
- Establish an understanding of sexual exploitation and abuse as one form of gender-based violence.
- Familiarize participants with the legal frameworks, both national and international, that address gender-based violence.

Objectives for Day 2:

- Ensure that participants have gained a solid understanding of the Secretary-General's Bulletin on Special Measures for Protection from Sexual Exploitation and Sexual Abuse, and its implications for their behaviour and the behaviour of colleagues.
- Familiarize participants with established mechanisms for reporting incidences of sexual abuse and exploitation and clarify their roles and obligations with respect to these mechanisms.
- Ensure that participants can identify potential vulnerabilities to sexual abuse and exploitation within multi-sectoral programmes, and are able to suggest concrete strategies to prevent and respond to these vulnerabilities.

Notes for Facilitators

- *Discussions of sexual abuse and exploitation can be emotional and intensely personal, as so many people have personally experienced sexual violence or are close to someone who has. If someone becomes extremely upset, you should have a plan to deal with this – for example, stop the workshop and know how to refer the person to appropriate support structures.*
- *An important part of your role is to listen and to provide a safe space for discussion and reflection. You should be ready to reinforce a sense of respect for all participants.*
- *There may be a need for flexibility in the timing of exercises. Try to go with the dynamics of the group (taking a break where it most naturally fits) but also be aware of the need to cover a lot of material.*
- *If there are expectations of a final report, this should be clarified in advance and planned for.*

AGENDA FOR DAY 1

TITLE	LEARNING OBJECTIVES	ELEMENTS	Approx. TIME
1. Introduction and opening exercises	Objectives of this session are: 1.To ensure that the objectives of the workshop are clear. 2. To identify the needs and concerns of participants. 3. To introduce the participants to each other. 4.To establish trust and respect. 5.To bring out differences in personal and cultural backgrounds.	1.1 Overview of day's objectives. 1.2 Participants are invited to share their expectations and fears for the workshop. Exercise 1.3: The Name Game: The Meaning of our Names. Exercise 1.4: Establishing ground rules for the workshop.	10 mins 20 mins 30 mins 20 mins
2. Introduction to Gender: How to see the world through a 'gender lens'	Objectives of this session are: 1.To foster an understanding of the distinction between sex and gender. 2. To bring out participants' assumptions and expectations of male and female behaviour.	Exercise 2.1: The Gender Game: Establishing the difference between sex and gender. Optional Exercise 2.2: "Women should... Women shouldn't, Men should...Men shouldn't...": Exploring gender stereotypes and assumptions	40 mins 30 mins
3. Exploring Gender-Based Violence: Causes & Consequences	Specific objectives of this session are: 1.To identify the many forms of gender-based violence, including sexual exploitation and abuse. 2. Understand the causes and consequences of gender-based violence. 3. Recognize that gender-inequality is the root cause of gender-based violence.	Exercise 3.1: The Gender-Based Violence Tree: Gender-based violence: Causes & consequences.	2 hours
4. The National and International legal Frameworks addressing Gender-based Violence	Objectives for this session are: 1.To be familiar with national laws and international legal frameworks addressing gender-based violence.	4.1 Briefing and discussion.	1 hour 30 mins
TOTAL TIME			Approx 6 hours

1. Introductions and Opening Exercises

1.1 Overview of Day's Objectives.

Facilitators will clarify the day's objectives for participants and address any questions or concerns they may have.

Learning objectives for Day 1 are to:

- Increase participant's knowledge and understanding of the concept of gender, and gender-based violence.
- Establish an understanding of sexual exploitation and abuse as one form of gender-based violence.
- Familiarize participants with the legal frameworks, both national and international, addressing gender-based violence.

1.2 Participants are invited to share their fears and expectations for the workshop

- Each participant is asked to write down, on two separate cards, one expectation and one fear for the workshop.
- Participants should then place both cards on a board at the front of the room and one member of the group should read the cards aloud to the group.
- A general discussion can follow summarizing common fears, concerns, and areas where participants express the need for more knowledge.

1.3 Ice-Breaker Exercise




Exercise 1.3: The Name Game: The Meaning of our Names
Time: 30 min
Handout: None

Objectives	<ul style="list-style-type: none">• To introduce the participants to each other• To establish trust and respect• To bring out participants' varying personal and cultural backgrounds.
Materials	<ul style="list-style-type: none">• Flipchart, pens
Method (25 mins)	<ol style="list-style-type: none">1. Use a flipchart pinned up, or on the floor. Ask each participant to write their name(s) on the flipchart and explain the meaning and associations of their name. Include your name. <i>The name can be either the whole name or the name they wish to be known by in the workshop, depending on time. Be aware of the implications in many cultures of given names, reflecting race or caste differences.</i>2. In a short discussion identify the gender specificity of names, demonstrating particular gendered associations tied to the meanings


	and origins of the names
Notes for Facilitators (15 mins)	<p><i>In most cultures, female names are different from male names. Even where the name sounds the same, it usually has male and female spellings. The meaning of the name is often very important. For example, in a workshop with pastoral women in Kenya, each woman explained the meaning of her name, and why she was so named. Some names referred to what the mother was doing up until the time her child was born, some referred to women's roles or their work, or to their relationship with a male relative.</i></p> <p><i>The discussion should emphasize that names are gendered, and their meanings often reflect socially acceptable roles and expectations. For example, female names will more often have meanings such as 'kindness', 'delicate flower', or 'obedience', while male names are more likely to have meanings such as 'great warrior' or 'strong and brave' or 'great gift'. This is a good discussion to emphasise that from the time we are born, our identity, as well as the expectations for our behaviour have already started to take shape based on our sex.</i></p>
Source	A variation of The Oxfam Gender Training Manual © Oxfam UK and Ireland 1994

1.4 Establishing Ground Rules

	<p>Exercise 1.4: Establishing Ground Rules for the Workshop</p> <p>Time: 20 min</p> <p>Handout: None</p>
Objective	<ul style="list-style-type: none"> To arrive at commonly agreed upon and mutually respectful norms of behaviour during the course of the workshop.
Materials	<ul style="list-style-type: none"> • Flipchart, pens
Method:	<ol style="list-style-type: none"> 1. Explain to the participants the need for having a set of rules for behaviour. 2. Ask the group for suggestions for rules that should be adhered to, and make it clear that the rules should be agreed upon by the entire group. 3. Write the agreed rules on the flip chart and keep them in full view throughout the workshop.
Notes for Facilitators	<p><i>A sample of some common ground rules:</i></p> <p><i>Start on time, end on time</i></p> <p><i>No smoking in the workshop room.</i></p> <p><i>Do not interrupt while others are speaking.</i></p> <p><i>Everyone should try to listen as well as speak.</i></p> <p><i>Maintain confidentiality of what is shared, no gossiping.</i></p>

	<p><i>Show respect for others, and other's experiences.</i></p> <p><i>Do not make personal attacks.</i></p> <p><i>Do not judge others.</i></p> <p><i>Be aware of language difficulties, speaking slowly if needed.</i></p>
Source	Variation of The Oxfam Gender Training Manual © Oxfam UK and Ireland 1994


2. Introduction to Gender: How to see the world through a 'gender lens'

	<p>Exercise 2.1: The Gender Game: Establishing the difference between sex and gender</p> <p>Time: 40 min</p> <p>Handout: The Gender Game</p>
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Objective	<ul style="list-style-type: none"> To bring about an understanding of the distinction between sex and gender.
Materials	<ul style="list-style-type: none"> Paper, pens
Method	<ol style="list-style-type: none"> Ask the group if they understand the difference between 'sex' and 'gender'.
(5 mins)	<ol style="list-style-type: none"> Explain the difference quickly and simply (i.e. sex is a biological construct while gender is a social construct)
(15 mins)	<ol style="list-style-type: none"> Divide the participants into small groups, and distribute the Gender Game handout to each group. Ask them to read the statements one by one in their groups, and to discuss among themselves whether they think the statements refer to sex or to gender, writing a 'G' for those they think refer to gender, and 'S' for those they think refer to sex. If there is disagreement or uncertainty among the group, they may make note of that.
(20 mins)	<ol style="list-style-type: none"> Read the answers aloud and discuss them with the whole group. Women give birth to babies, men do not. (S) Little girls are gentle, boys are tough. (G) Amongst Indian agricultural workers, women are paid 40-60 per cent of the male wage. (G) Women can breastfeed babies, men can bottle-feed babies. (S) Most building site workers in Britain are men. (G)


	<p>6. In Ancient Egypt, men stayed at home and did weaving. Women handled family business. Women inherited property and men did not. (G)</p> <p>7. Men's voices break at puberty, women's do not. (S)</p> <p>8. In one study of 224 cultures, there were 5 in which men did all the cooking, and 36 in which women did all the house-building. (G)</p> <p>9. According to UN statistics, women do 67 per cent of the world's work, yet their earnings for it amount to only 10 percent of the world's income. (G)</p> <p><i>Focus on these questions and key ideas:</i></p> <p>a. Did any statements surprise you?</p> <p>b. Do the statements indicate that gender is inborn or learned?</p> <p>c. Gender roles vary greatly in different societies, cultures and historical periods.</p> <p>d. Age, race and class are also major factors, which determine our gender roles.</p> <p>e. Women in every country experience both power and oppression differently.</p>
Notes for Facilitators	<p><i>Adaptation: Alternatively, participants can listen to the facilitator read out the statements one by one and write down on a piece of paper, the letter 'G' for those they think refer to gender and 'S' for those they think refer to sex. The facilitator then distributes the Gender Game Handout and reads aloud the answers to the participants and proceeds with the discussion.</i></p> <p><i>This is an activity to be used with participants who have very little, or no understanding of the concept of gender, or who feel that they need to go back to basics to be sure of their grasp of the concept.</i></p>
Source	<p>Variation of <i>Class, Gender and Race Inequality and the Media in an International Context</i>. <i>Focus for Change</i>, 1992 in The Oxfam Gender Training Manual © Oxfam UK and Ireland</p>

OPTIONAL EXERCISE: Exercise 2.2: Exploring Gender Stereotypes and Assumptions

	<p>Exercise 2.2: "Women should...Women shouldn't, Men should...Men shouldn't..."</p> <p>Time: 30 min</p> <p>Handout: None</p>
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Objective	<ul style="list-style-type: none"> •To bring out participants' assumptions and expectations of male and female behaviour and demonstrate that both men and women are responsible for reproducing gender roles and stereotypes.
Materials	<ul style="list-style-type: none"> •Flipchart, pens
Method	<ol style="list-style-type: none"> 1) Place 4 flip chart size sheets of paper on the floor and give each one a heading; 1) 'women should', 2) 'women shouldn't', 3) 'men should', and 4) men shouldn't. 2) Divide the participants into four groups and give each group one of the flip charts, with one of the four headings. Ask them to write down anything they have ever heard from any source about their heading. Then have each group read aloud what they have written down under their heading. 3) Discuss the lists by comparing the women/men should/shouldn't lists. Talk about what it is like to have so many rules, assumptions, stereotypes and contradictions governing how we behave as women and as men. Discuss how participants relate to these messages. How are these ideas generated and sustained in a particular society?
Source	Institute for Development Studies, Gender Workshop, Brighton, UK. October 2001

3. Exploring Gender-Based Violence: Causes & Consequences

	<p>Exercise 3.1 The Gender Based-Violence Tree: Causes & Consequences</p> <p>Time: 2 hours</p> <p>Handout: None</p>
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Objectives	<ul style="list-style-type: none"> • To identify the many forms of gender-based violence. • Understand the causes and consequences of gender-based violence. • Recognize that gender-inequality is the root cause of gender-based violence.
Materials	<ul style="list-style-type: none"> • Flipchart, pens
Step 1 Forms of Gender-Based Violence	<ol style="list-style-type: none"> 1) Ask participants what we mean when we say "Gender-Based Violence"? Explain that gender-based violence is physical, mental or social abuse which is directed against a person on the basis of gender or sex. 2) Ask participants to identify some forms of gender-based violence. Draw a simple tree on the flip chart – use only top

	2/3 of the page and leave bottom 1/3 for contributing factors/causes which will be filled in later. As participants identify different forms of gender-based violence list each example at the trunk of the tree.
Notes for Facilitators	<p><i>Some forms of GBV that should be identified:</i></p> <p><i>Sexual assault, rape, attempted rape, trafficking, prostitution, sexual harassment, manipulation within the home, the workplace or school, domestic violence, battery, confinement, emotional abuse, pornography, harmful traditional practices, (i.e. FGM), early/forced marriage, dowry abuse, widow ceremonies, punishments directed at women for defying cultural norms, denial of education, food and clothing to girls/women by virtue of their sex.</i></p> <p><i>Encourage all ideas and examples. Make sure that all forms of gender-based violence are covered. It is also important to explain that men and boys can also be the target of sexual abuse, usually committed by other men, but that women and girls are affected disproportionately. Since the focus of this training is on sexual exploitation and abuse, it is important that the facilitator emphasize sexual exploitation and abuse as one common form of gender-based violence.</i></p> <p><i>Summarize and elicit conclusions</i></p> <ul style="list-style-type: none"> <i>Emphasize that although violence takes many different forms, gender-inequality is the root cause.</i> <i>Stress that although culture is often used to justify the use of violence toward women, the right to be free from abuse is a fundamental and universal right.</i> <i>Emphasize that overt violence/assault need not always be present. Threats and coercion are also forms of violence.</i>
Step 2 Consequences (30 mins)	<p>1) Explain that the consequences of GBV can be organized into four general areas.</p> <ol style="list-style-type: none"> 1) Health 2) Emotional, social and psychosocial 3) Legal/justice system 4) Community and physical safety and security. <p>2) Divide participants into 4 groups representing each of the 4 sectors and ask the participants in their groups to:</p> <ol style="list-style-type: none"> Review the various forms of GBV from step one. List and discuss all of the consequences/outcomes of GBV for their sector. Include individual consequences to the victim, and also outcomes for others – community, family, government, etc. Prepare a flipchart paper with your group’s list of consequences. As each group reads their lists aloud, the facilitator writes the example of the top of the tree, forming the branches.

<p>Notes for Facilitators</p>	<p>Some consequences of gender-based violence:</p> <p>Health: Individual consequences to the victim:</p> <ul style="list-style-type: none"> • Injury, disability, or death. STDs and AIDS. Injury to the reproductive system including menstrual disorders, childbearing problems, infections, miscarriages, unwanted pregnancies, unsafe abortions. Depression, leading to chronic physical complaints and illnesses. FGM, resulting in shock, infection, excessive bleeding or death, and longer-term affects such as emotional damage, including anger, fear, resentment, self-hate and confusion. Loss of desire for sex and painful sexual intercourse. Difficult pregnancy and labour, chronic pain and infection, infertility. <p>Impact on wider society:</p> <ul style="list-style-type: none"> • Strain on medical system <p>Emotional/Psychological: Individual consequences to the victim:</p> <ul style="list-style-type: none"> • Emotional damage including anger, fear, resentment and self-hate. Shame, insecurity, loss of ability to function and carry out daily activities. Feelings of depression and isolation. Problems sleeping and eating. Mental illness and thoughts of hopelessness and suicide. Gossip, judgments made about the victim, blaming the victim, treating the victim as a social outcast. <p>Impact on wider society</p> <ul style="list-style-type: none"> • Expensive, drain on community resources; family, neighbours, friends, schools, community leaders, social service agencies, etc. Victim unable to continue as contributing member of society; unable to keep up with child care, unable to earn an income. If perpetrators not apprehended or arrested, this sends a strong message that the behaviour is somehow acceptable, leading to further incidents of violence. <p>Legal/Justice System</p> <ul style="list-style-type: none"> • Lack of access to legal system, lack of knowledge of existing laws, confusion regarding the most appropriate channels i.e. criminal, traditional etc. Victim reluctant to report due to heavy stigma attached to sexual abuse. Strain on police/court resources already challenged and overburdened. Lack of sensitivity to the issues expressed by judges. Costs incurred by the victim. <p>Security, Physical Environment of the Community</p> <ul style="list-style-type: none"> • Victim feels insecure, threatened, afraid, Climate of fear and insecurity impacting women's freedom and perception of personal safety. Lack of female participation in the community life. Fear of travelling to school and work.
<p>Step 3</p>	<p>1) Ask the group to identify the causes and contributing factors of gender based violence. Using the bottom 1/3 of</p>

Causes and Contributing Factors	the page below the tree, list the causes and contributing factors as participants come up with them and share them with the group.
	<p>Some potential causes/contributing factors to highlight:</p> <p>Gender Inequality, power imbalances between men and women • Male attitudes of disrespect towards women including lack of respect for the human rights of women and girls • Unquestioned assumptions about appropriate male and female behaviour • Desire for power and control • Political motives, including as a weapon of war, for power/control, to instil fear. Traditional tensions, feuds • Collapse of traditional society and family supports • Cultural and traditional practices, religious beliefs • Poverty • Alcohol/drug abuse • Boredom, lack of services, activities and programs • Loss of male power/role in family and community; seeking to regain and/or assert power • Legal/justice system/laws silently condone violence against women and girls, insufficient laws against GBV • Impunity for perpetrators.</p>
Notes for Facilitators	<p>Points to stress when summarizing:</p> <ul style="list-style-type: none"> • Gender-based violence includes any physical, mental or social abuse which is directed against a person on the basis of gender or sex and has its roots in gender inequality. It is therefore important to integrate a gender perspective into efforts to effectively prevent and respond to sexual abuse and exploitation. This means looking at what causes gender-based violence, analyzing what happens to women and girls because of gender discrimination, etc. It is important to stress that sexual abuse and exploitation is one form of gender-based violence. • The impact of gender-based violence is far-reaching both for the victim, and for society at large. Strategies to respond to the many forms of gender-based violence must adopt a holistic approach and extend to all sectors. • There is a wide range of contributing factors for the many forms of GBV, however gender inequality plays a part in all forms. Therefore, prevention strategies must address the vast array of contributing factors while systematically addressing gender inequality at all levels.
Source	Variation from <i>Sexual and Gender Violence – Prevention and Response, Country Planning Workshop</i> . Draft for Field Testing. UNHCR. Beth Vann, UNHCR Consultant, September 2000

4. The legal frameworks of gender-based violence

4.1 Briefing and Discussion (1 Hour).

Handouts: 1) Key Human Rights Instruments, and 2) Summary of relevant documents outlining specific national legislation (To be developed by guest speaker)

This section should outline the national laws pertaining to gender-based violence and familiarize participants with the main international legal frameworks. A guest speaker should be invited and if possible, country specific reference materials related to sexual exploitation and abuse provided to the participants. Wherever possible, the speaker should be a representative from a local women's rights organization or group, and should possess a solid background in legal aspects of gender-based violence.

Guidelines for speakers

- The speaker should cover both national laws as well as international legal standards, pertaining to sexual exploitation and abuse relevant within the country.
- Information provided on National laws addressing gender-based violence should include laws concerning rape, domestic violence, incest, trafficking, FGM (if applicable), and prostitution.
- It would be useful if the speaker could summarize the relevant national and local laws which address these forms of violence and distribute this information in the form of a handout to participants prior to the presentation.
- Every effort should be made to create an interactive and participatory environment where participants are encouraged to ask questions, and share their ideas and experiences.

Note for facilitators:

Information about any NGOs active on these issues and any inter-agency coordination on gender-based violence should also be included. It would also be useful to include good examples of UNICEF's or other agency's work in this area within the country concerned.

International Laws addressing gender-based violence. Handout: Key Human Rights Instruments

Acts of gender-based violence 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, inhumane or degrading treatment.

Key international documents include:

- The Convention on the Rights of the Child (1989) (As well, the Optional Protocol to the CRC on the Sale of Children, Child Pornography and Child Prostitution)
- The Convention on the Elimination of All Forms of Discrimination Against Women CEDAW (1981)
- The Declaration on the Elimination of Violence Against Women (UN General Assembly) (1993)
- Rome Statute of the International Criminal Court (entered into force July 2002)
- UN Protocol to prevent, suppress and punish trafficking in persons, especially women and children (adopted 2000)

AGENDA FOR DAY 2

TITLE	LEARNING OBJECTIVES	ELEMENTS	Approx. TIME
5. Introduction to Day 2	Welcome and reflect on lessons learned from Day 1. Clarify objectives for Day 2.	5.1 Quick reflection on previous day's lessons. 5.2 Overview of objectives for Day 2	15 mins 10 mins
6. The Context of Sexual Abuse and Exploitation	At the end of this session participants will: 1) Be able to identify the specific factors in humanitarian crises that heighten the potential for sexual abuse and exploitation. 2) Be aware of the response of the international community, specifically the IASC Task Force and UNICEF.	Exercise 6.1 What do you do? 6.2 Sexual abuse and exploitation in humanitarian crises 6.3: Briefing on global response to sexual abuse and exploitation	30-45 mins 30 mins 15 mins
7. The Secretary-General's Bulletin on Special Measures for Protection from Sexual Exploitation and Sexual Abuse	By the end of this session, participants will: 1) Have examined their own behaviour and assumptions on this issue. 2) Be aware of the Secretary-General's Bulletin on Special Measures for Protection from Sexual Exploitation and Sexual Abuse and its implications for their own behaviour and the behaviour of colleagues; 3) Know what to do if they suspect a case of sexual abuse or exploitation.	Exercise 7.1 Difficult Choices Optional Exercise 7.2 Quiz: Secretary-General's Bulletin Exercise 7.3 Quiz: Why is this Misconduct? 7.4 Reporting Mechanisms 7.5 Management Responsibilities	45-60 mins 30 mins 20 mins 45 – 60 mins 30-45 mins
8. Developing a Programmatic Response	By the end of this session, participants will: 1) Be able to identify the specific conditions and circumstances in a particular country context that increase the vulnerability of children and women to sexual abuse and exploitation. 2) Have started thinking about how to integrate a concern to prevent and respond to sexual abuse and exploitation UNICEF country programmes. 3) Know how to play a leadership role in fostering collaboration between key partners around the issue of sexual abuse and exploitation.	Exercise 8.1 Case Study	2 Hours

9. The Way Forward and Wrap Up	Learning objectives are to: 1) Review material covered in the workshop 2) Evaluate the workshop	9.1 Recap of programmatic responses to sexual abuse and exploitation	20 mins
		9.2 Review of learning objectives and participant expectations	20 mins
		9.3 Evaluation	15 mins
TOTAL TIME			Approx 8 Hours

5. Introduction to Day 2


5.1 Welcome and Reflect on Lessons Learned during Day 1

Quick reflection on previous day's lessons with an emphasis on sexual exploitation and abuse. It is important to stress that because sexual abuse is one form of gender-based violence it is necessary to integrate a gender perspective into efforts to effectively prevent and respond to sexual abuse and exploitation. This means looking at what causes gender-based violence, analyzing what happens to women and girls because of gender discrimination, etc.

5.2 Learning objectives for Day 2 are:

- Ensure that participants have gained a solid understanding of the Secretary-General's Bulletin on Special Measures for Protection from Sexual Exploitation and Abuse prohibiting sexual exploitation by UNICEF staff and partners, and the implications of these principles for their behaviour and the behaviour of colleagues.
- Familiarize participants with established mechanisms for reporting incidences of sexual abuse and exploitation and clarify their roles and obligations with respect to these mechanisms.
- Ensure that participants can identify potential vulnerabilities to sexual abuse and exploitation within multi-sectoral programmes, and are able to suggest concrete strategies to prevent and respond to these vulnerabilities.

6. The Context of Sexual Abuse and Exploitation

	<p>6.1 What Do You Do?</p> <p>Time: 30-45 mins</p> <p>Handout: "What do you do?" Mini-case studies</p>
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Objective	<ul style="list-style-type: none"> • Rather than get into a discussion of the specifics of the Secretary-General's Bulletin on Special Measures for Protection from Sexual Exploitation and Abuse, this exercise is designed to get the discussion moving on sexual abuse and exploitation before a discussion of the Bulletin takes place.
Materials	Handout: "What Do You Do?" Mini-case studies
Method	In small groups, participants are given the handout. All groups can discuss the same case or if there is more time, each group could discuss a different case. Following the small group discussions, the plenary can consider the main points raised.

Scenario	Notes for facilitators
<p>1. You are a male worker at a program for out of school youth, with a good friend – also male – who works for a different NGO. Your friend really enjoys going to the bar on Friday night and hanging out with the girls. He buys them drinks and often spends the night with one or another of them. You note that some of the girls look really young.</p> <p><i>Questions:</i> Is there a problem? What do you do?</p>	<p><i>This scenario is to prompt discussion of what to do regarding the behaviour of colleagues/friends outside of working time. Questions to raise include:</i></p> <ul style="list-style-type: none"> • <i>Can someone's job give him or her a position of power even when they are 'off-duty'?</i> • <i>What kind of restrictions should there be, if any, on people's behaviour when they are 'off-duty'? (Many people feel that there shouldn't be any restrictions.)</i> • <i>What do you think is the situation of these girls?</i> • <i>What is the age of consent being used by UNICEF?</i>
<p>2. You are a displaced woman with a 14 year-old daughter. Your daughter attends school 5 km away from home. She is fortunate enough to have access to this education. An NGO worker has been giving her rides to school and you are pleased, as it means she is home sooner and can help out more. Lately your daughter seems reluctant to ride with him. You wonder why this NGO worker is being so nice to your daughter.</p> <p><i>Questions:</i> What questions do you have? Where can you find the answers? What do you do? Are there factors that are possibly contributing to sexual abuse?</p>	<p><i>This scenario can raise questions of family dynamics. The SCF/UNHCR report on West Africa noted that at times, parents were complicit in the abuse of their children. This notion may be hard to accept for some people and the point is not to judge, but rather to try to understand the complexity of these situations. Questions to ask include:</i></p> <ul style="list-style-type: none"> • <i>Are there reasons why this mother would not push too hard to find out what is happening?</i> • <i>If the mother came to you for advice, what would you do?</i>

Scenario	Notes for facilitators
<p>3. You are working on a WAT/SAN project to deliver clean water to a community that is attempting to rebuild after a devastating conflict. The community is very poor and made up primarily of displaced people. The schools are only just starting to function. Most families have little money for clothes for their children.</p> <p>One day you notice a group of very young girls leaving the site in the back seat of a jeep with 2 male engineers.</p> <p><i>Questions:</i> What questions do you have? Where can you find the answers? What do you do?</p>	<p><i>This scenario also raises questions of reasonability of humanitarian workers to report suspicious behaviour and of power dynamics between humanitarian workers (with money and vehicles) and very poor young girls. Questions could include:</i></p> <ul style="list-style-type: none"> • <i>Why might the girls be riding with the engineers? What might the perspective of the girls be?</i> • <i>What is happening within the project that might contribute to this situation?</i>
<p>4. You are visiting a school. The girls are doing skits and role-plays. One skit depicts girls kissing and cuddling with teachers in order to get better grades</p> <p><i>Questions:</i> What questions do you have? Where can you find the answers? What do you do?</p>	<p><i>This scenario is based on an actual situation. It points to the importance of looking for clues that abuse is happening and listening to girls and boys about what is going on in their lives. Questions could include:</i></p> <ul style="list-style-type: none"> • <i>How do you investigate this situation?</i> • <i>Are there other ways of trying to figure out what is going on?</i> • <i>Why is access to education an important bargaining chip? In other words, why would girls exchange sex for school?</i>

6.2 Sexual abuse and exploitation in humanitarian crises

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

Facilitators ask participants what it is about humanitarian crises that contributes to gender-based violence or sexual abuse.

Although participants may not be working in the context of a humanitarian crisis, the concepts identified through this exercise will also be relevant to non-emergency settings.

Important points to raise with participants:

- 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;
- Refugee and IDP women are sometimes fleeing from sexual violence perpetrated by the military, government etc. This makes them more vulnerable to further abuse and exploitation.
- The usual social protections have often broken down;
- The scarcity of humanitarian relief exacerbates economic vulnerability;
- Existing NGO and international agency policies, procedures and accountability mechanisms have often failed to provide adequate protection.
- Lack of privacy in camp settings often means that children are exposed to sexual activity from a young age.

6.3 Briefing on global response to sexual abuse and exploitation and evolution of the Secretary-General's Bulletin on Special Measures for Protection from Sexual Exploitation and Sexual Abuse.

1) Brief presentation on the Report of the Task Force, the Plan of Action, the development of the Core Principles and the Secretary-General's Bulletin on Special Measures for Protection from Sexual Exploitation and Sexual Abuse. (20 mins)

Handouts:

1) Report on the IASC Task Force on the Protection from Sexual Exploitation and Abuse in Humanitarian Crises

2) IASC Policy Statement on Protection from Sexual Abuse and Exploitation in Humanitarian Crises

Note: This presentation should be made by a person with a background in issues related to gender-based violence. If the presenter is not familiar with these issues, they are strongly encouraged to read thoroughly through the background material and talk to people working in this field. It would also be ideal if the presenter had background information related to the IASC Task Force on Protection from Sexual Abuse and Exploitation, as questions may come up related to the origins of some of this information and policy work.

Summary of Points:

- The IASC Task Force on Protection from Sexual Abuse and Exploitation in Humanitarian Crises grew out of allegations of sexual exploitation and abuse of refugee and internally displaced children and women in West Africa, levied against UN and NGO personnel and UN peacekeepers.
- The Task Force was mandated, within the overall objective of strengthening and enhancing the protection and care of women and children in situations of humanitarian crisis and conflict, to take recommendations that specifically aim to eliminate sexual exploitation and abuse by humanitarian personnel and the misuse of humanitarian assistance for sexual purposes.

- Among the measures outlined in the Task Force Plan of Action is the requirement that a set of six core principles be incorporated into all IASC codes of conduct, including a principle prohibiting sexual activity with persons under the age of 18, regardless of the age of majority or age of consent locally.
- The Task Force has also called for greater transparency and accountability in the delivery of humanitarian assistance, and is playing a lead role in developing mechanisms to prevent such abuse, and ensure that mechanisms of accountability are in place.
- This led, in October 2003, to the development of the Secretary-General's Bulletin on Special Measures for Protection from Sexual Exploitation and Sexual Abuse which applies to all staff at all times. It was widely recognized that violations of this nature may occur in a variety of settings and may be committed by staff of the United Nations, as well as staff of separately administered organs and programmes of the United Nations.

2) Highlight the actions taken by UNICEF


UNICEF has taken many actions to address sexual exploitation and abuse. For example:

- An Executive Directive has been issued reminding staff of obligations to report any abuses of children of which they are aware
- UNICEF agreements with implementing partners have been amended to include reference to sexual abuse and exploitation.
- As part of UNICEF's follow up to the Yokohama Congress, we are ensuring that the broader issue of sexual abuse and exploitation of children and women in refugee and IDP settings is adequately addressed in our advocacy and programming work.

7. The Secretary-General's Bulletin on Special Measures for Protection from Sexual Exploitation and Sexual Abuse

Exercise 7.1 Difficult Choices

Before introducing the Secretary-General's Bulletin on Special Measures for Protection from Sexual Exploitation and Sexual Abuse, it is useful for participants to examine their own values and assumptions around related issues. This exercise is designed to facilitate discussion around the key standards in the Bulletin.

	<p>7.1 Difficult Choices</p> <p>Time: 45-60 mins</p> <p>Handout: None</p>
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Objective	<p>By the end of this exercise, participants will:</p> <ul style="list-style-type: none"> • Have examined their own beliefs and assumptions regarding sexual abuse and exploitation. • Be aware of the Secretary-General's Bulletin on Special Measures for Protection from Sexual Exploitation and Sexual Abuse and its implications for their behaviour and the behaviour of their colleagues.
Method	<p>1) Participants are asked to react to a statement made by the facilitator by lining up according to their agreement with the statement (strongly disagree, disagree, agree, strongly agree. (All those who strongly agree go to one end of the line. Those who strongly disagree go to the other end of the line. Other people position themselves in between.) Participants are encouraged to discuss among themselves why they placed themselves where they did on the line. The facilitator can ask people why they chose that spot. Participants can also move and change their position as the discussion develops.</p> <p>5 statements can be chosen from the following list:</p> <ul style="list-style-type: none"> • People should be allowed to have sex with anyone over the age of consent in the country concerned, even if that age is lower than 18. • A refugee who is employed by a humanitarian organization must abide by the same standards of sexual behaviour as any other humanitarian worker. • If a driver working for an organization contracted by UNICEF to deliver supplies is found having sex with a minor, UNICEF should ensure that he/she gets fired. • The sex life of an employee of a partner NGO is his/her own business. UNICEF should not get involved in what a staff person of a partner organization/NGO does outside of work hours. • Sexual violence and exploitation by respected members of the community, such as doctors or teachers is very rare. • Girls who have sex with a teacher in exchange for grades are just as much to blame as the teacher • Male peacekeeping soldiers are just like soldiers everywhere. Not much can be done to control their behaviour vis-à-vis local women and girls.
Notes for Facilitators	<ul style="list-style-type: none"> • Although there are 'right answers' (i.e. the standards outlined in the Secretary-General's Bulletin), the facilitator should work to create a climate of respect throughout the exercise. The facilitator should also acknowledge that there are some grey areas, and that in some situations it can be difficult to determine if a standard has been violated, and what the appropriate (disciplinary) response should be. • The discussion can give the facilitators a good sense of where the participants are at in terms of their starting positions, degree of knowledge of the issues, etc. This information can help inform the

	<p>remainder of the training session.</p> <ul style="list-style-type: none"> • There may be some discussion on what is 'sex' – is it only intercourse, for example. There is no agreed definition in the Task Force Report on this issue, but the intent is to include a broad rather than narrow definition.
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Possible Points for Facilitators to bring out during the Difficult Choices Exercise:

Statement	POSSIBLE POINTS
People should be allowed to have sex with anyone over the age of consent in the country concerned, even if that age is lower than 18.	<p>The Secretary-General's Bulletin on Special Measures for Protection from Sexual Exploitation and Sexual Abuse states: "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."</p> <p>The age of consent is lower than 18 in many countries. However, the age recognized in the bulletin is 18. This is based on the CRC and the internationally accepted age of adulthood. This, therefore, is the age that is to be used by UNICEF and other humanitarian assistance agencies. While many countries (including "developed" countries) have much lower ages of consent, 18 best reflects UNICEF's commitment to the CRC.</p>
A refugee who is employed by a humanitarian organization must abide by the same standards of sexual behaviour as any other humanitarian worker.	<p>The IASC Task Force report recognizes that staff are often drawn from the beneficiary community and that this can blur the distinction between professional and private relationships with other members of the beneficiary community. For example, while relationships with beneficiaries are strongly discouraged, this would not apply to beneficiary aid workers who are married to other beneficiaries. Yet, these workers are also bound by these principles. As the report states: "By accepting work with humanitarian agencies, humanitarian workers also have to accept the special responsibility for humanitarian care that goes with the job."</p>
If someone working for an organization contracted by UNICEF to deliver supplies is found having sex with a minor, UNICEF should ensure that he gets fired.	<p>The Secretary-General's Bulletin on Special Measures for Protection from Sexual Exploitation and Sexual Abuse is intended to include all those involved in the delivery of international assistance – national and international staff.</p> <p>The employee of a national partner who violates the standards should face disciplinary action. This may include termination of employment or other disciplinary measures. Where a criminal law has been broken, legal authorities may be notified. The Secretary-General's Bulletin on Special Measures for Protection from Sexual Exploitation and Sexual Abuse states: "Sexual exploitation and abuse constitute acts of gross misconduct and are therefore grounds for termination of employment."</p>

Statement	POSSIBLE POINTS
The sex life of an employee of a partner NGO is his/her own business. UNICEF should not get involved in what a staff person of a partner organization/NGO does outside of work hours.	As UNICEF staff and partners, we must not engage in behaviour, which undermines the work we do on behalf of women and children during working hours. As staff we must adhere to even higher standards because of the power and privileges associated with our position.
Sexual violence and exploitation by respected members of the community, such as doctors, teachers is very rare.	<p>It has been well documented by the IASC Task Force and others working in this area that the problem of sexual abuse and exploitation is not limited to West Africa. Sexual abuse and sexual exploitation are problems in every country of the world. Those in positions of authority, such as teachers and doctors can abuse their power and status by exploiting children.</p> <p>"The humanitarian community has now acknowledged that the issue of sexual exploitation and abuse is a global challenge."</p>
Girls who have sex with a teacher in exchange for grades are just as much to blame as the teacher.	It is important to recognize the unequal power relationships that exist in situations when sex is traded for food or other supplies. Girls and women are particularly vulnerable in crises situations and have few options. Those in positions of authority, such as teachers, on the other hand, have access to resources and power. Therefore it is important to stress their responsibilities and mandates to protect.
Male peacekeeping soldiers are just like soldiers everywhere. Not much can be done to control their behaviour vis-à-vis local women and girls.	The Secretary-General's Bulletin applies to all staff, including staff of separately administered organs and programmes of the UN. The current Code of Conduct distributed by the UN's Department of Peacekeeping Operations explicitly prohibits sexual, physical or psychological abuse of the local population. Point 4 of the Ten Rules, Code of Personal Conduct for Blue Helmets: Do not indulge in immoral acts of sexual, physical or psychological abuse or exploitation of the local population or United Nations staff, especially women and children. ¹

¹http://www.un.org/Depts/dpko/training/training_material/cdrom/peacekeeping_training/pocket_cards/ten_rules.pdf

Optional Exercise 7.2 Quiz: Secretary-General's Bulletin on Special Measures for Protection from Sexual Exploitation and Sexual Abuse.


Note: If the facilitator chooses to do the Quiz, they should wait until after the participants have completed the quiz to distribute the Bulletin.

The facilitator can distribute the Quiz and allow participants some time to consider their answers. The facilitator can walk participants through the questions and discuss the various issues that arise as each question is considered.

Quiz Question	Points to Raise
1. Under the Bulletin, beneficiary employees are prohibited from having sex with under-18s – true or false?	True – Sexual activity with children (persons under the age of 18) is prohibited regardless of the age of consent locally. This applies to beneficiary employees, international staff, local staff, etc.
2. In terms of sexual relationships, UNICEF staff are bound by: a) The national age of consent b) The age of the older partner c) The age of 18 d) Ethical and moral codes	c) The age of 18 The Bulletin explicitly sets 18 years of age regardless of national law or other standards.
3. If you suspect that a staff member is violating the standards set out in the Bulletin, you must (check all that apply): a) Tell him/her to stop b) Investigate on your own c) Report (to the ombudsperson, human resources representative, etc.)	c) Report The Bulletin states that when a UN staff member has concerns or suspicions regarding sexual abuse or exploitation by a fellow worker (whether in the same agency or not), s/he must report such concerns via established agency reporting mechanisms. This may be difficult as it goes against many strongly held notions that discourage 'turning in' a fellow worker. Furthermore, people may not always be aware of the reporting process.

Quiz Question	Points to Raise
4. The Bulletin only applies to behaviour that takes place during working hours or when on mission for UNICEF – true or false?	False The Bulletin applies all the time (not just during working hours). There is a responsibility that comes with the position that extends between the specific work period.
5. The standards outlined in the Bulletin apply to (check all that apply): a) UNICEF staff – both international and locally-engaged b) Staff of NGOs contracted by UNICEF c) military peacekeepers d) Staff of other agencies (UNHCR, WFP, etc.)	Is this answer still the same? Explicitly for a), b) and d) and indirectly for c) There are codes of conduct for military peacekeepers under the auspices of the Department for Peacekeeping Operations: Point 4 of the Ten Rules, Code of Personal Conduct for Blue Helmets: Do not indulge in immoral acts of sexual, physical or psychological abuse or exploitation of the local population or United Nations staff, especially women and children. ²

Exercise 7.3 Why is this Misconduct?

	7.3 Why is this Misconduct? Time: 20 mins Handouts: 1) Secretary-General's Bulletin on Special Measures for Protection from Sexual Exploitation and Sexual Abuse. 2) Misconduct Scenarios.
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Objective	By the end of this exercise, participants will: <ul style="list-style-type: none"> Be able to identify prohibited acts under the current standards of conduct expected of UN staff .
Materials	Handouts: 1) Secretary-General's Bulletin on Special Measures for Protection from Sexual Exploitation and Abuse, and 2) Misconduct Scenarios.
Method	Hand out the Bulletin to participants and allow some time to read over the document. Divide participants into groups of 4 or 5 giving each group the handout "Misconduct Scenarios". Each group has 15 minutes to read over the scenarios and to decide as a group why these actions constitute misconduct under the standards set out in the Secretary-General's Bulletin on Special Measures for Protection from Sexual Exploitation and Sexual Abuse. The facilitators will then ask each group to report back on a scenario by reading the scenario aloud and

²http://www.un.org/Depts/dpko/training/training_material/cdrom/peacekeeping_training/pocket_cards/ten_in.pdf

	explaining to the group why they felt the specific act violates the standards set out in the Bulletin.
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Misconduct Scenarios: Notes for Facilitators

Example of Prohibited Act	Why it Constitutes Misconduct
<p>Scenario 1</p> <p>Betty is a 16 year old girl living in a small village. Betty has four younger brothers and sisters. Her parents do not have very much money and find it very difficult to provide the costs for education, clothing and food for all of the children. There had even been some discussion about Betty dropping out of school to assist her mother in working at the market. However, all the problems have been solved as Betty has started a sexual relationship with Johnson, a senior UNHCR officer. He has promised to pay for her school fees and help to pay for her brothers and sisters to continue with their education. Betty's parents are very relieved that this opportunity has come and encourage Betty to maintain the relationship. It has really helped the family and now all the children can continue in school.</p>	<p>Under section 3.2 (b) of the Secretary-General's Bulletin ST/SGB/2003/13, Johnson is prohibited from sexual activity with anyone under 18, regardless of the local age of consent. This encounter also constitutes sexual exploitation as defined in section 3.2 (c) of ST/SGB/2003/13: Johnson has abused a position of differential power for sexual purposes, by exchanging money for sexual access.</p>
<p>Scenario 2</p> <p>Joey is a locally-hired driver for a UN agency, who transports relief items from the warehouse to the refugee camp where the items are distributed. On one of his trips he recognized a 15-year old refugee girl walking on the side of the road and gave her a lift back to the camp. Since then, to impress her and win her over, he frequently offers to drive her wherever she is going and sometimes gives her small items from the relief packages in his truck, which he thinks she and her family could use. The last time he drove her home she asked him inside her house to meet her family. The family was pleased that she had made friends with a UN worker. Joey really likes the girl and wants to start a sexual relationship with her. He knows her family will approve.</p>	<p>Under section 3.2 (b) of the Secretary-General's Bulletin ST/SGB/2003/13, Joey is prohibited from sexual activity with anyone under 18, regardless of the local age of consent. Moreover, the rules also strongly discourage sexual relationships between UN staff and beneficiaries of assistance, since they are based on inherently unequal power dynamics and undermine the credibility and integrity of the work of the UN (see section 3.2 (d) of ST/SGB/2003/13).</p>
<p>Scenario 3</p> <p>Marie is a 30-year-old refugee whose</p>	<p>The exchange of money for sexual services violates the standards of</p>

desperate circumstances have forced her into prostitution. On Saturday night she was picked up by John, a UNICEF staff member in a UN car, as he was driving back home after dinner. John took her home and paid her for sex. As prostitution is not illegal in the country where he is posted, he figured he was doing nothing wrong.	conduct expected of any category of UN personnel. In this case, (involving a civilian staff member) the act violates section 3.2 (c) of the Secretary-General's Bulletin ST/SGB/2003/13.
Scenario 4 Josie is an adolescent refugee girl in one of the camps. Pieter, one of the food distribution staff, who works for WFP, has offered to give her a little extra during the distribution if she will be his "special friend". She agrees willingly. Both of them agree that they should start a sexual relationship and neither one of them think that anything is wrong. Josie hopes that the relationship will be a passport to a new life in another country, and Pieter does nothing to discourage these hopes.	Pieter's relationship with Josie constitutes sexual exploitation: exchange of goods for sex or sexual favours is explicitly prohibited under section 3.2 (c) of ST/SGB/2003/13. This includes any exchange of assistance that is due to beneficiaries of assistance. Moreover (and irrespective of the local age of consent) if Josie is under 18, Pieter is in violation of section 3.2 (b) of ST/SGB/2003/13.

7.4 Review of current mechanisms (30 mins)

Following this exercise participants will have many questions concerning what to do, who to report to, procedures to follow, etc. This is an ideal time to lead into a discussion of the mechanisms in place for preventing and addressing violations of the standards outlined the Bulletin. This discussion will include a description of the roles and responsibilities of Focal Points and in-country networks on sexual exploitation and abuse.

Note: It is important to mention that this briefing on current mechanisms is intended to be a general overview of the roles and responsibilities of the focal point and the network, as they pertain to sexual exploitation and abuse. All identified focal points will receive intensive training concerning their specific functions at a later date.

- Handouts:**
- 1) TORs for in-country Focal Points on Sexual Exploitation and Sexual Abuse.
 - 2) TORs for in-country Network on Sexual Exploitation and Sexual Abuse
 - 3) Model complaints referral form

1) UNICEF Specific guidelines for dealing with allegations of misconduct:

Where a staff member develops concerns or suspicions regarding sexual exploitation or sexual abuse by a fellow worker, whether in the same agency or not, he or she must report such concerns via established reporting mechanisms.

a) Article X of the Staff Regulations, entitled "Disciplinary Measures", provides in regulation 10.2 that "the Secretary-General may impose disciplinary measures on staff members whose conduct is unsatisfactory." Staff rule 110.1, which defines misconduct, provides that "failure by a staff member to comply with his or her obligations under the Charter of the United Nations, the Staff Regulations and Staff Rules or other relevant administrative issuances, or to observe the standards of conduct expected of an international civil servant may amount to unsatisfactory conduct... leading to the institution of disciplinary proceedings and the imposition of disciplinary measures for misconduct".

b) UNICEF Policy & Procedures Manual, Chapter 15, Section 4, states that if a staff member has reason to believe that another staff member has committed an act of misconduct for which a disciplinary measure may be imposed, including include any act of sexual abuse and exploitation, the following steps should be taken:

- The allegation of misconduct should be reported to the Head of Office/ Division or a responsible official;
- The Head of Office/Division or responsible official shall undertake a preliminary investigation;
- In some instances, during the preliminary investigation and before any formal charges are filed against the staff member who allegedly committed misconduct, the Executive Director may decide, in the interest of the organization, to place that staff member on suspension with full pay while further inquiries are made;
- If the investigation indicates that misconduct has occurred, the Head of Office/Division or responsible official should immediately report the matter to the Director, DHR, giving a full account of the facts and attaching documentary evidence relevant to the alleged misconduct;
- On the basis of the evidence presented, the Director, DHR, on behalf of the Executive Director, will decide whether the matter should be pursued;
- If the matter is pursued, the Head of Office/Division or responsible official will inform the staff member of the allegations and of his due process rights, e.g., right to seek assistance of counsel and a reasonable period to respond to the allegations;
- After the staff member submits a response to the allegations, the Director, DHR, will decide whether to (a) withdraw the charges and close the matter; (b) summarily dismiss the staff member from the Organization for serious misconduct; or (c) refer the case to a Joint Disciplinary Committee (JDC);
- If the case is submitted to the JDC, it will review the case and make a recommendation on the disciplinary action, if any, to the Executive Director;
- The Executive Director shall take a decision on the appropriate disciplinary measure(s), if any.

2) Duties and responsibilities of Focal Points on Sexual exploitation and Sexual Abuse

The field manager of any organisation with a substantial presence in a particular country is responsible for appointing a senior- level (in the UN system, P4 level and above) Focal Point and Alternate on sexual exploitation and abuse. Either the Focal Point or the Alternate will be a female staff member.

The Focal Point's role is to receive complaints and reports on cases of sexual abuse and exploitation and to take the lead in developing and implementing sexual exploitation and abuse preventive measures.

- The Focal Point/Alternate shall prepare quarterly reports to management containing statistics and analysis of complaints received, follow up actions taken, and recommendations that flow from the analysis.
- The Focal Point/Alternate shall receive, in complete confidence and in a conducive environment, complaints and questions about alleged acts of sexual exploitation and abuse committed by all categories of the [Agency/Mission]'s personnel.
- The Focal Point/Alternate shall also receive, if requested, complaints about alleged acts committed by national or international personnel from other organisations, or about alleged acts when the institutional affiliation of the perpetrator(s) is unknown or uncertain.
- The Focal Point/Alternate shall maintain (to the extent feasible in view of security considerations) an "open door" policy with regard to members of the local community, including refugees and other beneficiaries of assistance, national and international NGO personnel and all United Nations personnel, national and international.
- The Focal Point/Alternate shall ensure the appointment of field focal points at all his/her organisation's field/sub-offices with significant staff presence. The field focal points shall be trained and delegated to receive complaints on his/her behalf in field locations and to pass these on to the capital-level Focal Point/Alternate for action and follow up.

Model Complaint Referral Form (10 mins)

Upon receipt of a complaint, the Focal Point/Alternate obtains the complainant's informed consent on the complaints referral form to document the complaint and to pass on the data recorded to the relevant management authorities. *Note: At this point participants should take a moment to read through the Model Complaints Referral Form, familiarizing themselves with the specific information requested on the form. Facilitators should walk participants through the form, taking time to answers questions and initiate a discussion.*


3) Membership and Responsibilities of the in-country network on Sexual exploitation and Sexual Abuse

- The Network will function under the auspices of the Resident Coordinator (RC), or Humanitarian Coordinator (HC) where appropriate, and report to him/her.
- Membership shall include at least one representative from each UN Agency present in the country concerned, including from any DPKO or DPA-managed peace operation, as well as representatives of the Red Cross/Red Crescent movement and relevant International and National NGOs.
- The Network on Sexual Abuse and Sexual Exploitation will serve as the primary body for coordination and oversight on prevention and response to sexual exploitation and abuse of members of the beneficiary population by international or national staff of the UN or affiliated organizations.

- The Focal Point and the Alternate shall participate in the in-Country Network on sexual exploitation and abuse, focusing in particular on; 1) training, sensitization and community information campaigns, 2) sharing information on prevention and best practice, and 3) reporting to headquarters on prevention and best practices.

7.5 Management Responsibilities


If the participants are primarily management staff, it could be useful to have a discussion about the specific responsibilities of management as they pertain to sexual exploitation and abuse in general and the guidelines and mechanisms in place. Here is one way to consider launching this discussion.

	<p>Exercise 7.5 Management Responsibilities</p> <p>Time: 45-60 mins</p> <p>Handout: Tips for Managers on Establishing a Positive Climate</p>
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Objective	<ul style="list-style-type: none"> •Participants will have started thinking about the specific responsibilities of management in relation to the creation and maintenance of an environment that prevents sexual exploitation and abuse and promotes the implementation of the standards set out in the Secretary-General's Bulletin on Special Measures for Protection from Sexual Exploitation and Sexual Abuse.
Materials	<ul style="list-style-type: none"> •Flipchart, pens
Method and Facilitators Notes	<p>1) The facilitator writes out the following standard on a flipchart:</p> <p><i>United Nations staff are obliged to create and maintain an environment which 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 which maintain this environment.</i></p> <p>In plenary the group quickly brainstorms the basic elements that this encompasses for managers. Ideally the group will come up with ideas such as:</p> <ol style="list-style-type: none"> a. Complaints mechanisms b. Awareness-raising for beneficiaries c. Contracts and legal arrangements with partner organizations d. Training and awareness raising for staff <p>There may be other topics that participants feel are important such as monitoring recruitment and selection etc. The facilitators should ensure, however, that these basic elements are identified.</p> <p>2) Participants divide into small groups, each taking a theme. In the groups, their task is to look at:</p>

	<p>a. What has been done (concretely);</p> <p>b. What needs to be done (what concrete actions can be taken); and</p> <p>c. Resources available to support them (and resource gaps – what do they need?).</p> <p>3) Each group reports back to the plenary. During the debrief, the facilitators may find it useful to distribute the handout 'Tips for Managers in Establishing a Positive Climate'.</p> <p><i>NOTE: Given the ongoing nature of the work on these issues, if a version of this exercise is used, it is extremely important to report back the major points raised to both Child Protection and the Gender Unit.</i></p>
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8. Developing a Programmatic Response

	<p>Exercise 8.1 Case Study Exercise</p> <p>Time: 2 hours</p> <p>Handouts:</p> <ol style="list-style-type: none"> 1) The Case of Zanongo or Eldova 2) Field-Level Strategies and Actions (to be distributed at the end of the exercise, during discussions)
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Objectives	<p>By the end of this session, participants will:</p> <ul style="list-style-type: none"> • Be able to identify the specific conditions and circumstances in a country context that increase the vulnerability of children and women to sexual abuse and exploitation. • Have started thinking about how to integrate a concern to prevent and respond to sexual abuse and exploitation in a country programme. • Know how to play a leadership role in fostering collaboration between key partners around the issue of sexual abuse and exploitation.
Materials	<ul style="list-style-type: none"> • Handout: The Case of Zanongo or • Handout: The Case of Eldova <p><i>Note: The Zanongo case study is intended for use in trainings that address sexual exploitation and abuse specifically in a humanitarian context. The Eldova case study describes a non-humanitarian context and can be used for training of staff who are not directly involved in a humanitarian assistance programme.</i></p> <ul style="list-style-type: none"> • Handout: Field-Level Strategies and Actions
Method	<ul style="list-style-type: none"> • The facilitator introduces the exercise, stressing that the point

	<p>of the case study is to discuss how UNICEF can strengthen its programming in this area across the range of a country programme. Participants are divided up into groups. They read the case study and then work through the questions at the end of the handout. Back in plenary, the facilitator asks one group to report, noting the main points on a flip chart. The rest of the groups are asked if they had any additional points to note. There may be discussion and disagreement on points. Finally the facilitator summarizes the main issues raised during the discussion and distributes the handout, "Field-Level Strategies and Actions to participants".</p>
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Facilitators Notes for the Zanongo Case Study Exercise

You are a UNICEF staff member called to an inter-agency meeting to discuss recent reports of sexual exploitation and abuse in the Zanongo humanitarian assistance programme. You have been asked to:

Question 1

Identify the specific conditions and circumstances in Zanongo's country profile that increase the vulnerability of children and women to sexual abuse and exploitation.

Points to encourage:

Sexual and gender violence is endemic in conflict situations, where rape and other forms of violent assault are increasingly used as weapons of war.

During conflict, during flight and in refugee camps, women and girls are especially vulnerable to violence, sexual abuse and exploitation.

Specific risks could include the increase in the number of households headed solely by women, accompanied by a decrease in economic activities and the simultaneous increase in the provision of direct supplies and goods by humanitarian agencies.

Question 2

Review the specific projects in the country programme and identify elements of projects that present the potential for sexual abuse and exploitation, whether perpetrated by humanitarian assistance workers or others. Try to identify possible project entry points for strengthening preventative measures and developing appropriate responses to sexual exploitation and abuse.

Points to encourage:

It is important to identify how and why sexual abuse and exploitation can arise within a range of sectors and to know how to assist victims/survivors through different strategies.

Zanongo Humanitarian Assistance Programme	Considerations and Suggestions for programming
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<p>1) The provision of emergency supplies to camps including essential drugs, vaccines, Dry Skimmed Milk (DSM), high energy and protein biscuits, shelter materials, hand pumps, water equipment, Oral Rehydration Salt (ORS) and mosquito nets.</p>	<p>Example of potential vulnerabilities: <i>The direct provision of essential supplies can result in severe power imbalances, when one individual's well-being depends on the will of others. Too often women are coerced to engage in sexual relations in exchange for essential relief supplies.</i></p> <p><i>Sexual exploitation often occurs in camp situations. For example, when women are given materials to build shelter, men have been known to take advantage of a woman's unfamiliarity with this task, asking for sex in return for building her shelter. This risk may be intensified by the large number of households headed solely by women in the camps and the simultaneous interruption of economic activities. An additional consideration is the added workload and the specific roles and responsibilities of women in the camps.</i></p> <p>Possible considerations for programming: <i>Delegate women to distribute relief items.</i></p> <p><i>Ensure that humanitarian staff are familiar with the SG's Bulletin and of the implications of these standards for their own behaviour and the behaviour of others.</i></p>
<p>2) Working to prevent/reduce underage recruitment and rehabilitate former child combatants .</p>	<p>Example of potential vulnerabilities: <i>Girls who have been sexually abused in the past are more susceptible to abuse in the future largely due to the way they are perceived by others as well as their own self-concept.</i></p> <p>Possible considerations for programming: <i>When reintegrating former child combatants, the particular vulnerabilities of girls must be taken into account, and programmes planned that address the specific needs and concerns of girls. It is important to highlight that because girls are often recruited as cooks, porters and for sexual purposes, they may not have played as direct a role as boys in combat. This could present the risk of overlooking girls in Disarmament, Demobilization and Reintegration (DDR) programmes.</i></p>

<p>3) Emergency water and sanitation project. This project aims to ensure that every community has access to at least one secure water source and a number of communal latrines for refugee and IDP populations. In addition, the project will incorporate sanitation and hygiene education into its programming.</p>	<p>Example of potential vulnerabilities:</p> <p><i>Since women and girls are most likely to be responsible for gathering water, the location and distance to a water source is an important determinant of the risk of sexual violence. For example, when water sources and communal latrines are located in isolated or poorly lit areas, the safety and security of women and girls is compromised by the necessity to travel a significant distance to fetch water.</i></p> <p>Possible considerations for programming:</p> <p><i>Improved lighting, widened paths to water sources, and security patrols of women wherever possible, are some of the interventions to promote physical safety.</i></p> <p>The incorporation of hygiene education provides an opportunity to raise awareness of the issue of sexual abuse and exploitation of women and girls in the camps. Efforts should be made to encourage the participation of men and boys and women and girls in discussions.</p>
<p>4) Support establishment of Child-Friendly Spaces (CFSs) in all camps for internally displaced persons. The CFSs are designated areas where integrated services are offered to children and youth. The facilities provide multi-purpose rooms, playgrounds, water points and latrines, and psychosocial support. The CFSs also offers support and guidance to parents.</p>	<p>Example of potential vulnerabilities:</p> <p><i>Although child-friendly spaces are an effective vehicle for reaching children and youth and addressing their needs, they can also be potential sites for abuse because they target assistance to the most vulnerable displaced women and children. Many of these women and children will have experienced traumatic events. They may be separated from their families, may have been exposed to sexual exploitation or the threat of physical and sexual violence and they will also have limited access to income. These are all factors which significantly increase their vulnerability to sexual exploitation and abuse. For displaced children, destitution and fear for personal safety may also make them more disposed to sexual exploitation and prostitution.</i></p> <p>Possible considerations for</p>

	<p>programming:</p> <p><i>Child-friendly spaces must have specific programmes that address the risks and the impacts associated with sexual exploitation and abuse. Young girls face the highest risk of sexual exploitation and abuse, both during migration and in the camps, where they are exposed to rape, sexual abuse and prostitution. If staff of the child-friendly spaces have a solid grasp of the issue and have been trained in appropriate ways of approaching the issue, the child-friendly spaces may provide a safe environment for children to talk about their experiences and find the support they need.</i></p> <p><i>When offering guidance to parents, it is important to ensure that they are aware of the dangers their children are faced with and the risks they are exposed to in the camps. They also need alternative economic survival strategies to reduce the likelihood of the prostitution of children. Parents should also be made aware of the harmful and lasting psychosocial affects of sexual violence on children. They should also be aware that boys and girls experience the impact of sexual abuse in different ways.</i></p>
6) UNICEF is working with UNCHR to implement a community-based HIV/AIDS education, information and communication programme for IDPs and refugees.	<p>Some considerations for programming:</p> <p><i>Do HIV/AIDS initiatives offer support to survivors of sexual abuse and exploitation? Is there explicit consideration of the links between issues of power, stigma, sexual abuse and gender-based violence? Also, due to the very high incidence of HIV infection among combatants, it is especially important that former child combatants are reached through these programmes.</i></p>
7) UNICEF is working with partners to establish child-friendly education centres in the camps for refugees and IDPs. The project aims to establish rights-based, child-friendly schools, making them healthy, effective and efficient, so as to ensure quality learning.	<p>Example of potential vulnerabilities:</p> <p><i>Child-friendly school initiatives require attention to the fact that schools are frequent sites of sexual exploitation and abuse. Many girls are raped, sexually abused, sexually harassed, and assaulted at school by male classmates and teachers.</i></p>

	<p><i>Some considerations for programming:</i></p> <p><i>Ensuring a rights-based approach to quality education requires the elimination of all forms of violence within the school environment and the recognition of sexual violence in schools as a violation of bodily integrity and of the right to quality education.</i></p> <p><i>In addition, education programmes can be important vehicles to reach women and girls and raise awareness of these issues.</i></p>
<p>8) UNICEF is working with partners to ensure that essential supplies and services are in place in the camps for refugees and internally displaced persons. UNICEF is working closely with UN agencies and NGOs to coordinate the provision of these services and the division of specific responsibilities. UNICEF is primarily responsible for education, water supply and sanitation. UNHCR is providing shelter materials, WFP is responsible for food distribution, and two NGOs, one local and one international, are offering health related services to camp populations.</p>	<p><i>Some considerations for programming:</i></p> <p><i>Working to prevent and respond to sexual abuse and exploitation in humanitarian crises is the responsibility of all agencies working in the country (although one agency may play a leading role, all organizations have a responsibility to examine their own programmes, contracts and initiatives). However, UNICEF has a responsibility to raise awareness among its partners, to alert them to the issues.</i></p>

Question 3

Organize a meeting where you will present UNICEF's advocacy message on sexual abuse and exploitation within the context of the current situation in Zanongo. You will need to consider the following questions:

- What will your central points/arguments be and how will you substantiate your call for action?
- Who are the key UN agencies, NGO's, and local authorities that should be present at the meeting? How will you foster collaboration between UNICEF and these key groups around the issue of sexual abuse and exploitation?
- What are the key instruments i.e. policies, conventions, programmatic commitments that you can draw on for support?

Points the facilitator might want to see included in the discussion on UNICEF's advocacy position include:

- It is important to identify your constituency from the onset, and to develop a clear advocacy message that can be delivered systematically, effectively and consistently.*

- *It is UNICEF's responsibility to take leadership on this issue, from a child protection and gender equality perspective.*
- *How can rights-based approach to programming commitments be mobilized?*
- *It is important to highlight the need for understanding and cooperation among a large number of stakeholders. The participation of women's groups, the police, the judiciary, medical professionals, teachers etc. should be highlighted and efforts made harness their support and cooperation. It is also important to encourage them to look carefully at their own practices, assumptions, and responses to sexual abuse and exploitation.*

8.2 Facilitators Notes for Eldova Case Study Exercise

You are a UNICEF staff member called to an inter-agency meeting to discuss recent reports of sexual exploitation and abuse in the Eldova country programme. You have been asked to:

Question 1

Identify the specific conditions and circumstances in Eldova that increase the vulnerability of children and women to sexual abuse and exploitation.

Points to encourage:

It is important to highlight the extreme power differentials, increasing desperation among vulnerable populations and abuse of power and/or authority. Specific examples may include the simultaneous increase in the in number of street children and the growing number of male migrant labourers in urban areas.

Question 2

Review the specific projects in the country programme and identify elements of projects that present the potential for sexual abuse and exploitation, whether perpetrated by humanitarian workers or others. Try to identify possible project entry points for strengthening preventative measures and developing appropriate responses to sexual exploitation and abuse.

It is important to try to understand how and why sexual abuse and exploitation is possible in all the programmes and to identify how victims/survivors can be assisted through different strategies.

Eldova Country Programme	Considerations and Suggestions for Programming
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<p>1) UNICEF is working with the Government, and local NGOs to support the reintegration of street and working children, and other out-of-school youth, especially adolescent girls and child heads of households, through a range of developmental and psychosocial interventions, including informal education, skills training, and youth and recreational activities.</p>	<p><i>Some considerations for programming:</i></p> <p><i>Special emphasis must be placed on the creation of viable alternatives to prostitution for girls living on the streets and to the vulnerabilities of domestic workers. It is also important to note that once children have been involved in prostitution, they are more likely to be exploited in the future. These children need specific programmes that deal with their specific vulnerabilities. It is crucial that UNICEF staff and partners are aware of the causes and consequences of sexual exploitation if they are to offer appropriate guidance and assistance to children in these circumstances.</i></p>
<p>2) UNICEF is involved in capacity-building for social work and psychosocial support for children and families. This project aims to increase the capacity of teachers and other groups of professionals working with children to provide social work and psychosocial support. This will be achieved through a broad range of training interventions for teachers and health, social and community workers.</p>	<p><i>Example of potential vulnerabilities:</i></p> <p><i>It is important not to assume that professionals working with children would never sexually abuse a child.</i></p> <p><i>Some considerations for programming:</i></p> <p><i>Training offers an ideal mechanism for sensitizing teachers, and other professionals working with children, to the potential for sexual abuse and exploitation within different types of programming. Training should ensure that those working with children are able to identify programmatic responses and are familiar with available mechanisms for reporting incidents.</i></p>
<p>3) To help combat rural food insecurity, UNICEF is working with the government, NGO partners and the FAO on a project entitled "Household Gardens for Rural Food Security". The goal of the project is diversify local diets through the installation of household agro-forestry gardens consisting of products high in nutritional value for the direct consumption of beneficiaries. The project involves monthly visits to highly food insecure regions by agronomists, technicians and project staff. The majority of the work in the gardens is carried out by women and girls.</p>	<p><i>Example of potential vulnerabilities:</i></p> <p><i>With project staff making regular visits to highly food insecure regions with much sought after resources (food, seeds, technical assistance), there could be a potential for abuse of power. This risk could be heightened by the fact that women carry out the bulk of agricultural labour, thereby relying directly on project staff and consultants for improvements in their well-being.</i></p> <p><i>Some considerations for programming:</i></p> <p><i>Project staff should be aware of the implications of the SG's Bulletin for their</i></p>

	<p><i>own behaviour and for the behaviour of their colleagues.</i></p>
<p>4) UNICEF is working with the government, and local NGOs to provide essential supplies to institutions dealing with orphaned and abandoned children, street children, child labourers and children involved in prostitution.</p>	<p><i>Example of potential vulnerabilities:</i></p> <p><i>The direct provision of supplies to children in particularly vulnerable situations may present the potential for exploitation.</i></p> <p><i>Some considerations for programming:</i></p> <p><i>All staff must be aware of the SG's Bulletin. It is also essential that UNICEF's partners have a solid understanding of the risks and impacts of sexual exploitation and abuse. UNICEF should be working to get the issue on the agenda of partner organizations and governments with whom they are collaborating. In addition, UNICEF staff and partners must look at the role of these institutions in perpetuating inequalities and at any inadequacies that exist in their programmatic response to the problem of sexual abuse and exploitation of children.</i></p>
<p>5) UNICEF is working with partners on the child-friendly school initiative. The project aims to establish rights-based, child-friendly schools, making them healthy, effective and efficient for child education, so as to ensure quality learning.</p>	<p><i>Example of potential vulnerabilities:</i></p> <p><i>Child-friendly school initiatives require attention to the fact that schools are frequent sites of sexual exploitation and abuse. Many girls are raped, sexually abused, sexually harassed, and assaulted at school by male classmates and teachers. Ensuring a rights-based approach to quality education requires the elimination of all forms of violence within the school environment and the recognition of sexual violence in schools as a violation of bodily integrity and of the right to quality education.</i></p> <p><i>Some considerations for programming:</i></p> <p><i>In addition, education programmes can be important vehicles to reach women and girls and raise awareness of these issues.</i></p>

Question 3

Organize a meeting where you will present UNICEF's advocacy message on sexual abuse and exploitation within the context of the current situation in Eldova. You will need to consider the following questions:

- a. What will your central points/arguments be and how will you substantiate your call for action?
- b. Who are the key UN agencies, NGO's, and local authorities that should be present at the meeting? How will you foster collaboration between UNICEF and these key groups around the issue of sexual abuse and exploitation?
- c. What are the key instruments i.e. policies, conventions, programmatic commitments that you can draw on for support?

Points the facilitator might want to see included in the discussion on UNICEF's advocacy position:

- *It is important to identify your constituency from the onset, and to develop a clear advocacy message that can be delivered systematically, effectively and consistently.*
- *Stress UNICEF's responsibility to take leadership on this issue, both from a child protection and gender equality point of view. Emphasize that all organizations have a responsibility to examine their own programmes, contracts and initiatives.*
- *How can rights-based positions and language be mobilized?*
- *It is important to highlight the need for understanding and cooperation among a large number of stakeholders. The participation of women's groups, the police, the judiciary, medical professionals, teachers etc. should be highlighted and efforts made harness their support and cooperation. It is also important to encourage them to look carefully at their own practices, assumptions, and responses to sexual abuse and exploitation.*

9. The Way Forward and Wrap Up

9.1 Recap of programmatic responses to sexual abuse and exploitation

- Review ways of identifying and responding to incidences of sexual abuse and exploitation as they arise.
- Ensure participants are familiar with both preventative measures and programmatic responses to sexual abuse and exploitation as it arises in their work with women and children.

9.2 Review of learning objectives and participant expectations

- Review the cards with participants' expectations and fears for the workshop from Day 1 and initiate an open discussion identifying any gaps that remain between workshop objectives and the expectations of participants.

9.3 Evaluation

- Distribute the evaluation form. Encourage participants to be as open, honest and detailed in their responses as possible.

The Gender Game

1. Women give birth to babies, men do not.
2. Little girls are gentle, boys are tough.
3. Amongst Indian agricultural workers, women are paid 40-60 per cent of the male wage.
4. Women can breastfeed babies, men can bottle-feed babies.
5. Most building site workers in Britain are men.
6. In Ancient Egypt, men stayed at home and did weaving. Women handled family business. Women inherited property and men did not.
7. Men's voices break at puberty, women's do not.
8. In one study of 224 cultures, there were 5 in which men did all the cooking, and 36 in which women did all the house-building.
9. According to UN statistics, women do 67 per cent of the world's work, yet their earnings for it amount to only 10 percent of the world's income.

Handout: Key Human Rights Instruments

The Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW)

The Convention essentially constitutes the international bill of rights for women. It was adopted by the General Assembly in 1978 to reinforce the provisions of existing international instruments aimed at ending the continuing discrimination against women. It identifies many specific areas where there has been notorious discrimination against women, for example in regard to political rights, marriage and the family, and employment. In these and other areas, the Convention spells out specific goals and measures that are to be taken to facilitate the creation of a global society in which women enjoy full equality with men and thus full realization of their guaranteed human rights.

The Convention on the Rights of the Child (CRC)

The convention ratified by almost every country in the world covers the whole range of human rights – civil, economic, cultural, social and political rights – and applies them to children. A child is explicitly defined in the convention as any individual under 18 years of age (Art.1).

Optional Protocol to the CRC on the Sale of Children, Child Pornography and Child Prostitution

The Optional Protocol gives special emphasis to the criminalization of serious violations of children's rights – namely sale of children, illegal adoption, child prostitution and pornography.

Resolution 1261 of the Security Council, August 25 1999

"Requests the secretary general to ensure that personnel involved in United Nations peacemaking, peacekeeping and peace-building activities have appropriate training on the protection, rights and welfare of children, and urges States and relevant international and regional organizations to ensure that appropriate training is included in their programmes for personnel involved in similar activities."

Resolution 1379 of the Security Council, November 20 2001

10. Requests the Secretary-General to:

- a. "Take the protection of children into account in peacekeeping plans submitted to the Security Council, inter alia, by including, on a case by case basis, child protection staff in peacekeeping and, as appropriate, peace-building operations and strengthening expertise and capacity in the area of human rights where necessary;
- b. Ensure that all peacekeeping personnel receive and follow appropriate guidance on HIV/AIDS and training in international human rights, humanitarian and refugee law relevant to children;
- c. Continue and intensify, on a case by case basis, monitoring and reporting activities by peacekeeping and peace building support operations on the situation of children in armed conflict"

Resolution 1265 of the Security Council, September 17 1999

"Underlining the importance of the widest possible dissemination on international humanitarian, human rights and refugee law and of relevant training for, inter alia, civilian police, armed forces, members of the judicial and legal professions, civil society and personnel of international and regional organizations."

Resolution 1314 of the Security Council, August 11 2000

16b "Consider including child protection staff in their peace and field operations and providing training to members of their peace and field operations on the rights and protection of women and children."

Resolution 1325 of the Security Council, October 31, 2000

Calls on all parties to armed conflict to take special measures to protect women and girls from gender-based violence, particularly rape and other forms of sexual abuse, and all other forms of violence in situations of armed conflict.

UN Transnational Crime Protocol

The Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children is a wide-ranging international agreement to address the crime of trafficking in persons, especially women and children, on a transnational level. It creates a global language and legislation to define trafficking in persons, especially women and children; assist victims of trafficking; and prevent trafficking in persons.

Handout: "What Do You Do?" Mini-Case Studies

1. You are a male humanitarian worker with a good friend – also male – who works for a partner NGO that distributes food aid. Your friend really enjoys going to the bar on Friday night and hanging out with the girls. He buys them drinks and often spends the night with one or another of them. You note that some of the girls look really young.

Questions: Is there a problem? What do you do?

2. You are a displaced woman with a 14 year-old daughter. Your daughter attends school 5 km away from the camp. She is fortunate enough to have access to this education. An NGO worker has been giving her rides to school and you are pleased as it means she is home sooner and can help out more. Lately your daughter seems reluctant to ride with him. You wonder why this NGO worker is being so nice to your daughter.

Questions: What questions do you have? Where can you find the answers? What do you do? Are there factors that are possibly contributing to sexual abuse?

3. You are working on a WAT/SAN project to deliver clean water to a community that is attempting to rebuild after a devastating conflict. The community is very poor and made up primarily of displaced people. The schools are only just starting to function. Most families have little money for clothes for their children.

One day you notice a group of very young girls leaving the site in the back seat of a jeep with 2 male engineers.

Questions: What questions do you have? Where can you find the answers? What do you do?

4. You are visiting a school. The girls are doing skits and role-plays. One skit depicts girls kissing and cuddling with humanitarian workers in order to be allowed to go to school.

Questions: What questions do you have? Where can you find the answers? What do you do?

Handout: Report of the IASC Task force on Protection from Sexual Exploitation and Abuse in Humanitarian Crises

REPORT OF THE IASC TASK FORCE ON PROTECTION FROM SEXUAL EXPLOITATION AND ABUSE IN HUMANITARIAN CRISES

A. Background

1. The grave allegations of widespread sexual exploitation and abuse of refugee and internally displaced women and children by humanitarian workers and peacekeepers in West Africa have highlighted the vulnerability of refugees, internally displaced persons and others, especially women and girls. Acknowledging the important challenge that this presents to the entire humanitarian community, in March 2002, the Inter-Agency Standing Committee (IASC) established a Task Force on Protection from Sexual Exploitation and Abuse in Humanitarian Crises. The Task Force was mandated, within the overall objective of strengthening and enhancing the protection and care of women and children in situations of humanitarian crisis and conflict, to make recommendations that specifically aim to eliminate sexual exploitation and abuse by humanitarian personnel and the misuse of humanitarian assistance for sexual purposes.
2. In setting up the Task Force, the IASC recognized that the problem of sexual exploitation and abuse in humanitarian crises is not confined to West Africa but is a global problem. No country, society or community is spared. The foundations of sexual exploitation and abuse are embedded in unequal power relationships. It represents a complex problem requiring responses from a broad range of actors and a shift in the organizational culture and approach of humanitarian agencies.
3. This report reflects the deliberations and analysis of the members of the Task Force, as well as the opinions and experience of other actors from the UN system, NGOs, donors and other Member States, gathered through a series of consultations. It is informed by the extensive work undertaken by humanitarian agencies in Sierra Leone, Guinea and Liberia, and draws on existing literature and guidelines, particularly in relation to gender-based violence.³ The attached Plan

³ *In particular, the extensive guidelines developed by UNHCR and the Reproductive Health for Refugees Consortium. Gender-based violence is violence that is directed against a person on the basis of gender or sex. Gender-based violence includes acts that inflict physical, mental, or sexual harm or suffering, threats of such acts, coercion, or other deprivations of liberty. While women, men, boys and girls can be*

of Action outlines a number of steps that the Task Force believes must be taken by the humanitarian community towards preventing sexual exploitation and abuse and responding to survivor needs. This plan is not a blueprint. It is part of an ongoing effort of the humanitarian community and will be refined on the basis of experience, pilot activities in selected countries and field visits to affected locations.

4. Once approved by the IASC, the Plan of Action will apply to all IASC members and standing invitees.⁴ However, it is hoped that the Plan of Action will also have broader application. It will be an important guide for monitoring and evaluating progress made in efforts to eliminate sexual exploitation and abuse. It is hoped that it will form the basis for further discussions within the humanitarian community, with host governments, donors, peacekeepers and others engaged in working with and for populations affected by humanitarian crises, on the long-term measures and changes that need to be introduced to address the problem of sexual exploitation and abuse. It could also be used by donors for establishing requirements to be eligible for humanitarian funding or elements to be included in reporting on humanitarian activities.

B. The Context

5. Conflict and displacement inevitably erode and weaken many of the social and political structures that are designed to protect members of the community. Displaced populations, particularly in the context of armed conflict, have usually fled from an environment of violence and will often encounter further violence during the course of their displacement. The resources available to affected populations, and to the humanitarian community that is there to assist them, are frequently insufficient to meet basic needs. All too often, mechanisms for protection are not given sufficient priority.
6. Sexual exploitation and abuse occur in many different environments. However, in humanitarian crises, the dependency of affected populations on humanitarian agencies for their basic needs creates a particular duty of care on the part of humanitarian workers and peacekeepers, when present. Managers have an additional responsibility to ensure that there are proper mechanisms to prevent and respond to sexual exploitation and abuse. Humanitarian agencies must make every effort to create an environment where sexual exploitation and abuse are not tolerated. This is especially necessary given the following features of humanitarian crises:

a) the 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;

victims of gender-based violence, because of their subordinate status, women and girls are the primary victims.

⁴ For the purpose of this report and plan of action, the term “agency” will be used to cover all IASC members and standing invitees that endorse this report.

- b) beneficiary communities have often come from an environment of gender-based violence with which community structures collude. Unless proper safeguards are put in place, the same patterns can continue or even be exacerbated in a camp or settlement environment; and
 - c) the usual social protections are not in place or are no longer functioning. Levels of protection and security are generally poor; justice and policing frequently do not exist in the displaced environment.
7. The question of who constitutes a humanitarian worker highlights another layer of complexity. The group is much more broadly defined than the internationally engaged staff of humanitarian aid organisations. Thousands of staff are engaged in a variety of work ranging from volunteers, casual labourers, drivers and warehouse guards to decision makers at the country, regional and international levels. Many of these staff are drawn from beneficiary communities themselves. This can blur distinctions between what constitutes professional and private relationships with other members of the beneficiary community. However, by accepting work with humanitarian agencies, humanitarian workers also have to accept the special responsibility of humanitarian care that goes with the job.

C. Key Definitions

8. There is general recognition of the existing problem of sexual exploitation and abuse in humanitarian crises. The problem is broader and harder to define than initially assumed and, by its nature, is difficult to investigate. Therefore, for the purposes of the plan of action, the Task Force has used the following definitions:

“sexual abuse” is actual or threatened physical intrusion of a sexual nature, including inappropriate touching, by force or under unequal or coercive conditions;

“sexual exploitation” is 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; and

“humanitarian workers” include all workers engaged by humanitarian agencies, whether internationally or nationally recruited, or formally or informally retained from the beneficiary community, to conduct the activities of that agency.

D. Broader issues

9. *The Task Force identified the following constraints that will affect implementation of its recommendations and which will require further analysis by the humanitarian community.*

a) Humanitarian standards of behaviour: There is, as yet, no common code of conduct governing the individual behaviour of humanitarian workers. The problem of sexual exploitation and abuse has highlighted the need for clear standards of behaviour for humanitarian workers. The Task Force has focused on the narrower question of behaviour in relation to sexual exploitation and abuse. However, its recommendations should ideally be situated within a broader framework of generic standards of humanitarian behaviour. These have not yet been explicitly identified and should be given proper consideration by the humanitarian community. This will raise additional questions as to who should be responsible for enforcing standards of behaviour, and whether that responsibility should be individual or collective and lie at the country, regional or international levels. At present, such issues are dealt with on an ad hoc basis, from agency to agency, which limits the effectiveness of a common plan of action.

b) Protection: There is no commonly agreed operational definition of protection or any consensus on what constitutes core competencies. There is a need for a more thorough analysis as to what constitutes protection and what the acceptable minimum standards for protection are. The Task Force agreed that protection requires a holistic definition that encompasses legal, social and physical protection but more consideration must be given as to what this implies for humanitarian action.

c) Gender and power: Unequal power relationships provide the basis for sexual exploitation and abuse. Due to their unequal status, women and girls are particularly at risk of sexual exploitation and abuse. However, it is important to recognize that boys are also vulnerable to sexual exploitation and abuse.

d) Economic environment: The resource environment, particularly the lack of adequate food and services, contributes to the risk of sexual exploitation and abuse. Particular issues such as breaks in food pipelines are exacerbating factors that need to be addressed by the entire humanitarian community in a manner that reduces risk. Greater efforts must be made to provide displaced populations with alternative income generation opportunities, particularly for women.

e) Responsibility and accountability: There are no common systems of accountability for the humanitarian community. At present, accountability for the behaviour of staff exists only within individual agencies and varies, in level, between agencies. Further consideration must be given as to the adequacy of internal systems to maintain standards of behaviour. This should be complemented by more detailed discussion of the issue of collective responsibility, and at what level it should be considered. The Task Force's work revealed that avenues of recourse for beneficiaries are practically non-existent. Accountability to the beneficiary community should be strengthened and institutionalized. In a related vein, more attention must also be paid to

how the responsibilities of the humanitarian community relate to those of host governments.

E. Plan of Action: Core central recommendations

10. The Plan of Action is divided into three sections: prevention, response and management and implementation issues. It addresses protection from sexual exploitation and abuse during humanitarian crises by seeking to prevent exploitative and abusive behaviour from being perpetrated and addressing the conditions that make women and children vulnerable to exploitation and abuse. The following recommendations are elaborated in the attached Plan of Action and constitute the essential actions that the Task Force would expect the IASC to require of its members and standing invitees:

a) Behaviour of staff: All humanitarian agencies must clearly define the principles and standards of behaviour that they expect of their staff. In relation to sexual exploitation and abuse, these core principles have been identified as⁵:

- Sexual exploitation and abuse by humanitarian workers constitute acts of gross misconduct and are therefore grounds for termination of employment;
- 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;
- 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 exchange of assistance that is due to beneficiaries.
- Sexual relationships between humanitarian workers and beneficiaries are strongly discouraged since they are based on inherently unequal power dynamics. Such relationships undermine the credibility and integrity of humanitarian aid work.
- Where a humanitarian worker develops concerns or suspicions regarding sexual abuse or exploitation by a fellow worker, whether in the same agency or not, s/he must report such concerns via established agency reporting mechanisms.
- *Humanitarian workers agencies are obliged to create and maintain an environment which 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 which maintain this environment.*

⁵ Different considerations will arise regarding the enforcement of some of these principles for humanitarian workers hired from the beneficiary community. While sexual exploitation and abuse and the misuse of humanitarian assistance will always be prohibited, discretion may need to be used in the application of the principles regarding sexual relationships for this category of humanitarian worker.

Further, these principles and standards should be incorporated into agency codes of conduct and staff rules and regulations. Mechanisms to ensure that these standards and principles are promoted, disseminated, integrated into personnel requirements, administrative standards, agreements with partners and contractors must also be established. In addition, mechanisms for reporting complaints, investigative procedures and disciplinary processes should be established. Clear definitions of management responsibility and accountability are vital.

- b) Protection from sexual exploitation and abuse will only be effective within a broader framework of effective protection from gender-based violence. Protection is a central and indispensable component of humanitarian action. It should not be compromised. Particularly in times of financial stringency, agencies must commit to sustaining protection activities.
 - c) The creation of an environment that is conducive to the prevention and elimination of sexual exploitation and abuse is key. Such an environment will include, at a minimum, enhanced beneficiary participation in all aspects of humanitarian programming and camp governance, improved delivery mechanisms to reduce their potential for exploitation, and dissemination of information on beneficiary rights, entitlements, responsibilities and complaints procedures. Accountability to beneficiaries is a necessary step toward creating an environment that discourages sexual exploitation and abuse.
 - d) The focus of the response by humanitarian agencies is to provide basic health and psychosocial care for survivors and ensure their access to mechanisms for recourse and redress. A key element in promoting accountability is to ensure that, wherever feasible, survivors have access to legal and judicial systems.
 - e) Accountability needs to be addressed at individual agency level and collectively. The sustainability and effectiveness of mechanisms to protect against sexual exploitation and abuse require an express commitment by management. Managers must be tasked with promoting a culture of protection in which exploitation and abuse is not tolerated and reports of possible violations are treated seriously and confidentially. Coordination between agencies is also essential to ensure a common approach to protecting against sexual exploitation and abuse and to foster a concept of collective responsibility. In each country in humanitarian crisis, a properly representative team, including UN agencies, and relevant national and international NGOs should be established to address this issue on behalf of the humanitarian community.
11. The plan of action seeks to ensure respect for, and fulfilment of, international human rights standards including those enshrined in the Convention on the Rights of the Child and the Convention on the Elimination of All Forms of Discrimination Against Women. The Plan of Action recognises that humanitarian crises have different impacts and create different needs for men, women, boys and girls. The Task Force believes that it is critical that a gender perspective is adopted in all elements of design, planning and implementation of humanitarian activities. In the context of preventing sexual exploitation and abuse, this ranges from ensuring the presence of more women staff to addressing gender

inequalities in access to economic opportunities by beneficiaries and participation in decision-making processes.

F. Implementation

12. There are some issues where there is not yet clear agreement on how to move forward. In these circumstances, the Task Force recommends running pilot schemes and trialing some options in order to assess their practicability and feasibility. The Task Force emphasises the need to be realistic about what can be managed and has made every effort to ensure that its recommendations are practical and enforceable, especially in the area of codes of conduct.
13. The Task Force recognises that there needs to be collaboration between agencies on dissemination of information, in order to avoid fragmentation. The Task Force proposes that a common information and dissemination strategy be developed at the country level, with agreed target audiences. In addition, all agencies should agree to conduct information campaigns within their own agencies. A communications strategy has already been developed for external audiences. More needs to be done internally and with respect to mass information for beneficiary communities.
14. Training at all levels of humanitarian agencies was identified as an important element. However, there is again a risk of fragmentation unless efforts are coordinated. The consultations identified areas where no training or guidance exists, e.g. camp management; others where there is a need to promote consistency; and others where there is an abundance of training and guidelines but problems remain with ensuring their implementation. Effective implementation of the Plan of Action requires that these problems be addressed.
15. The Task Force has a further mandate for monitoring and evaluating the implementation of its recommendations, and perhaps where necessary, further refining them. It therefore recommends the extension of its mandate to the next IASC Plenary meeting in 2003, so that it can fully report on its activities in this regard.
16. The Task Force recognises the extensive work that has already been undertaken in West Africa. In particular, this has demonstrated the commitment in the field to addressing the problem of sexual exploitation and abuse effectively and responsibly. The Task Force is confident that the requisite good will to implement its recommendations exists in other parts of the world, as in West Africa. Enforcement will also rely on the responsibility of managers and humanitarian workers in the field. In acknowledging the commitment of humanitarian workers to address the problem, the Task Force also recognises the constraints under which they operate. Agencies need to consider the proportion of their budgets that goes to protection and activities to prevent sexual exploitation and abuse and allocate more resources to these issues.
17. The Task Force also recognises that responsibility for full implementation of the Plan of Action may rely on parties that are outside the IASC structure, such as

peacekeepers and host governments. It also calls on donors to promote some of the core recommendations with the humanitarian organisations that they choose to fund.

G. Conclusion

18. The humanitarian community has now acknowledged that the issue of sexual exploitation and abuse is a global challenge. This represents an important step forward. From consultations, it is clear that there is a genuine recognition from agencies that sexual exploitation and abuse represent a betrayal of trust as well as a catastrophic failure of protection. There is a real commitment on the part of agencies to address this problem and take responsibility for implementing necessary management changes.
19. In preparing this Report and Plan of Action, the members of the Task Force have often expressed different views and perspectives on some issues but their commitment to work together within the framework of the Task Force has been impressive. All members have learnt from each other. Perhaps the most important lesson has been that humanitarian agencies must be more accessible and better able to listen and make themselves accountable to those they wish to assist. Without the development of real and effective frameworks for accountability, little progress can be made in this area.
20. The Task Force acknowledges the way in which the IASC has responded to this issue. Its support has been exemplary. It has accepted a policy statement with serious implications in terms of staffing and management responsibilities and their relationship with beneficiaries. It hopes that the IASC will demonstrate the same spirit on receiving this Report and Plan of Action and that it will provide the leadership required to ensure its effective implementation.

13 June 2002

Handout: IASC Policy Statement on Protection from Sexual Abuse and Exploitation in Humanitarian Crises

Inter-Agency Standing Committee

Rome, 9 April 2002

IASC Policy Statement on Protection from Sexual Abuse and Exploitation in Humanitarian Crises

A. Background

Sexual abuse and exploitation in humanitarian crises are global problems. They violate not only the physical integrity and security of the individual victims but also their dignity and self-worth. They are a consequence of unequal power relationships; a dynamic that is often exacerbated during humanitarian crises, which are so often characterized by widespread and systematic violence, mass displacement, and the breakdown in traditional family structures and social, legal, governance and value systems. Women and children constitute the overwhelming majority of victims. The economic and social inequalities confronting women and children, in particular, put them at higher risk of exploitation by those in positions of power.

Sexual abuse and exploitation, in humanitarian crises or elsewhere, reflect a variety of failures or omissions attributable to a range of responsible actors and institutions. They represent a failure to uphold basic rights to protection. In institutional terms, sexual exploitation and abuse by humanitarian staff represents a failure on the part of humanitarian agencies, whose stated role is to provide protection and care.

B. Principles

The IASC⁶ reaffirms its commitment to promoting and protecting the rights enshrined in international humanitarian, human rights and refugee law, particularly the Convention on the Rights of the Child and the Convention on the Elimination of All Forms of Discrimination Against Women.

The IASC members recognise their responsibility, in fulfilling their mandates, to guard or protect vulnerable persons from sexual and other exploitation and abuse and to address such violations appropriately in their work. In particular, they must ensure that their staff and implementing partners do not abuse their power and influence to exploit and harm others.

⁶ The Inter-Agency Standing Committee (IASC) is comprised of both members (FAO, OCHA, UNDP, UNFPA, UNICEF, UNHCR, WFP, WHO) and standing invitees (ICRC, ICVA, IFRC, InterAction, IOM, SCHR, RSG/IDPs, UNHCHR, and the World Bank). All references to IASC members or staff in this document refer to both members and standing invitees and their staff.

Sexual exploitation and abuse of people affected by humanitarian crises represent a challenge to the entire humanitarian community. The IASC provides an important mechanism for preventing and responding to such crises and should be used for consultation, information sharing, and collaboration as soon as such problems are identified.

The following principles will guide all efforts by the IASC to protect against sexual abuse and exploitation:

- Humanitarian assistance and services are to be provided in a manner that protects against and prevents sexual exploitation and abuse.
- Humanitarian actors will seek to redress and not perpetuate the abusive environment from which people are seeking protection.
- Meaningful protection requires an effective presence in the field.
- Transparency in humanitarian operations and the full participation of beneficiaries - men, women and children - in their planning and implementation, reduces the risk of humanitarian assistance and services being used for sexual abuse and exploitation.
- Humanitarian agencies reaffirm their accountability to the beneficiaries of humanitarian assistance for the actions undertaken on their behalf.
- Exploitative and abusive sexual activities by IASC staff and their implementing partners are absolutely prohibited and perpetrators will be held accountable. Any sexual activity involving the exchange or withholding of humanitarian assistance or services is, by definition, exploitative and abusive.
- Recognising that sexual exploitation and abuse are grounded in gender inequality, the IASC will ensure that humanitarian activities are conducted in a gender-sensitive manner and that the views and perspectives of women and girls are adequately considered.
- Clear, accessible and confidential avenues of complaint and recourse will be established for victims of, or persons aware of, attempted or actual sexual exploitation and abuse. All victims of sexual exploitation and abuse should benefit from effective forms of redress and rehabilitation.
- The IASC acknowledges that its management is accountable for implementing this policy and for ensuring that organisational processes and procedures supporting the policy are in place, working effectively and are monitored and reviewed.

C. Commitments to Action

The IASC commits itself to the following actions:

- Adopt codes of conduct that set minimum standards of behaviour, including prohibiting, as a minimum, any sexual relationship or activity between a staff member and children (meaning persons under the age of eighteen, irrespective of the age of majority in the host country).
- Strengthen recruitment and hiring guidelines and staff induction and training programs.

- Establish comprehensive monitoring and disciplinary regimes comprised of reporting lines, child and gender sensitive investigation protocols and appropriate penalties.
- Ensure that the rights, protection and well-being of all vulnerable people, in particular women and children, are a priority throughout humanitarian programming.
- Support efforts to protect civilians by educating vulnerable populations about their rights.
- Commit to strengthening and sustaining protection and basic social services.
- Seek safe and unhindered access to populations at risk and the resources necessary to ensure adequate staffing in terms of presence, quality and gender balance.
- Actively collaborate with UN peace missions to increase their capacity regarding child rights and protection issues.
- Address the specific needs of adolescents and use them as resources in their communities for the prevention of and protection against sexual exploitation and abuse.
- Address the physical, emotional and psychosocial needs of victims of sexual exploitation and abuse and adopt appropriate procedures for providing redress.
- Enhance HIV/AIDS prevention and care activities.
- Fully inform all beneficiaries, especially women and children, of assistance and delivery mechanisms.
- Establish monitoring and supervisory systems to ensure proper use of material assistance.
- Promote opportunities for income generation that will reduce the likelihood of sexual exploitation and abuse.
- Advise the beneficiary population as to the process and outcome of any investigations into sexual exploitation and abuse.
- Require our implementing partners to comply with the policies and codes of conduct established by the IASC and to monitor their adherence.

IASC members commit to establishing the necessary mechanisms to ensure the implementation and follow-up of the principles and actions outlined in this policy.

Handout: Secretary-General's Bulletin on Special Measures for Protection from Sexual Exploitation and Sexual Abuse

Secretary-General's Bulletin

Special measures for protection from sexual exploitation and sexual abuse

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 instruction⁷ 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.

⁷ Currently ST/AI/379, entitled "Procedures for dealing with sexual harassment".

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;

(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: Quiz: Secretary-General's Bulletin on Special Measures for Protection from Sexual Exploitation and Sexual Abuse

1. Under the standards set out in the Secretary-General's Bulletin on Special Measures for Protection from Sexual Exploitation and Sexual Abuse, beneficiary employees are prohibited from having sex with under-18s – true or false?
2. In terms of sexual relationships, UNICEF staff are bound by:
 - a) The national age of consent
 - b) The age of the older partner
 - c) The age of 18
 - d) Ethical and moral codes
3. If you suspect that that a staff member is violating the standards set out in the Bulletin, you must (circle all that apply):
 - a) Tell him/her to stop
 - b) Investigate on your own
 - c) Report (to the ombudsperson, human resources representative, etc.)
4. The SG's Bulletin only applies to behaviour that takes place during working hours or when on mission for UNICEF – true or false?
5. The SG's Bulletin applies to (check all that apply):
 - a) UNICEF staff – both international and locally-engaged
 - b) Staff of NGOs contracted by UNICEF
 - c) Military peacekeepers
 - d) Staff of other agencies (UNHCR, WFP, etc.)
1. Under the standards set out in the Bulletin, beneficiary employees are prohibited from having sex with under-18s – true or false?
2. In terms of sexual relationships, UNICEF staff are bound by:
 - e) The national age of consent
 - f) The age of the older partner
 - g) The age of 18
 - h) Ethical and moral codes

Handout: Misconduct Scenarios

Example of Prohibited Act	Why it constitutes misconduct
<p>Betty is a 16 year old girl living in a small village. Betty has four younger brothers and sisters. Her parents do not have very much money and find it very difficult to provide the costs for education, clothing and food for all of the children. There had even been some discussion about Betty dropping out of school to assist her mother in working at the market. However, all the problems have been solved as Betty has started a sexual relationship with Johnson, a senior UNHCR officer. He has promised to pay for her school fees and help to pay for her brothers and sisters to continue with their education. Betty's parents are very relieved that this opportunity has come and encourage Betty to maintain the relationship. It has really helped the family and now all the children can continue in school.</p>	
<p>Joey is a locally-hired driver for a UN agency, who transports relief items from the warehouse to the refugee camp where the items are distributed. On one of his trips he recognized a 15-year old refugee girl walking on the side of the road and gave her a lift back to the camp. Since then, to impress her and win her over, he frequently offers to drive her wherever she is going and sometimes gives her small items from the relief packages in his truck, which he thinks she and her family could use. The last time he drove her home she asked him inside her house to meet her family. The family was pleased that she had made friends with a UN worker. Joey really likes the girl and wants to start a sexual relationship with her. He knows her family will approve.</p>	
<p>Marie is a 30-year-old refugee whose desperate circumstances have forced her into prostitution. On Saturday night she was picked up by John, a UNICEF staff member in a UN car, as he was driving</p>	

back home after dinner. John took her home and paid her for sex. As prostitution is not illegal in the country where he is posted, he figured he was doing nothing wrong.	
Josie is an adolescent refugee girl in one of the camps. Pieter, one of the food distribution staff, who works for WFP, has offered to give her a little extra during the distribution if she will be his "special friend". She agrees willingly. Both of them agree that they should start a sexual relationship and neither one of them think that anything is wrong. Josie hopes that the relationship will be a passport to a new life in another country, and Pieter does nothing to discourage these hopes.	

Acknowledgement: A number of the scenarios above have been adapted from materials contained in the Facilitator's Guide: *Understanding Humanitarian Aid Worker Responsibilities: Sexual Exploitation and Abuse Prevention*, produced by the Coordination Committee for the Prevention of Sexual Exploitation and Abuse in Sierra Leone.

Handout: Current Reporting Mechanisms

UNICEF Specific guidelines for dealing with allegations of misconduct:

1) Article X of the Staff Regulations, entitled "Disciplinary Measures", provides in regulation 10.2 that "the Secretary-General may impose disciplinary measures on staff members whose conduct is unsatisfactory." Staff rule 110.1, which defines misconduct, provides that "failure by a staff member to comply with his or her obligations under the Charter of the United Nations, the Staff Regulations and Staff Rules or other relevant administrative issuances, or to observe the standards of conduct expected of an international civil servant may amount to unsatisfactory conduct... leading to the institution of disciplinary proceedings and the imposition of disciplinary measures for misconduct".

2) UNICEF Policy & Procedures Manual, Chapter 15, Section 4, states that if a staff member has reason to believe that another staff member has committed an act of misconduct for which a disciplinary measure may be imposed, including include any act of sexual abuse and exploitation, the following steps should be taken:

- The allegation of misconduct should be reported to the Head of Office/ Division or a responsible official;
- The Head of Office/Division or responsible official shall undertake a preliminary investigation;
- In some instances, during the preliminary investigation and before any formal charges are filed against the staff member who allegedly committed misconduct, the Executive Director may decide, in the interest of the organization, to place that staff member on suspension with full pay while further inquiries are made;
- If the investigation indicates that misconduct has occurred, the Head of Office/Division or responsible official should immediately report the matter to the Director, DHR, giving a full account of the facts and attaching documentary evidence relevant to the alleged misconduct;
- On the basis of the evidence presented, the Director, DHR, on behalf of the Executive Director, will decide whether the matter should be pursued;
- If the matter is pursued, the Head of Office/Division or responsible official will inform the staff member of the allegations and of his due process rights, e.g., right to seek assistance of counsel and a reasonable period to respond to the allegations;
- After the staff member submits a response to the allegations, the Director, DHR, will decide whether to (a) withdraw the charges and close the matter; (b) summarily dismiss the staff member from the Organization for serious misconduct; or (c) refer the case to a Joint Disciplinary Committee (JDC);
- If the case is submitted to the JDC, it will review the case and make a recommendation on the disciplinary action, if any, to the Executive Director;
- The Executive Director shall take a decision on the appropriate disciplinary measure(s), if any.

Handout: Terms of Reference for in-country Focal Points on Sexual Exploitation and Sexual Abuse.

Terms of Reference for in-country Focal Points on Sexual Exploitation and Abuse

Competencies and Experience:

The in-country Focal Point for Sexual Exploitation and Abuse (SEA) and his/her Alternate shall be a staff member, normally appointed at a sufficiently senior level (P4 and above). Either the Focal Point or the Alternate shall be a female staff member.

The Focal Point and the Alternate shall have the following competencies and experience: Proven integrity, objectivity and professional competence; demonstrated sensitivity to cultural diversity and gender issues; fluent in relevant languages; demonstrated experience of working directly with local communities; proven communication skills. Upon appointment, the Focal Point and the Alternate shall undergo specific training on prevention of and protection from sexual exploitation and abuse, as soon as is feasible.

Duties and Responsibilities:

The Focal Point and the Alternate shall participate in the in-Country Network on SEA, focusing in particular on sharing and implementing best practice in SEA prevention and response, and coordinating induction briefings and training on SEA for all staff, including raising awareness among staff of their responsibilities to report all suspicions of sexual exploitation and abuse committed by colleagues, pursuant to ST/SGB/2003/13 section 3.2 (e).

The Focal Point/Alternate shall be responsible for making appropriate recommendations to management on enhancing prevention strategies especially in situations where the volume or type of complaints received indicate that patterns of sexual exploitation and abuse may exist. This could include collecting and analysing information on actual/potential risk factors for vulnerability to sexual exploitation and abuse and elaborating measures to address these. The Focal Point/Alternate shall prepare quarterly reports to management containing statistics and analysis of complaints received, follow up actions taken, and recommendations that flow from the analysis.

The Focal Point/Alternate shall receive, in complete confidence and in a conducive environment, complaints and questions about alleged acts of sexual exploitation and abuse committed by all categories of the [Agency/Mission]'s personnel. (A complainant may choose which of the two s/he wishes to contact regarding his/her complaint.) Appropriate measures shall be taken to ensure safety and confidentiality for all visitors to the Focal Point/Alternate, whether staff members or members of the local community.

The Focal Point/Alternate shall also receive, if requested, complaints about alleged acts committed by national or international personnel from other organisations, or about alleged acts when the institutional affiliation of the perpetrator(s) is unknown or uncertain. The Focal Point/Alternate shall maintain (to the extent feasible in view of security considerations) an “open door” policy with regard to members of the local community, including refugees and other beneficiaries of assistance, national and international NGO personnel and all United Nations personnel, national and international.

The Focal Point/Alternate shall ensure the appointment of **field focal points** at all his/her organisation’s field/sub-offices with significant staff presence. The field focal points shall be trained and delegated to receive complaints on his/her behalf in field locations and to pass these on to the capital-level Focal Point/Alternate for action and follow up.

The Focal Point/Alternate shall ensure that all materials pertaining to complaints and referrals are held securely and handled strictly in line with applicable reporting and investigation procedures.

Upon receipt of a complaint, the Focal Point/Alternate (or his/her delegated field focal point) shall:

- a. Obtain the complainant’s informed consent (on the attached Referral Form) to document the complaint and to pass on the data recorded to the relevant management authorities, as well as to the RC/HC. Agreement may be secured on a separate consent form for possible disclosure of information to other external entities, including the police.
- b. Record the details of the allegation on the attached *Model Complaints Referral Form* and in line with the guidelines in the *Model Complaints and Investigation Procedures and Guidance Related to Sexual Abuse and Sexual Exploitation*;
- c. Immediately attend to the safety, security, health and legal needs of the complainant (in line with the abovementioned guidelines), including by providing necessary referrals.

If the complaint implicates a staff member of the Focal Point’s own organization:

- d. Forward the completed Complaints Referral Form and any other pertinent material(s) to the relevant management structures at Headquarters [insert organisation’s Headquarters’ focal point for sexual exploitation and abuse issues here] with recommendations for follow up action (e.g. an investigation, contact with local police, etc.);
- e. Act, if requested, as liaison between the complainant, including his/her family, and those persons conducting any subsequent investigation, ensuring at all stages that the safety, security, health and legal needs of the complainant are taken into consideration and that s/he is not subject to intimidation as a result of lodging the complaint.
- f. Be kept fully informed of the investigation’s proceedings and outcome, and help complainants understand how the investigation and discipline processes work.

g. Refer the complainant to local police, if appropriate and if s/he is interested in this option. (N.B. The Focal Point/Alternate should not get involved in acting as an advocate for complainants or victims with the local authorities).

h. Refer complainant to relevant NGOs or support groups for victims of sexual violence.

If the complaint implicates a staff member of a different organization:

i. Forward a copy of the completed form to Focal Point for sexual exploitation and abuse in the Accused person's organisation, as well as to the RC/HC, and meet up with the Focal Point to agree on responsibilities for follow up on the safety, security, health and legal needs.

j. Refer the complainant to local police, if appropriate and if s/he is interested in this option. (N.B. The Focal Point/Alternate should not get involved in acting as an advocate for complainants or victims with the local authorities).

k. Refer complainant to relevant NGOs or support groups for victims of sexual violence.

If the complaint is a rumour or the alleged perpetrator(s)' affiliation is unknown:

l. Forward a copy of the completed form to the RC/HC and – where one exists, the SRSG. The RC/HC will immediately call for a meeting of the Focal Points' Network and ask it to develop a strategy for assessing the veracity of these rumours or allegations.

m. The RC/HC or SRSG will then pursue the issue through the appropriate channels (if necessary launching a preliminary investigation) and also determine responsibilities for follow up and for responding to victims' needs.

If the complaint implicates a member of the local community:

n. Refer the complainant to local police, if appropriate and if s/he is interested in this option. (N.B. The Focal Point/Alternate should not get involved in acting as an advocate for complainants or victims with the local authorities).

o. Refer complainant to relevant NGOs or support groups for victims of sexual violence.

Produced by the Inter-Agency Standing Committee Task Force on Protection from Sexual Exploitation and Abuse

Handout: Terms of Reference for in-country Network on Sexual Exploitation and Sexual Abuse.

Terms of Reference for in-country Network on Sexual Exploitation and Abuse

Membership:

The Network will function under the auspices of the Resident Coordinator (RC), or Humanitarian Coordinator (HC) where appropriate, and report to him/her. Membership shall include at least one Representative from each UN Agency present in the country concerned, including from any DPKO or DPA-managed peace operation, as well as representatives of the Red Cross/Red Crescent Movement and relevant International and National NGOs. (To avoid the Network becoming unwieldy, the RC/HC should consult with the NGO community to ensure fair but manageable NGO representation). In general, membership should be comprised of the designated Sexual Abuse and Exploitation Focal Points and Alternates.

Responsibilities:

The Network on Sexual Abuse and Sexual Exploitation (SEA) will serve as the primary body for coordination and oversight on prevention and response to sexual exploitation and abuse of members of the beneficiary population by international or national staff of the UN or affiliated organizations. The Network is **NOT** responsible for investigation or adjudication of complaints, or for dealing directly with complainants. These functions rest exclusively with individual organizations or agencies. Individuals serving in the networks should not investigate claims.

The Network should:

Training, sensitization and community information campaigns

- a. Develop a plan for training of all staff on the Secretary-General's Bulletin on Special Measures for Protection from Sexual Exploitation and Sexual Abuse (the SG's Bulletin), using generic SEA training modules (modules to be developed, building on existing resources, with support from UNDP and OHRM).
- b. Coordinate specialized training of all Focal Points and managers on handling complaints based on specific training modules developed for this purpose.
- c. Ensure widespread dissemination, through appropriate media, of materials explaining rights of beneficiaries, standards of conduct expected of personnel and channels of recourse (i.e. focal point system) for members of the local community, including refugees and other beneficiaries of assistance.

Sharing information on prevention and best practice

- d. Based on the Inter-Agency Standing Committee Plan of Action and other relevant reports (including those by police or local women's groups), assess gaps in prevention and response to SEA, share information on achievements, best practice and effective mechanisms in addressing SEA, and make recommendations to relevant agencies for action. Develop plan for monitoring implementation of recommended actions.

e. Establish such local policies, procedures and/or inter-agency arrangements as are necessary to ensure that adequate prevention measures are in place, and that robust complaints and investigation mechanisms are implemented and operated effectively by all relevant agencies.

f. Submit to the RC quarterly statistics and analysis of any complaints received (excluding names of complainants, victims or accused persons), follow up actions taken, and recommendations that flow from the analysis on enhancing prevention and protection.

Reporting to Headquarters on prevention and best practice

g. In cases of ongoing humanitarian crisis, the Network should report annually, through the RC/HC, to the Inter-Agency Standing Committee Working Group on progress made toward preventing and responding to sexual abuse and exploitation. OCHA will be responsible for producing a short analysis of all reports for consideration by the IASC WG. This analysis may also be considered by the Executive Committee for Humanitarian Affairs (ECHA).

h. In cases of transitional/development situations, the Network should report annually, through the RC, to the United Nations Development Group Office on progress made toward preventing and responding to sexual abuse and exploitation. UNDGO should be responsible for producing a short analysis of all reports for consideration by UNDG.

i. The lessons learned from these annual reports should be shared widely, so that adjustments to prevention and response strategies can be made, best practices shared, and the tools and guidelines adapted as appropriate. UNDP, OCHA, DPKO and UNICEF should be responsible for this effort.

Dealing with 'In-the-air' allegations

j. At the request of the RC/HC, the Network should be convened when any of the Focal Points receives information of rumoured or 'in-the-air' allegations of sexual exploitation and abuse, particularly where the institutional affiliation of the alleged perpetrator(s) is not known or is uncertain. The Network should develop a proposal addressed to the RC/HC (and SRSG if peacekeepers may be involved) outlining a strategy for assessing the veracity of these rumours.

k. On the basis of the Network's recommendations, the RC/HC (and/or SRSG) should then pursue the issue through the appropriate channels, including if necessary through launching a preliminary investigation. S/he should also determine responsibilities for follow-up and for responding to victims' needs. In the event of disagreement among members of the Network on responsibilities for following up on a case involving rumours or allegations involving perpetrators from multiple organizations the Special Representative of the Secretary-General (if peacekeeping personnel are involved) or the RC/HC will determine concrete follow-up procedures and allocate responsibilities among members of the Network as appropriate.

Procedure, confidentiality and other issues

l. The Network should hold regular meetings at least every two months, whose minutes will be circulated to all members. Ad-hoc meetings may be called on an as needed basis.

m. All minutes of the Network must be kept confidential and stored securely. Names of subjects and victims should never be recorded in minutes, nor shared during meetings. All cases discussed at the meetings of the Network should be referred to by a case number and no identifying information about victims or subjects should be shared with the group. All investigation processes must be kept separate from the work of the Network, to ensure confidentiality. Breaches of confidentiality may lead to members of the Network being relieved of their responsibilities.

n. The Network should refer to relevant agencies and/or the RC/HC any issues of concern which arise during the course of its work (e.g. regarding discipline or misconduct), but which fall outside the direct scope of SEA prevention and response.

o. The relevant members of the Network (i.e. the organization receiving the complaint and the organization(s) about which the complaint is made) should convene bilaterally when one organization receives a formal complaint about actions allegedly perpetrated by staff person(s) of another organization. At this stage, agreement should be reached on responsibilities among the involved organisations, including for responding to the victims' needs.

Produced by the Inter-Agency Standing Committee Task Force on Protection from Sexual Exploitation and Abuse

Handout: Model Complaints Referral Form - Sexual Exploitation and Sexual Abuse.

MODEL COMPLAINTS REFERRAL FORM (SEXUAL EXPLOITATION AND ABUSE)

Name of Complainant: _____ Ethnic origin/Nationality: _____

Address/Contact details: _____ Identity no: _____

Age: Sex: _____

Name of Victim (if different from Complainant): _____ Ethnic origin/Nationality: _____

Address/Contact details: _____ Identity no: _____

Age: Sex: _____

Name(s) and address of Parents, if under 18: _____

Has the Victim given consent to the completion of this form? YES NO

Date of Incident(s): Time of Incident(s): Location of Incident(s): _____

Physical & Emotional State of Victim (Describe any cuts, bruises, lacerations, behaviour, and mood): _____

Witnesses' Names and Contact Information: _____

Brief Description of Incident(s) (Attach extra pages if necessary): _____

Name of Accused person (s): Job Title of Accused person(s): _____

Organization Accused person(s) Works For: _____

Address of Accused person(s) (if known):

Age: Sex:

Physical Description of Accused person(s):

Have the police been contacted by the victim? YES NO If yes, what happened?

If no, does the victim want police assistance, and if not, why?

Has the victim been informed about available medical treatment? YES NO

If Yes, has the victim sought Medical Treatment for the incident? YES NO

If Yes, who provided treatment? What is the diagnosis and prognosis?

What immediate security measures have been undertaken for victim?

Who is responsible for ensuring safety plan (Name, Title, Organisation):

Any other pertinent information provided in interview (including contact made with other Organisations, if any): _____

Details of referrals and advice on health, psychosocial, legal needs of victim made by person completing report: _____

Report completed by: _____

Name Position/Organisation Date/Time/Location

Has the Complainant been informed about the Organisation's procedures for dealing with complaints? YES NO

Signature/thumb print of Complainant signalling consent for form to be shared with relevant management structure* and SRS/RC/HC:

Complainant's consent for data to be shared with other entities (check any that apply): _____

Police _____ Camp leader (name) _____ Community Services agency _____

Health Centre (name) _____ Other (Specify) _____

Date Report forwarded relevant management structure*:

Received by relevant management structure*:

Name Position Signature

(*Relevant management structure is the official(s) responsible for sexual exploitation and abuse issues in the Headquarters of the Organisation

where the Accused person works)

ALL INFORMATION MUST BE HELD SECURELY AND HANDLED STRICTLY IN LINE WITH APPLICABLE REPORTING AND INVESTIGATION PROCEDURES

Handout: Tips for Managers on Establishing a Positive Climate

Prevention:

- Show that you take the issue of sexual abuse and exploitation seriously. Discuss relevant policies and programmes at staff meetings.
- Make sure that all employees and supervisory staff who report to you are aware of what action to take if sexual abuse or exploitation occurs.
- Provide training opportunities for staff, so that they are aware of issues outlined in the Bulletin and that they become familiar with the implications of the standards for their behaviour and the behaviour of colleagues.
- Actively maintain a harassment-free workplace. Put a stop to offensive jokes or comments; remove unacceptable posters, cartoons, or objects from the workplace.
- Include discussions of the SG' s Bulletin in orientation sessions for new staff
- Raise the issue in dialogue with partners – both government and NGOs.

Taking Action

- Be aware of the latest mechanisms and policies regarding complaints' mechanisms
- Listen carefully to staff -- be supportive and respectful.
- If someone comes forward with a complaint, explain the complaints process and what options are available.
- Respectfully discuss the person's preferences for dealing with the situation.
- If appropriate, allow time for the person to consider how to proceed and arrange for a follow-up meeting.

Keep a confidential record of all information relating to the complaint in a secure place.

Handout: Case Study Exercise, The Case of Zanongo

Zanongo is a country caught in a cycle of instability, which continues to threaten the safety and well-being of its population. Sporadic dissident attacks and counter-attacks by government, and rebel fighting in the border regions continue to escalate. These military activities and tensions combined with poor governance and the dwindling inflow of external resources has deepened poverty levels, reduced economic activities, intensified social problems, and made communities more vulnerable to communicable diseases such as HIV/AIDS.

It has been rumoured that both government and rebel groups from neighbouring countries are using rape as a weapon of war. Although no reliable statistics exist on the rate of HIV infection, it is estimated that 8% of the general population are infected with the virus, while rates are thought to be as high as 25% among combatants.

The ongoing conflict has resulted in steady migration and internal displacement of hundreds of thousands of people. Zanongoians are fleeing their homes in great numbers and are making their way to camps in neighbouring countries. Camp populations are rising steadily and as a result, many of the camps are overcrowded. In addition, an unknown number of IDPs are living with host communities and in camps, and about 200,000 more are in inaccessible areas in the fighting zones. The number of unaccompanied and separated children is estimated to be very high.

More than 20% of households are headed solely by women, with the percentage rising rapidly in the camps for displaced persons. The ongoing conflict and instability has interrupted women's economic activities, limiting their income and further reducing their ability to adequately care for their children.

Zanongo Humanitarian Assistance Programme

Specific projects include:

- 1) The provision of emergency supplies to camps including essential drugs, vaccines, Dry Skimmed Milk (DSM), high energy and protein biscuits, shelter materials, hand pumps, water equipment, Oral Rehydration Salt (ORS) and mosquito nets.
- 2) Working to prevent/reduce underage recruitment and rehabilitate former child combatants .
- 3) Emergency water and sanitation project. This project aims to ensure that every community has access to at least one secure water source and a number of communal latrines for refugee and IDP populations. In addition, the project will incorporate sanitation and hygiene education into its programming.
- 4) Support establishment of Child-Friendly Spaces (CFSs) in all camps for internally displaced persons. The CFSs are designated areas where integrated services are offered to children and youth. The facilities provide multi-purpose rooms, playgrounds, water points and latrines, and psychosocial support. The CFSs also offer support and guidance to refugee parents.

- 5) UNICEF is working with UNCHR to implement a community-based HIV/AIDS education, information and communication programme for IDPs and refugees.
- 6) UNICEF is working with partners to establish child-friendly education centres in the camps for refugees and IDPs. The project aims to establish rights-based, child-friendly schools, making them healthy, effective and efficient, so as to ensure quality learning.
- 7) UNICEF is working with partners to ensure that essential supplies and services are in place in the camps for refugees and internally displaced persons. UNICEF is working closely with UN agencies and NGOs to coordinate the provision of these services and the division of specific responsibilities. UNICEF is primarily responsible for education, water supply and sanitation. UNHCR is providing shelter materials, WFP is responsible for food distribution, and two NGOs, one local and one international, are offering health related services to camp populations.

Tasks for Small Group Discussions

You are a UNICEF staff member called to an inter-agency meeting to discuss recent reports of sexual exploitation and abuse in the Zanongo humanitarian assistance programme. You have been asked to:

- 1) Identify the specific conditions and circumstances in Zanongo's country profile that increase the vulnerability of children and women to sexual abuse and exploitation.
- 2) Review the specific projects in the country programme and identify elements of projects that present the potential for sexual abuse and exploitation, whether perpetrated by humanitarian assistance workers or others. Try to identify possible project entry points for strengthening preventative measures and developing appropriate responses to sexual exploitation and abuse.
- 3) Organize a meeting where you will present UNICEF's advocacy message on sexual abuse and exploitation within the context of the current situation in Zanongo. You will need to consider the following questions:
 - a. What will your central points/arguments be and how will you substantiate your call for action?
 - b. Who are the key UN agencies, NGO's, and local authorities that should be present at the meeting? How will you foster collaboration between UNICEF and these key groups around the issue of sexual abuse and exploitation?
 - c. What are the key instruments i.e. policies, conventions, programmatic commitments that you can draw on for support?

Handout: Case Study Exercise, The Case of Eldova

Eldova is a country plagued by poverty, inequality, and political instability. The region is characterized by huge disparities in wealth, most notably between rural and urban areas, with the gap between rich and poor widening steadily. Last year, the poorest quintile received only 1.6% of the country's income, while the wealthiest quintile received 63.3%. Close to 45% of the total population is less than 18 years of age, with 75% living in poor households. The socio-economic situation of households forces many children and adolescents to contribute to household income and to neglect existing education opportunities. Available statistics on child labour suggest that about 400,000 children are working; this figure accounts for 12% of all children between the ages of 5 and 17 years.

At present, Eldova is experiencing a severe economic crisis accompanied by political instability and a massive deterioration of economic and commercial activities. Enormous rates of inflation have decreased the purchasing power of the majority of Eldovians, leaving many unable to meet their basic needs.

Rural areas are characterized by low levels of schooling and high rates of illiteracy. Where children are attending school, there is a significant gender gap, with male pupils consistently out numbering female pupils. Rural areas are vulnerable to food insecurity at the community and household level and deficiencies in local diets have resulted in widespread malnutrition. More than 20% of households are headed solely by women, with the percentage rising rapidly. The economic crisis has directly affected women's economic activities, limiting their income and further reducing their ability to adequately care for children.

The rate of unemployment is currently at 14%. Many Eldovians are leaving the country in pursuit of employment abroad. According to recent data, some 250,000 persons have emigrated over the last year, leaving behind approximately 150,000 children. The combination of these factors has resulted in an increase in the number of children living and working on the streets. In addition, large scale rural-to-urban migration has resulted in a large number of Eldovians, (the majority of whom are men) leaving their communities to work in Eldova's largest cities.

The Eldova Country Programme

- 2) UNICEF is working with the Government, and local NGOs to support the reintegration of street and working children, and other out-of-school youth, especially adolescent girls and child heads of households, through a range of developmental and psychosocial interventions, including informal education, skills training, and youth and recreational activities.
- 3) UNICEF is involved in capacity-building for social work and psychosocial support for children and families. This project aims to increase the capacity of teachers and other groups of professionals working with children to provide social work and psychosocial support. This will be achieved through a broad range of training interventions for teachers and health, social and community workers.

- 4) To help combat rural food insecurity, UNICEF is working with the government, NGO partners and the FAO on a project entitled "Household Gardens for Rural Food Security". The goal of the project is diversify local diets through the installation of household agro-forestry gardens consisting of products high in nutritional value for the direct consumption of beneficiaries. The project involves monthly visits to highly food insecure regions by agronomists, technicians and project staff. The majority of the work in the gardens is carried out by women and girls.
- 5) UNICEF is working with the government, and local NGOs to provide essential supplies to institutions dealing with orphaned and abandoned children, street children, child labourers and children involved in prostitution.
- 6) UNICEF is working with partners on the child-friendly school initiative. The project aims to establish rights-based, child-friendly schools, making them healthy, effective and efficient for child education, so as to ensure quality learning.

Tasks for Small Group Discussions

You are a UNICEF staff member called to an inter-agency meeting to discuss recent reports of sexual exploitation and abuse in the Eldova country programme. You have been asked to:

- 1) Identify the specific conditions and circumstances in Eldova that increase the vulnerability of children and women to sexual abuse and exploitation.
- 2) Review the specific projects in the country programme and identify elements of projects that present the potential for sexual abuse and exploitation, whether perpetrated by humanitarian assistance workers or others. Try to identify possible project entry points for strengthening preventative measures and developing appropriate responses to sexual exploitation and abuse.
- 3) Organize a meeting where you will present UNICEF's advocacy message on sexual abuse and exploitation within the context of the current situation in Eldova. You will need to consider the following questions:
 - a. What will your central points/arguments be and how will you substantiate your call for action?
 - b. Who are the key UN agencies, NGO's, and local authorities that should be present at the meeting? How will you foster collaboration between UNICEF and these key groups around the issue of sexual abuse and exploitation?
 - c. What are the key instruments i.e. policies, conventions, programmatic commitments that you can draw on for support?

Handout: UNICEF Field-Level Strategies and Actions

From the UNICEF publication "Technical Notes: Special Considerations for Programming in Unstable Situations"

Supporting strategies:

- Mobilize the community to develop a preventative plan using existing resources and mechanisms.
- Promote guidelines to limit further trauma to survivors of sexual violence.
- Sensitize medical and other service providers, including the law enforcement and security patrols about sexual violence.
- Ensure adequate and gender-sensitive medical attention for survivors of sexual violence, respecting their right to privacy.
- Ensure timely and appropriate psychosocial support for survivors and their families.

Field-level strategies for dealing with sexual violence should ensure protection, reduce the risk of such violence, protect survivors, and promote physical and psychological recovery.

Preventive measures to reduce sexual violence should include the following.

Design camps to increase the security of women: Adolescents and women are at greatest risk when they must travel away from their homes and communities for food, water and fuel wood or to use communal latrines. Improved lighting, widened paths to water and fuel/wood sources, security patrols of women wherever possible, and group accommodation for unaccompanied children and females are some of the interventions to promote physical safety.

Delegate women to distribute relief items: Too often women are coerced to engage in sexual relations in exchange for essential relief supplies.

Involve existing community organizations: Hold separate meetings for women and for men, to receive everyone's input on the need and the possible mechanisms for prevention and protection. Where there are no women's groups, promote their formation. Ask organizations to support vulnerable groups through such initiatives as women's income-generating projects and emergency credit schemes, volunteer security escorts and communal food preparation.

Include beneficiary women in decision-making processes: This is especially important in areas of health, sanitation, education, reproductive health, and food and water distribution. Ensure that women are protected from repercussions and backlash as a result of their participation: this calls for discussion with men as well.

Recognize the influence of teachers and religious and traditional leaders on the community: Enlist their cooperation in changing attitudes and behaviours. They can be involved in educating their followers on the causes and consequences of sexual violence. Ask them to encourage the reporting of sexual attacks, domestic abuse and involuntary prostitution.

Convene specific discussions with medical and other service providers on the topic to discuss the above strategies.

Individuals at risk, such as unaccompanied children and women and female heads of household, should be identified and appropriate strategies developed to ensure their protection.

Provide women in their communities with materials and knowledge to protect themselves: e.g. barbed wire, whistles and self-defence training.

Carefully screen foster families for unaccompanied children: This is critical to avoid the possibility of the sexual abuse of children by their foster parents and their relatives. Provide adequate monitoring after placement to ensure the continued well-being of children

Support public information campaigns: Campaigns should be designed to sensitize girls and women to the risks and to correct false rumours, misconceptions and misinformation about the extent and nature of sexual violence. Make use of the media as a training vehicle for women and to alert the public to widespread sexual violence.

Make the perpetrators and those in charge of protecting children's and women's rights accountable: This must be done in all relief programmes, and the implementation of prevention measures must be monitored. All cases of slackness must be noted for immediate corrective action.

Handout: Evaluation Form

1. In one word/sentence, the workshop was

2. In one word/sentence, the participants were

3. In one word/sentence, the facilitators were

4. Will you be able to apply what you learned during this workshop in your work?

Definitely not *Probably not* *Not sure* *Most likely yes* *Definitely yes*

5. Do you think the group will be able to apply what they learned?

Definitely not *Probably not* *Not sure* *Most likely yes* *Definitely yes*

6. What elements of the workshop were the **most useful**?

7. What elements of the workshop were the **least useful**?

8. Would you feel comfortable facilitating a workshop on gender-based violence, focusing on sexual abuse and exploitation? Why or why not?

9. Additional comments and suggestions are most welcome!