



# Action against Sexual and Gender-Based Violence: *An Updated Strategy*

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Front cover photo:  
Rohingya refugees from Myanmar / Cox's Bazaar District.  
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## List of Acronyms and Abbreviations

AGD	Age, Gender and Diversity
AGDM	Age, Gender and Diversity Mainstreaming
AoR	Area of Responsibility
BIA	Best interests assessment
BID	Best interests determination
BSS	Behaviour Surveillance Survey
CRPD	Convention on the Rights of Persons with Disabilities
GBV	Gender-based violence
GBVIMS	Gender-Based Violence Information Management System
GPC	Global Protection Cluster
HIS	Health Information System
HIV	Human immunodeficiency virus
HQ	Headquarters
HRIT	Heightened Risk Identification Tool
IASC	Inter-Agency Standing Committee
IDP	Internally displaced person
LGBTI	Lesbian, gay, bisexual, transgender and intersex
MARA	Monitoring, analysis and reporting arrangements
MFT	Multi-functional team
MRM	Monitoring and reporting mechanism
NGO	Non-governmental organisation
PSEA	Protection from Sexual Exploitation and Abuse
SAFE	Safe Access to Firewood and Alternative Energy
SCR	Security Council Resolution
SEA	Sexual exploitation and abuse
SGBV	Sexual and gender-based violence
SOP	Standard operating procedures
UN Action	United Nations Action against Sexual Violence in Armed Conflict
UNCT	United Nations Country Team
WHO	World Health Organisation

## Executive Summary

Sexual and gender-based violence (SGBV) threatens displaced women and girls, as well as men and boys, in all regions of the world. Creating safe environments and mitigating the risk of SGBV can only be achieved by addressing gender inequality and discrimination. While the scourge of SGBV is receiving much more attention internationally – as illustrated by Security Council Resolutions 1820, 1888 and 1960 – preventing SGBV is a complex challenge. To assist operations in addressing this core protection concern, UNHCR is presenting the *Action against Sexual- and Gender-Based Violence: An Updated Strategy*.

This strategy provides a structure to assist UNHCR operations in dealing with SGBV on the basis of a multi-sectoral and interagency approach. UNHCR policies and programmes have for many years helped operations to address SGBV in coordination with other actors. 80% of operations in urban settings and 93% in camp settings work with SGBV Standard Operating Procedures which strengthen cooperation between partners. Moreover, support to community-based organisations has given communities a greater sense of ownership in addressing SGBV.

Building on successful SGBV intervention models in various operations, this Action against SGBV provides instructions for UNHCR operations to build their own multi-year, operation-specific SGBV strategies at country level. Developed on the basis of a suggested matrix, these strategies will reflect the needs of different at-risk populations and be adaptable to either stable or emergency contexts, camp or rural/urban settings. The Action against SGBV underscores that the responsibility and accountability for SGBV programme development and implementation rest at the highest levels of management.

Based on an independent evaluation in 2008 which assessed UNHCR's efforts to prevent and respond to SGBV, the Action against SGBV was elaborated in consultation with UNHCR staff, partners, persons of concern, governments and experts. It includes recommended actions in three institutional focus areas, in order to strengthen UNHCR's capacity and expertise in addressing SGBV:

1. **Data collection and analysis.** Improve the quality of programmes by adopting and maintaining appropriate SGBV data collection and analysis tools and working with institutions and partners on researching and documenting SGBV.
2. **Knowledge management and capacity-building.** Strengthen the management of SGBV programmes by investing in capacity-building and expertise across the organisation.
3. **Partnerships and coordination.** Working with UN agencies, governments, non-governmental organisations (NGOs) and displaced communities, strengthen SGBV prevention, response and coordination mechanisms for effective service delivery.

The Action against SGBV seeks to enhance the quality of protection delivery by promoting six often overlooked areas and including them, as appropriate, in a comprehensive protection strategy:

1. **Protecting children of concern against SGBV.** Displaced children are particularly at risk of SGBV. In addition, they face specific forms of SGBV, including harmful traditional practices and sexual exploitation and abuse.
2. **Addressing survival sex as a coping mechanism in situations of displacement.** Survival sex can be a direct consequence of gaps in assistance or failures of registration systems.
3. **Engaging men and boys.** SGBV programmes have not sufficiently involved men in prevention activities which weakens the protection environment for women and girls as well as men and boys.
4. **Providing safe environments and safe access to domestic energy and natural resources.** Many displaced women and girls run the risk that they will be raped, beaten or killed whenever they collect firewood, water or other essential resources.
5. **Protecting lesbian, gay, bisexual, transgender and intersex (LGBTI) persons of concern against SGBV.** LGBTI persons of concern can face high levels of discrimination and violence, including SGBV.
6. **Protecting persons of concern with disabilities against SGBV.** Persons with disabilities are often at risk of SGBV and are frequently unable to access services.

Progress in preventing SGBV requires attitudinal and behavioural change in communities and among UNHCR staff and partners. Using the *UNHCR Action to Prevent and Respond to SGBV* as a guide, UNHCR operations will improve multi-sectoral programming for SGBV based on existing field practices, include targeted actions and ensure multi-sectoral prevention and response.



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## Introduction

Sexual and gender-based violence (SGBV)<sup>1</sup> is a particularly disturbing phenomenon which exists in all regions of the world. The term refers to any harmful act that is perpetrated against one person's will and that is based on socially ascribed (gender) differences between males and females. It includes acts that inflict physical, mental, or sexual harm or suffering, threats of such acts, coercion and other deprivations of liberty, whether occurring in public or in private life.<sup>2</sup>

SGBV entails widespread human rights violations,<sup>3</sup> and is often linked to unequal gender relations within communities and abuses of power. It can take the form of sexual violence or persecution by the authorities, or can be the result of discrimination embedded in legislation or prevailing societal norms and practices. It can be both a cause of forced displacement and an intolerable part of the displacement experience.

All persons of concern, including refugees, asylum seekers, returnees, stateless persons and internally displaced persons, suffer disproportionately from SGBV, not only as a form of persecution and at the outbreak of a conflict but also during flight and displacement. Effective protection can be established only by preventing SGBV, identifying risks and responding to survivors, using a coordinated, **multi-sectoral approach**.

Today's protection environment is fraught with challenges and filled with opportunities, which should be carefully considered when devising responses. Challenges include the prevalence of **impunity** for perpetrators of sexual violence, **changing gender roles** during displacement, and the increasing number of women and children of concern to UNHCR who live in **urban areas** and face particular protection risks due to their often precarious status. Equally, changing gender roles can also

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<sup>1</sup> Although the terms gender-based violence (GBV) and sexual and gender-based violence (SGBV) are often used interchangeably, UNHCR consciously uses the latter to emphasise the urgency of protection interventions that address the criminal character and disruptive consequences of sexual violence for victims/survivors and their families.

<sup>2</sup> IASC. 2005. *Guidelines for Gender-Based Violence Interventions in Humanitarian Settings*. At: <http://www.unhcr.org/refworld/docid/439474c74.html>. This definition is also based on the UN Declaration on the Elimination of Violence against Women (1993).

<sup>3</sup> See Annex I.

present opportunities for displaced people, as can the recognition by the international community of the essential role of women in **peacebuilding**, and of the safety and security of civilian populations.<sup>4</sup>

Against this background, UNHCR held a range of consultations with UNHCR field operations, various technical services at its Headquarters, Regional Bureaux and partner organisations, to formulate the Action against SGBV. In particular, UNHCR and partners from selected operations, representing all regions, participated in a week-long workshop to further comment on the document and begin formulating country-level strategies. Its contents were also informed by an independent evaluation of UNHCR's efforts to prevent and respond to SGBV in 2008,<sup>5</sup> together with the outcomes of a 2010 expert roundtable in Geneva with NGOs, independent SGBV experts and communities of concern.

UNHCR's Action against SGBV reaffirms that sexual and gender-based violence is an **urgent, core protection issue** and emphasises **gender equality** as the cornerstone principle in addressing SGBV. It aims to assist UNHCR operations in building their own operation-specific strategies to prevent, identify and respond to SGBV. These should be **five-year strategies** that go beyond the biennial planning cycle, in recognition of the incremental nature of attitudinal and behavioural changes. UNHCR's Action against SGBV is a tool for accountability, because it is part of an articulated corporate vision and set of priorities that guide operations in meeting UNHCR's commitment to protect, assist and find solutions for all persons of concern.

An important dimension of the *UNHCR Action against SGBV* is six often overlooked or inadequately addressed areas: groups at heightened risk of SGBV (children, persons with disabilities, lesbian/gay/bisexual/transsexual/intersex (LGBTI) persons), greater engagement of men and boys in SGBV strategies, safer environments and safer access to domestic energy, and mitigation of risk factors related to survival sex. Its aim is to ensure that these six areas are adequately addressed in SGBV strategies, whilst recognising that they will not be equally relevant or applicable in all operations. Strategies should not be limited to these six areas, but should reflect the unique character of each operational context and population of concern. Many UNHCR operations already have strategies in place and undertake successful SGBV interventions, and these should be built upon in developing an enhanced five-year strategy. The *Action against SGBV* is designed to be adaptable to the many complex environments in which UNHCR operates, to facilitate the development of flexible, **operation-specific** strategies.

Part I explains how operations can build their strategies, using a Strategy Matrix contained in Annex IV. Part II focuses on improving the capacity of operations to address SGBV. Part III makes recommendations to improve the quality of protection and services through six focus areas.

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<sup>4</sup> A number of landmark resolutions have been issued by the United Nations Security Council under the title of women, peace and security. In particular, Security Council Resolutions (SCR) 1820, 1888 and 1960 address the issue of sexual violence in conflict and post-conflict situations. An inter-agency approach has strengthened partnerships among UN agencies, NGOs and governments in meeting responsibilities stemming from SC Resolutions and in better coordinating SGBV prevention, identification and response actions. See Annex II.

<sup>5</sup> UNHCR. 2008. *Evaluation of UNHCR's efforts to prevent and respond to sexual and gender-based violence in situations of forced displacement*. At: <http://www.unhcr.org/research/RESEARCH/48ea31062.pdf>.



UNHCR / G. M. B. AKASH / JUNE 2006

## I. Building a Strategy

### 1. Recognising the multi-sectoral nature of SGBV prevention and response

Using comprehensive programming<sup>6</sup> to develop and implement SGBV strategies at country level, UNHCR's *Action against SGBV* promotes a **multi-sectoral approach** to tackling SGBV. The relevant sectors include health care, protection (including safety, security and legal support) and psychosocial support, all of which are closely linked and entail specific activities.

Protection interventions complement positive coping mechanisms and community responses, and include safety and security measures in all contexts, be they camp or non-camp settings. Health, often the first service provided to SGBV survivors, addresses the physical, mental and psychological consequences of SGBV. Health services can also provide education and invaluable preventive information. Legal support activities should contribute to redressing a culture of impunity, and include training and capacity-building to strengthen law enforcement and the judicial system, as well as the provision of legal advice and representation for survivors. Psychosocial care provides survivors of SGBV with the support and tools needed to deal with personal trauma, stigma and possible exclusion from their families and community.

#### SGBV INTERVENTION TOOLBOX

UNHCR's *Manager's Quick Guide: 10 minimum steps to prevent and respond to SGBV* offers a useful checklist of possible activities to consider. See Annex V.

### 2. Building on existing strategies

Since UNHCR's initial *Policy on Refugee Women*, issued in 1990, the Office has strengthened its institutional response to SGBV through a succession of complementary initiatives: *Guidelines on the Protection of Refugee Women* (1991); UNHCR's *5 Commitments to Refugee Women* (2001); *Guidelines on Prevention and Response to SGBV* (2003); *Standard Operating Procedures for Prevention of and Response to SGBV* (2006); and the *Handbook for the Protection of Women and Girls* (2008).<sup>7</sup>

As a result, the number of SGBV survivors receiving support in urban areas has increased by more than 28% in the past 3 years. Today, 80% of operations in urban settings and 93% in camp settings have SGBV Standard Operating Procedures (SOPs). Compared to five years ago, more women are economically empowered. UNHCR has established prevention and

<sup>6</sup> Comprehensive programming is a widely accepted interagency term referring to composite, multi-sectoral interventions.

<sup>7</sup> For a list of international policy documents relating to the protection of women and girls and SGBV, refer to Annex III.



response mechanisms in nearly every camp and urban area where it operates. With its partners, UNHCR provides support to community-based organisations working on SGBV, works with police to increase knowledge and response capacity, and coordinates the provision of services for SGBV survivors with local and international partners.

Identifying SGBV as a main protection concern, UNHCR operations have initiated and developed multi-sectoral programmes to better address SGBV and to contribute to gender equality. Operations can achieve gender equality through long term support to community-owned initiatives designed to bring about attitudinal and behavioural change.

### 3. *Articulating the strategy*

In accordance with the Age, Gender and Diversity Mainstreaming (AGDM) Accountability Framework,<sup>8</sup> UNHCR Representatives are primarily responsible and accountable for developing a multi-year SGBV strategy and monitoring its implementation. All managers share responsibility in the design of operational plans and programmes that fully incorporate and support their SGBV strategy.

An SGBV strategy, in a concise narrative document, should recall the main elements of the current protection or SGBV-specific strategy. It should be informed by the operation's comprehensive needs assessment and clearly set out identified protection gaps, as well as opportunities for and constraints on further action.

The narrative should provide information on current and potential partnerships and coordination mechanisms, and properly describe the knowledge management and capacity-building elements of the strategy. Emphasis on data collection and analysis must be maintained throughout the multi-year strategy.

It should recognise SGBV as a core element of the overall comprehensive protection strategy of the operation and integrate an age, gender and diversity (AGD)<sup>9</sup> approach. A strong participatory process, involving multi-functional teams (MFT) composed of UNHCR staff, partners, persons of concern and, where possible and appropriate, government counterparts, should lead to the formulation of priority activities at the heart of the strategy.

Operations need also to consider their multi-year strategy as it applies and adjusts to different phases of the displacement cycle, as well as to known or expected population movements (such as transitions from camps to urban settings or in the context of voluntary repatriations and resettlement). SGBV strategies should be explicit in presenting the current opportunities and constraints that each operation needs to consider, and set a clear goal for 2016.

### 4. *Using the Strategy Matrix<sup>10</sup>*

The Strategy Matrix allows programming to build upon an existing SGBV strategy and project several years ahead towards a stated goal. Activities are clustered according to how they address prevention, identification and response and are staggered over several years in recognition of the incremental nature of progress.

Given the limited financial resources available to operations, the main elements identified in the SGBV strategy and corresponding resource requirements should be realistic and implementable.

The Matrix requires giving specific attention to six action areas, though not all of these areas are relevant or in need of attention to the same degree in all operations. Rather, the multiyear Strategy Matrix permits staff and partners to foresee what new activities will become necessary in the future and to identify where preliminary studies or mapping should be undertaken in advance of more ambitious interventions.

Operations using the Strategy Matrix are then directed to provide both baseline data and targets for specific indicators (currently in UNHCR's Results Framework and set out in the Matrix) for each year of the strategy. There is also room to add indicators deemed relevant to the operational context.

All operations are required to have in place by the end of 2012 a multi-year SGBV strategy. It is intended that the country-specific SGBV strategy, once drafted and set against the Matrix, will serve as the main reference document for ensuring continuity of programming and monitoring of progress, and should also help to inform resource allocation and funding requirements. Finally, monitoring reports measuring achievements and continued gaps against indicators should better support advocacy messages and ongoing planning.

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<sup>8</sup> UNHCR. 2007. *UNHCR Accountability Framework for Age, Gender and Diversity Mainstreaming*. At: <http://www.unhcr.org/refworld/docid/47a707950.html>.

<sup>9</sup> The concept of the AGD approach is developed in UNHCR's *Age, Gender and Diversity Policy: Working with people and communities for equality and protection*.

<sup>10</sup> See Annex IV, and consult the following intranet page for more details and guidance on using the matrix: [https://intranet.unhcr.org/intranet/unhcr/en/home/protection\\_and\\_operational/community\\_development.html](https://intranet.unhcr.org/intranet/unhcr/en/home/protection_and_operational/community_development.html).



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## II. Building UNHCR's Capacity

Recognising SGBV as a main protection concern, UNHCR is committed to strengthening the organisation's capacity in this area by improving data collection and analysis, developing tools to assist with knowledge management and building the capacity and expertise of its staff and partners to programme for SGBV interventions.<sup>11</sup>

Three focus areas have been identified to enhance UNHCR's institutional capacity to prevent, identify and respond to SGBV. This section describes the importance of each and makes suggestions for UNHCR operations.

### 1. Data collection and analysis

Data collection and analysis is the backbone of results-based programming. It is critical to the effectiveness of targeted service delivery, advocacy, policy development, and accountability and monitoring. While empirical data on the nature and prevalence of SGBV has increased in recent years, not enough information about SGBV is available to the humanitarian community. Under the provisions of SCRs 1820, 1888 and 1960, UN agencies are required to accurately assess the scale of SGBV and interventions to address it, and to report on progress, supporting their analysis with data.

Data is needed to inform programming and ensure progress. However, any data collection or sharing must strictly adhere to confidentiality requirements.<sup>12</sup>

#### SGBV INTERVENTION TOOLBOX

The **Gender-Based Violence Information Management System (GBVIMS)** collects (1) SGBV data which can be used by agreed partners; and (2) anonymous SGBV data for analysis and programme planning. (See Annex VI.)

<sup>11</sup> GBV Area of Responsibility. 2010. *Handbook for Coordinating Gender-based Violence Interventions in Humanitarian Settings*. At: <http://onerresponse.info/GlobalClusters/Protection/GBV/publicdocuments/GBV%20Handbook%20Long%20Version%5b1%5d.pdf>.

<sup>12</sup> UNHCR is guided by the *UNHCR Guidelines on the Sharing of Information on Individual Cases*. UNHCR/IOM/71/2001,FOM/68/ 2001, 24 August 2001.

Research projects, developed in consultation with field offices and with the full participation of persons of concern, can be used to identify risks, protective factors and barriers to accessing health, psychosocial and legal services. The findings need to inform programme planning.

UNHCR and its partners recognise that any data collection or research on SGBV can have harmful social, physical, psychological or legal consequences if personal experiences of SGBV are disclosed. Any results produced using data collection tools therefore need to be subject to a broader protection analysis that anonymises sources and individual data.

#### To improve data collection, UNHCR operations need to:

- Adopt and maintain appropriate data collection tools to support the systematic capture of data.
- Develop interagency information-sharing protocols to ensure safe and ethical data management, confidentiality and respect for the wish of the survivor.

#### To improve the analysis of data, UNHCR operations need to:

- Analyse data trends in SGBV and incorporate the results into programme monitoring and evaluation.
- Work with research institutions and other partners to develop and apply research methodologies for documenting and analysing SGBV in displacement settings.
- Apply the principles of confidentiality, informed consent, and respect for the wishes of the survivor to all data collected in all SGBV research activities.<sup>13</sup>
- Use multiple sources of data and a rigorous process of analysis to inform SGBV programming.

#### **SGBV INTERVENTION TOOLBOX**

The **Health Information System (HIS)** and **Behaviour Surveillance Surveys (BSS)** can be used to collect data at field and country levels and support analysis to inform programming.

## **2. Knowledge management and capacity-building**

Taking action against SGBV is a central responsibility of UNHCR. Senior managers at both global and country levels have the role of leading the institutional work on SGBV.<sup>14</sup>

UNHCR has designed an accountability framework<sup>15</sup> to support age, gender and diversity. By reinforcing the commitment and responsibilities of senior managers, the accountability framework establishes minimum standards of practice for creating conducive environments for equality.

UNHCR's *Action against SGBV* is multi-sectoral and, as such, provides training on SGBV, aimed at government counterparts, persons of concern as well as UNHCR and partner staff, builds capacity and expertise, and enhances the quality of programmes. Training raises awareness of the root causes of SGBV and better informs programmes.

Close monitoring of outcomes is a critical component of programming and serves to adjust strategies when necessary. UNHCR's *Action against SGBV* ensures programming and monitoring continuity by providing a multi-year framework. Capacity-building and knowledge management, which require longer term planning, are thereby better represented throughout the continuum of the plan.

#### To improve knowledge management, UNHCR operations need to:

- Ensure continuity by regularly consulting and referring to the SGBV strategy during planning exercises.
- Allocate sufficient resources to SGBV to better address the long term needs of survivors.
- Refer to the SGBV strategy in project proposals and emphasise activities addressing gender inequality.
- Identify new or emerging SGBV issues and develop appropriate responses.
- Monitor performance and include progress in the AGDM Accountability Framework.

<sup>13</sup> WHO. 2007. *Ethical and Safety Recommendations for Researching, Documenting and Monitoring Sexual Violence in Emergencies*. At: [http://www.who.int/gender/documents/OMS\\_Ethics&Safety10Aug07.pdf](http://www.who.int/gender/documents/OMS_Ethics&Safety10Aug07.pdf).

<sup>14</sup> UNHCR. 2011. *Age, Gender and Diversity Policy: Working with people and communities for equality and protection*.

<sup>15</sup> UNHCR. 2007. *Age, Gender and Diversity Mainstreaming (AGDM) Accountability Framework*. At: <http://www.unhcr.org/refworld/pdfid/47a707950.pdf>.

To improve staff expertise and capacity, UNHCR operations need to:

- Incorporate SGBV learning into existing training materials to ensure that all UNHCR staff understand how their roles and activities address gender inequality and discrimination.
- Bridge gaps in SGBV expertise by drawing on agreements and international rosters to complement existing capacity.
- Seek support from Regional Offices on technical matters to build capacity.
- Raise awareness among UNHCR staff and partners on prevention of sexual exploitation and abuse (SEA).<sup>16</sup>

### 3. Enhancing partnerships and coordination

Preventing and responding to SGBV requires a multi-sectoral approach in which different organisations working in the health, legal and protection (including safety and security and psychosocial) fields cooperate to ensure timely referral mechanisms and appropriate services, and coordinated preventive actions. Inter-agency mechanisms and task forces are therefore important for developing joint strategies and projects. UNHCR is an active member of the United Nations Action against Sexual Violence in Armed Conflict (UN Action) and the GBV Area of Responsibility (GBV AoR) under the Global Protection Cluster (GPC), which contribute to a global coordinated approach to address and combat SGBV. In addition, UNHCR participates in fora such as the Inter-Agency Standing Committee (IASC) and the Inter-Agency Network for Women and Gender Equality, which contribute to promote gender equality, a fundamental step to combating SGBV.<sup>17</sup>

#### SGBV INTERVENTION TOOLBOX

**SGBV Standard Operating Procedures (SOPs)** can strengthen coordination. The SOP process is as important as the outcome document and enhances ownership of and accountability for SGBV interventions.

Responsive and accountable coordination is necessary when dealing with the complexity of forced displacement. Strong SGBV coordination mechanisms improve service delivery. In particular, at country and field levels, the involvement of MFTs using an AGD approach in SGBV programming ensures that all persons of concern have access to the resources and expertise they need. MFTs consist of management, protection, programme, public information, and community services staff, as well as government, partner staff and persons of concern.

In line with its AGD approach, UNHCR promotes participatory assessments with persons of concern to discuss prevention of and response mechanisms to SGBV and involves all stakeholders in the development of SOPs.

To enhance partnerships, UNHCR operations need to:

- Assess and revise cooperation agreements with partners to improve SGBV advocacy and programming in displacement contexts, as appropriate.
- Adhere to the Principles of Partnership<sup>18</sup> and codes of conduct for country operations and their partners.
- Explore possibilities for expanding partnerships with governments, UN agencies, local and international NGOs, and communities of persons of concern, in order to assemble the expertise required to address SGBV using an MFT approach.
- Actively participate in UN Action to enhance the joint effort to combat SGBV.

<sup>16</sup> As highlighted in the Secretary-General's Bulletin on *Special measures for protection from sexual exploitation and sexual abuse* (ST/SGB/2003/13), PSEA specifically addresses the responsibilities of international humanitarian actors to prevent incidents of sexual exploitation and abuse committed by UN, NGO and inter-governmental (IGO) personnel against colleagues and beneficiaries of assistance and to take action as quickly as possible when incidents do occur.

<sup>17</sup> The GBV AoR was established under the Protection Cluster at global level to promote a coherent, comprehensive and coordinated approach to SGBV in emergencies. When established at field level, the GBV sub-cluster aims to facilitate rapid implementation of SGBV programming in humanitarian emergencies, including coordination with different stakeholders, training, raising awareness, strategic planning, and monitoring and evaluation. In countries where a humanitarian crisis triggers the establishment of the cluster system, UNHCR is responsible for leading the Protection Cluster in complex emergencies, while in natural disaster settings UNHCR's lead role is the result of consultation among other UN protection agencies (i.e. OHCHR and UNICEF) and the Humanitarian Coordinator. As the Protection Cluster lead, UNHCR is ultimately responsible for ensuring a comprehensive approach to protection, including through the effective functioning of a Gender-Based Violence sub-cluster and other sub-clusters.

UN Action is a network composed of 13 UN system entities and launched in March 2007. The network's goal is to end sexual violence occurring during and in the aftermath of armed conflict. UN Action embodies the UN system's response to Security Council Resolutions 1820 (June 2008), 1888 (September 2009) and 1960 (December 2010), which frame conflict-related sexual violence as a threat to international peace and security. When there is a breakdown in the UN's response to GBV at field level, members of the GBV coordination group can reach out to UN Action for assistance with advocacy to bridge the gap between humanitarian intervention and peacekeeping/security, or for catalytic funding to ignite appropriate UN action.

<sup>18</sup> Global Humanitarian Platform. 2007. *Principles of Partnership: A Statement of Commitment*. At: <http://www.icva.ch/doc00002628.doc>.

- Seek creative partnerships from a wider range of entities, with the aim of promoting social innovation in SGBV advocacy and programming.

To improve coordination, UNHCR operations need to:

- Use tools developed in partnership, such as the IASC GBV Guidelines,<sup>19</sup> and create new linkages with relevant partners on the ground to ensure that prevention, identification and response interventions are initiated rapidly, ethically and in a comprehensive manner.
- Ensure that SGBV is on the agenda of the UN Country Teams (UNCT) and that the office participates in coordination mechanisms relating to SGBV, as appropriate to the operational context.
- Ensure joint development, use and revision of SGBV SOPs with partners.
- Strengthen multi-sectoral coordination at country and field levels across health, legal, protection and psychosocial networks.

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<sup>19</sup> IASC. 2005. *Inter-Agency Standing Committee (IASC) Guidelines for Gender-Based Violence Interventions in Humanitarian Settings: Focusing on Prevention of and Response to Sexual Violence in Emergencies*. At: <http://www.unhcr.org/refworld/docid/439474c74.html>.



UNHCR / P. WIGGERS / MARCH 2009

### III. Six Action Areas for 2011-2016

Ensuring an age, gender and diversity approach is fundamental to promote comprehensive programming and to increase protection and safety. Comprehensive programming involves a multi-sectoral approach and a broad range of actions, which include prevention, identification and response. It must prioritise the safety of the population at risk of SGBV, guarantee confidentiality, and respect survivors and their right to an informed choice. Comprehensive programming helps mitigate the risk of SGBV by creating safe environments for persons of concern to UNHCR in different settings.

UNHCR recognises that particular challenges are present in urban situations. The insecure status of persons of concern in urban areas may result in specific forms of discrimination and protection risks, such as detention, *refoulement*, harassment, exploitation, inadequate and overcrowded shelter, and a heightened risk of SGBV. In countries where persons of concern have no official right to work, for example, women and children often work in unregulated employment where they are more vulnerable to exploitation and abuse, or engage in harmful coping strategies such as sex work. The complexity of urban settings, therefore, requires UNHCR operations to incorporate enhanced outreach programmes for survivors of SGBV.

Furthermore, UNHCR has identified six action areas to increase the quality of protection and improve services for particular at-risk populations. These areas emphasise the need to expand preventive activities in addition to SGBV responses in place. The following sections describe each of the six action areas and explain why they are the subject of focused attention and what difficulties persist in programming interventions. Recommendations for actions in each of the six areas are grouped into prevention, identification and response activities.

UNHCR operations should use this guidance when developing their own operation-specific SGBV strategies and completing the Strategy Matrix in Annex IV. Operations will select areas for action appropriate to the specific context in which they work. Strategies should not be limited to the six areas listed below: they should accurately reflect the needs of persons of concern in each operation and build on existing SGBV activities.

#### 1. Protecting children of concern against SGBV

Children are vulnerable to SGBV, in particular sexual exploitation, abuse or violence. Given their level of dependence and limited ability to protect themselves, children are at risk of being separated from their families and often require tailored interventions. Low levels of participation by children in decision-making processes may further exacerbate the risks they face.

Children may even be at risk of sexual exploitation, abuse or violence by persons who care for or have unhindered access to them. Children may also be at risk of forced or early marriage, female genital mutilation or other harmful traditional practices within their own communities.

Addressing sexual exploitation of children in all its forms is an integral part of UNHCR's protection work. While UNHCR's overall approach to SGBV applies to children, certain specific rights and principles must be considered when working with children. These include the right to life, survival and development; non-discrimination; the best interests of the child; and the participation of children in decisions that affect their lives.

#### Prevention: recommended actions

- Provide children with social and life skills training to raise awareness about their rights, to help them make better life choices and to protect themselves against exploitation.
- Promote the equal participation and retention of girls in schools, including at secondary level. Place special emphasis on the needs of girls who have dropped out of school. Consider support classes specifically for girls.
- Promote safe learning environments for children.<sup>20</sup> Promote the use of codes of conduct for teachers and peers, and the adoption of child friendly confidential complaint mechanisms and reporting systems to prevent and respond to SGBV. Raise awareness among teachers and parents about child rights.
- Raise awareness in the community about the rights of children, including the prevention of and responses to sexual violence and harmful traditional practices.
- Identify and support existing child protection mechanisms, in recognition of the critical role played by refugee/IDP communities in protecting their children.
- Support the work of country-level task forces established for monitoring, analysis and reporting, including in relation to sexual violence, in line with SCRs 1612 and 1960.
- Work with governments, NGOs and other UN agencies to map operational gaps and identify what needs to be in place to establish or improve child protection systems.<sup>21</sup>
- Mainstream Protection from Sexual Exploitation and Abuse (PSEA).<sup>22</sup>

#### SGBV INTERVENTION TOOLBOX

The best interests principle must be applied in a systematic manner to all interventions affecting children of concern. The **Best Interests Determination (BID)** procedures describe a formal process designed to determine the child's best interests for particularly important decisions, thus requiring stricter procedural safeguards. The **Best Interests Assessment (BIA)** is a less formal process, in essence a child protection assessment carried out when a BID is not required. Both BID and BIA are important child protection tools for responding to children at risk of, or exposed to sexual violence or exploitation.

#### Identification: recommended actions

- Work to identify groups of children of concern who are particularly exposed to sexual and gender-based violence.
- Ensure that children of concern have access to registration and documentation, including birth registration, to reduce the risk of SGBV caused by lack of access to basic services.
- Ensure that unaccompanied and separated children are provided individual documentation.

#### Response: recommended actions

- Analyse areas of risk, identify concerns and solutions relevant to children and ensure that children are included when planning, implementing or monitoring activities and programmes<sup>23</sup> in line with the AGDM Framework.
- Participate in or establish coordination mechanisms for child protection, and ensure linkages with other areas (for example, Protection and Education Clusters when operating in a cluster context).

<sup>20</sup> UNHCR. 2009. *UNHCR Education Strategy, 2010 -2012*. At: <http://www.unhcr.org/4af7e71d9.html>.

<sup>21</sup> The main responsibility for the protection of children of concern to UNHCR lies with governments. UNHCR's role is to assist governments where capacity or willingness is limited. UNHCR may assume responsibility at the request of governments and in cooperation with its partners.

<sup>22</sup> Secretary-General's Bulletin on Special measures for protection from sexual exploitation and sexual abuse (ST/SGB/2003/13) See also previous chapter.

<sup>23</sup> Article 12 of the Convention on the Rights of the Child stipulates that children should participate in key decisions affecting their lives. This principle should apply in all asylum proceedings, in best interests determination of the child, and in overall programme planning.

- Provide legal remedies, and legal counselling, in a child-friendly manner. Permission of a child's parents should not be required to file a complaint or prosecute an offence.
- Ensure support and assistance is provided to children who are in abusive situations or at immediate risk of sexual exploitation and abuse, where appropriate by offering shelter options.
- Work with service providers to ensure child-friendly procedures are in place and staff are trained to work with child survivors of SGBV.
- Ensure 'best interests determination' procedures are used effectively and efficiently.
- When and where appropriate, ensure that at-risk refugee children or child survivors have access to resettlement.

## 2. Addressing survival sex as a coping mechanism in situations of displacement

Men and women may experience displacement differently. Women may have fewer employment opportunities available to them, particularly if they are responsible for young children. Women and girls may be compelled to exchange sex for material goods or protection, or sell sex in order to survive. Survival sex is frequently a direct consequence of gaps in assistance, failures of registration systems or family separations.

Displacement can increase the pressure on women to engage in survival sex, and in turn increase HIV exposure. UNHCR has developed programmes that reduce the risk of contracting HIV through sex work.<sup>24</sup> Nonetheless, many challenges remain, as women engaged in survival sex are highly stigmatized both by the police and their communities, which leaves them exposed to exploitation and unable to seek legal redress. Because they are stigmatized, children of sex workers often have limited access to education or support services.

### Prevention: recommended actions

- Develop comprehensive livelihood support strategies based on assessments that identify different socio-economic capacities of women and men, and policies and institutional environments that enable, obstruct or prohibit access to work.
- Implement strategic interventions aiming to enhance self-reliance, including projects to strengthen women's livelihood skills, access to financial and other work-related services, and opportunities for safe and decent employment.
- Prevent delays in distribution of food and non-food items that may force persons of concern to engage in harmful practices like survival sex.
- Ensure the provision of sanitary materials for women and girls of reproductive age, and education for all primary school children, as part of 'non-negotiable standards of assistance'.
- Inform and train staff on matters relating to survival sex to ensure that all persons of concern to UNHCR are treated with respect and without discrimination.
- Ensure that at-risk refugee children or child survivors have access to resettlement.

### Identification: recommended actions

- Identify women and children who are at risk of forced sex work or sexual exploitation to address their protection and assistance needs.
- Supply appropriate tools to help identify correlations between certain health risks and sexual exploitation, abuse, and survival sex.

#### SGBV INTERVENTION TOOLBOX

The **Heightened Risk Identification Tool (HRIT)** can be used to assist in early identification of, and interventions for, persons of concern at risk, for example at risk of sexual and gender based violence or exploitation.

### Response: recommended actions

- Raise awareness among UNHCR staff, partners and displaced communities by providing information and training on all aspects of SGBV, including HIV risks, available services and alternative livelihood opportunities.
- Work with communities, governments, UNHCR and partner staff, and strengthen their capacity to build an environment free of violence and exploitation that responds effectively to SEA and permits women (and other persons of concern) to exit safely from sex work.
- Develop strategic interventions aiming to support livelihoods and facilitate reintegration and rehabilitation.

<sup>24</sup> UNHCR. 2009. *Public Health and HIV Annual Report 2009*. At: <http://www.unhcr.org/4bff765d9.html>.



### 3. Engaging men and boys

Engaging men and boys as partners in combating SGBV is being recognised as a necessary component of SGBV strategies pursued by humanitarian agencies. Despite progress in responding to survivors' needs, programmes have not sufficiently involved men in prevention activities.

Though not to the same extent as women and girls, men and boys can be exposed to SGBV. A mix of factors can exacerbate the incidence of SGBV, including stresses created by conflict and displacement, which often trigger changes in gender roles. Recognising that men and boys may also be victims/survivors of SGBV is therefore essential.

SGBV programmes actively engage men and boys to promote gender equality; prevent domestic violence, sexual violence and other forms of harmful traditional practices; and mitigate the impact of SGBV in reproductive health interventions.

Policies and programmes which focus on individual attitudinal change in the short term result in incremental societal change in the longer term. It is in this context that culturally appropriate prevention programmes can usefully highlight the positive social roles that men and boys play as partners, providers, caregivers, peacemakers and protectors alongside women and girls.

#### Prevention: recommended actions

- Explore partnerships with male community groups, youth and children's clubs, sports associations, schools, vocational institutions, microfinance clubs and other organisations.
- Involve male religious and traditional leaders in processes that bring different perspectives on gender roles to their community.
- Explore and expand the use of male and female outreach workers, trainers and leaders.

#### Identification: recommended actions

- Identify men and boys who are survivors of SGBV.
- Identify risk areas using protection monitoring mechanisms and data collection methods.

#### Response: recommended actions

- Take steps to ensure that work with men and boys is not isolated from, or at the expense of, women and girls. Ensure that programming is complementary, not competitive.
- Ensure access to services without discrimination for all survivors of SGBV.
- Involve religious and traditional leaders in combating SGBV and reducing the stigmatisation of SGBV survivors.

### 4. Providing safe environments and safe access to domestic energy and natural resources

Millions of displaced women and girls around the world are at risk of being raped, beaten or killed as they search for water, firewood and other essential staples they need for domestic purposes. Despite the risks, some women are compelled by their economic circumstances to gather and sell such commodities. Indeed, in many of UNHCR's operations, women report that assault when collecting firewood is the most significant protection or safety issue they face.

Given the scale of this problem, more programming and advocacy needs to be done to respond to fuel needs and create safe income-generating opportunities. UNHCR has undertaken to develop and coordinate a multi-sectoral fuel strategy in relevant operations to help determine the choice of fuel on the basis of several factors, including community needs and habits. If a fuel strategy does not meet the preferences identified by community members, they will seek out other options – including perhaps unsafe or unsustainable ones. A fuel strategy contributes to mitigating the risk of SGBV and promotes safe access to domestic energy and other natural resources.

Providing safe environments for communities of concern also relates to camp infrastructure. Additional problems arise if basic sanitation facilities are remote, unlit, or do not have locks. Poor location of clinics, schools and other services may also increase exposure to SGBV.

#### Prevention: recommended actions

- Strengthen capacity to address challenges and disseminate information on risks and liabilities linked to the provision of domestic energy and natural resources, using, *inter alia*, tools developed by the IASC SAFE Task Force.
- In association with partners, enable persons of concern to access domestic energy and natural resources safely.

#### SGBV INTERVENTION TOOLBOX

The IASC Task Force on Safe Access to Firewood & Alternative Energy (SAFE) Guidelines offer a set of practical tools, such as *Decision Tree Diagrams on Factors Affecting Choice of a Fuel Strategy in Humanitarian Settings*.

- Link alternative energy programmes with women's economic self-reliance programmes, if income-generating opportunities are available.
- Provide the Camp Coordination and Camp Management clusters with information that will enable them to ensure that site planning addresses the safety and security needs of displaced women and children.
- Utilise new technologies and innovations such as solar lanterns and street lights to reduce the risk of SGBV, by making streets safer and decreasing the amount of time women and children spend searching for household fuel.
- Provide safe shelters and latrines with locking doors to ensure that persons of concern feel secure and protected.

#### Identification: recommended actions

- Coordinate across units to identify the domestic energy needs of communities of concern and define possible interventions.
- Identify how other natural resources are being utilised and consider alternatives.

#### Response: recommended actions

- Provide infrastructural support which corresponds to the needs of communities of concern.

### 5. Protecting LGBTI persons of concern against SGBV

Lesbian, gay, bisexual, transgender and intersex (LGBTI) persons of concern can suffer a wide range of discrimination and violence because of their sexual orientation or gender identity. Displaced LGBTI persons may face continued or additional discrimination in the country in which they seek asylum or as internally displaced within their country of origin. Persecution may be legally condoned (some countries continue to criminalise same sex relationships) and in many cases LGBTI persons are ostracised by communities and rejected by their families.

Homophobia poses serious protection problems for LGBTI persons of concern. Many live in constant fear of being 'discovered' and abused. In addition, because LGBTI persons are often marginalised by their own families and communities, they may not have access to the support networks available to other displaced persons and refugees. Discrimination can limit their access to protection services, since many LGBTI survivors of SGBV are reluctant to report incidents to the authorities for fear of further victimisation. Frequently, violence against LGBTI people is 'sexualized': they are punished through forms of sexual violence for being LGBTI, or their assailants seek to 'cure' them of their sexual orientation or gender identity (i.e. so-called 'corrective rape').

UNHCR continues to strengthen the protection available to LGBTI persons of concern. Its efforts focus on collaborating with LGBTI organisations and NGOs and developing LGBTI-related legal and operational guidance.

#### Prevention: recommended actions

- Include LGBTI persons of concern in all programmes, including outreach activities.
- Inform and train staff on matters relating to sexual orientation and gender identity to ensure that all persons of concern to UNHCR are treated with respect, without discrimination and in accordance with their right to confidentiality.

#### Identification: recommended actions

- Ensure application of the *UNHCR Guidance Note on Refugee Claims Relating to Sexual Orientation and Gender Identity*.<sup>25</sup>

#### Response: recommended actions

- Raise awareness among legal, psychosocial and health service providers about the prevalence of sexual violence against LGBTI persons and their obligation to act inclusively and without discrimination, thereby preserving dignity and confidentiality in their dealings with LGBTI sexual-abuse survivors.

#### SGBV INTERVENTION TOOLBOX

**Participatory Assessments** use structured dialogue to understand protection risks for persons of concern of varying ages and backgrounds. They can be utilised to:

- Include men and boys in the design of behaviour-changing interventions that are relevant and also compatible with social and cultural norms.
- Assess and ensure the long term viability and sustainability of fuel strategies.
- Emphasise the diversity component of AGDM with LGBTI groups and other persons of concern and enable them to understand the risks they face, including the dangers associated with SGBV and survival sex.

<sup>25</sup> UNHCR. 2008. *UNHCR Guidance Note on Refugee Claims Relating to Sexual Orientation and Gender Identity*. At: <http://www.unhcr.org/refworld/docid/48abd5660.html>.

- Refine procedures for refugee status determination on grounds of sexual orientation. Develop training materials to support implementation of the *UNHCR Guidance Note on LGBTI Claims*, and the *UNHCR Guidance Note on Working with LGBTI Persons in Forced Displacement*.
- Train resettlement staff and partners on the specific needs of LGBTI persons.

## 6. *Protecting persons of concern with disabilities against SGBV*

Persons with disabilities are currently among the most hidden and socially excluded of displaced people. When traditional support systems such as extended families or other caregivers are lost in the course of forced displacement, persons with disabilities may be at particular risk of abuse and exploitation, including SGBV. They are sometimes overlooked or not identified in registration or data collection exercises and may be excluded from, or unable to access, services. Since they may be housebound, and may be abused by those who care for them, persons with disabilities can find it particularly difficult to obtain assistance.

A person with a disability is at higher risk of experiencing SGBV. Age and/or disability may prevent persons of concern from fleeing a violent situation due to dependence on others. Persons with disabilities may also experience a lack of privacy, in latrines and bathing areas, for example, and a lack of access to information on SGBV and basic services for survivors. Older persons and persons with disabilities may face similar risk factors.

### Prevention: recommended actions

- Promote implementation of the Convention on the Rights of Persons with Disabilities (CRPD) with governments and partners, including by reviewing any SGBV-related legal and administrative frameworks, services and activities.
- Raise awareness among UNHCR staff, partners, governments and displaced communities, about the particular SGBV risks that persons with disabilities may face.
- Ensure the inclusion and participation of persons of concern with disabilities in the development of customized programmes designed to protect them from SGBV and respond to SGBV where it occurs.
- Design community infrastructure to help reduce and prevent SGBV against persons with disabilities, especially women and children.
- Ensure that mentally impaired persons of concern have appropriate care-giving arrangements.
- Build the capacity of persons of concern with disabilities to make free and informed decisions about their lives and ensure their meaningful participation in community life.
- Partner with specialised organisations, including local disabilities organisations where they exist, to improve the quality of programmes to prevent and respond to SGBV.
- Increase awareness of the specific physical, social and economic risks faced by persons with disabilities that may lead to SGBV.

### Identification: recommended actions

- Make a special effort to identify disabled survivors and provide them with information about SGBV and services that exist to prevent and respond to it.

### Response: recommended actions

- Ensure that information and services that are available to survivors of SGBV, including health and transportation services, and interpreters for the hearing impaired, are accessible to persons with disabilities and their families.
- Make necessary adaptations to ensure that persons with disabilities have physical access to community meetings and complaint mechanisms, and are included in community consultations.



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## Annexes

ANNEX I	International Legal Framework relating to SGBV
ANNEX II	Summary of Executive Committee Conclusions relating to SGBV
ANNEX III	International Policy Framework and Guidance relating to SGBV and Gender Equality
ANNEX IV	Strategy Matrix
ANNEX V	UNHCR Manager's Quick Guide – 10 minimum steps to prevent and respond to SGBV
ANNEX VI	SGBV Intervention Toolbox

# Annex I

## International Legal Framework relating to SGBV

The International SGBV legal framework includes several United Nations Security Council Resolutions (SCRs):

- **SCR 1325** (2000) was the first SCR to link women to the peace and security agenda. It calls on all parties to armed conflict to take special measures to protect women and girls from violence, and highlights States' responsibility to end impunity for crimes against humanity and war crimes, including sexual and other forms of SGBV.
- **SCR 1612** (2005) puts the protection of children living in armed conflict at the centre of the Security Council agenda and establishes a monitoring and reporting mechanism (MRM) to identify armed groups that commit one or more grave violations of the rights of children, including killing and maiming, abduction, and sexual violence.
- **SCR 1674** (2006) reiterates the need to protect civilians in armed conflict.
- **SCR 1820** (2008) recognises that sexual violence is a security issue and links prevention of sexual violence with reconciliation and durable peace.
- **SCR 1882** (2009) follows up on SCR 1612 and expands the scope of the MRM in relation to grave violations against children in armed conflict. It also calls for specific Action Plans with armed groups who commit such acts of violence.
- **SCR 1888** (2009) reinforces SCR 1820 and strengthens the fight against impunity by building judicial expertise to respond to sexual violence in conflict.
- **SCR 1889** (2009) strengthens SCR 1325 by requesting the development of indicators to monitor its implementation to date and women's participation in post-conflict peace-building and planning. SCR 1889 also requests the use of gender markers to track funding for women's basic services and the placement of gender advisers and women protection advisers.
- **SCR 1894** (2009) reaffirms the aforementioned SCRs and condemns the deliberate targeting of civilians during conflict as an international human rights law violation and threat to international peace and security.
- **SCR 1960** (2010) further implements SCRs 1820 and 1888 by establishing monitoring, analysis and reporting arrangements for the naming of perpetrators of sexual violence in conflict in the Secretary-General's annual report.

Specific international instruments and other documents relevant to the protection of persons of concern from SGBV include:

- Universal Declaration of Human Rights (UDHR, 1948).
- Geneva Conventions Relating to the Protection of Civilians in Time of War (1949) and Additional Protocols (1977).
- Convention Relating to the Status of Refugees (1951) and its Protocol (1967).
- International Covenant on Civil and Political Rights (ICCPR, 1966).
- International Covenant on Economic, Social and Cultural Rights (ICESCR, 1966).
- Convention on the Elimination of All Forms of Racial Discrimination (CERD, 1969).
- Declaration on the Protection of Women and Children in Emergency and Armed Conflict (1974).
- Convention on the Elimination of All Forms of Discrimination against Women (CEDAW, 1979) and its Optional Protocol (1998).
- Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (CAT, 1984).
- Convention on the Rights of the Child (CRC, 1989).
- Beijing Declaration and Platform for Action (1995).
- Rome Statute of the International Criminal Court (1998).
- Secretary-General's Bulletin on the Application of International Humanitarian Law in UN Peace Operations (1999).
- Convention against Transnational Organised Crime (2000) and its Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children (2000).
- Convention on the Rights of Persons with Disabilities and its Optional Protocol (CRPD, 2008).

# Annex II

## Summary of Executive Committee Conclusions relating to SGBV

Several conclusions of UNHCR's Executive Committee address SGBV:

- [Executive Committee Conclusion No. 98 \(LIV\), 2003, on Protection from Sexual Abuse and Exploitation.](#)  
Conclusion 98 calls on UNHCR, among others, to continue to implement fully all relevant policies and codes of conduct, including the SGBV guidelines and UNHCR's guidelines on gender-related persecution, as well as relevant recommendations from the evaluations of UNHCR's activities in support of refugee women, refugee children and community services.
- [Executive Committee Conclusion No. 99 \(LV\), 2004, on International Protection.](#)  
Conclusion 99 reaffirms the importance of gender-sensitive planning and analysis in UNHCR programmes and the value of holding structured dialogues with refugee women in order to better address their protection needs, safeguard their rights, and deepen their empowerment. It acknowledges the importance of working with refugee men as well as refugee women.
- [Executive Committee Conclusion No. 105 \(LVII\), 2006, on Women and Girls at Risk.](#)  
Conclusion 105 aims to improve protection of women and girls, by more effectively identifying women and girls who are at risk, and strengthening interventions that prevent and respond to abuse and exploitation.
- [Executive Committee Conclusion No. 107 \(LVIII\), 2007, on Children at Risk.](#)  
Conclusion 107 recommends that UNHCR should conduct Best Interests Determinations of the child, in the context of child protection systems. It encourages the promotion of safe learning environments; the adoption of a zero tolerance approach to child exploitation and abuse in codes of conduct for humanitarian workers; and the application of effective measures to prevent and eliminate traditional practices that are harmful to children.

## Annex III

### International Policy Framework and Guidance relating to SGBV and Gender Equality

1. UNHCR. 2011. *Age, Gender and Diversity Policy: Working with people and communities for equality and protection*.
2. UNHCR. 2011. *Working with Persons with Disabilities in Forced Displacement*. (Guidance note.)
3. UNHCR. 2011. *Working with LGBTI Persons in Forced Displacement*. (Guidance note.)
4. UNHCR. 2009. *Education Strategy, 2010 -2012, "Education for All Persons of Concern to UNHCR"*. At: <http://www.unhcr.org/4af7e71d9.html>.
5. UNHCR. 2009. *UNHCR Policy on Refugee Protection and Solutions in Urban Areas*. At: <http://www.unhcr.org/4ab356ab6.html>.
6. UNHCR. 2009. *Guidance Note on Refugee Claims Relating to Female Genital Mutilation*. At: <http://www.unhcr.org/refworld/pdfid/4a0c28492.pdf>.
7. UNHCR. 2008. *Handbook for the Protection of Women and Girls*. At: <http://www.unhcr.org/47cfae612.html>.
8. UNHCR. 2008. *Guidelines on Determining the Best Interests of the Child*. At: <http://www.unhcr.org/4566b16b2.pdf>.
9. UNHCR. 2008. *UNHCR Guidance Note on Refugee Claims Relating to Sexual Orientation and Gender Identity*. At: <http://www.unhcr.org/refworld/docid/48abd5660.html>.
10. UNHCR. 2008. *A Community-based Approach in UNHCR Operations*. At: <http://www.unhcr.org/refworld/pdfid/47da54722.pdf>.
11. WHO. 2008. *Eliminating Female Genital Mutilation: An interagency statement*. At: <http://www.unhcr.org/refworld/docid/47c6aa6e2.html>.
12. UNHCR. 2007. *UNHCR Accountability Framework for Age, Gender and Diversity Mainstreaming*. At: <http://www.unhcr.org/refworld/docid/47a707950.html>.
13. UNHCR. 2006. *Standard Operating Procedures for Prevention of and Response to Gender-Based Violence*. UNHCR/IOM/62/2006, FOM/62/2006, 28 July 2006.
14. IASC. 2005. *Guidelines for Gender-Based Violence Interventions in Humanitarian Settings: Focusing on Prevention of and Response to Sexual Violence in Emergencies*. At: <http://www.unhcr.org/refworld/docid/439474c74.html>.
15. UNHCR. 2004. *Agenda for Protection*. At: <http://www.unhcr.org/refworld/docid/4714a1bf2.html>.
16. UN Secretary-General. 2003. *Secretary-General's Bulletin: Special Measures for Protection from Sexual Exploitation and Sexual Abuse*. At: <http://www.unhcr.org/refworld/docid/451bb6764.html>.
17. UNHCR. 2003. *Sexual and Gender-Based Violence against Refugees, Returnees and Internally Displaced Persons: Guidelines for Prevention and Response*. At: <http://www.unhcr.org/47cfae612.html>.
18. UNHCR. 2002. *Guidelines on International Protection: Gender-Related Persecution within the context of Article 1 A (2) of the 1951 Convention and/or its 1967 Protocol relating to the status of Refugees*. At: <http://www.unhcr.org/refworld/docid/3d36f1c64.html>.
19. UNHCR. 2001. *UNHCR's Commitments to Refugee Women*. At: <http://www.unhcr.org/refworld/docid/479f3b2a2.html>.
20. UNHCR. 2001. *UNHCR Guidelines on the Sharing of Information on Individual Cases*. UNHCR/IOM/71/2001, FOM/68/2001, 24 August 2001.
21. UNHCR. 1997. *UNHCR Policy on Harmful Traditional Practices*. UNHCR/IOM/83/1997, FOM/90/1997, 19 December 1997.
22. UNHCR. 1995. *Policy on Adoption of Refugee Children*. At: <http://www.unhcr.org/3bd035d14.html>.
23. UNHCR. 1994. *Refugee Children: UNHCR Guidelines on Protection and Care*. At: <http://www.unhcr.org/refworld/pdfid/3ae6b3470.pdf>.
24. UNHCR. 1993. *Policy on Refugee Children*. At: <http://www.unhcr.org/refworld/docid/3f9e6a534.html>.
25. UNHCR. 1991. *Guidelines on the Protection of Refugee Women*. At: <http://www.unhcr.org/3d4f915e4.html>.
26. UNHCR. 1990. *UNHCR Policy on Refugee Women*. At: <http://www.unhcr.org/refworld/docid/3bf1338f4.html>.

# Annex IV

## Strategy Matrix

		2010	2011	2012	2013	2014	2015	2016
		2010 Estimated Budget	2011 Estimated Budget	2012 Estimated Budget	2013 Estimated Budget	2014 Estimated Budget	2015 Estimated Budget	2016 Estimated Budget
		Main Strategic Interventions						
Type of Intervention	No	2010	2011	2012	2013	2014	2015	2016
SGBV-related Prevention	1							
	2							
	3							
SGBV-related Identification	1							
	2							
	3							
SGBV-related Response	1							
	2							
	3							
Children	1							
	2							
Survival sex	1							
	2							
Engaging men and boys	1							
	2							
Safe Access to Natural Resources	1							
	2							
LGBTI	1							
	2							
Persons with Disabilities	1							
	2							
		2010 Baseline	2011 Target	2012 Target	2013 Target	2014 Target	2015 Target	2016 Target
Indicators	# of reported incidents of SGBV per year							
	Extent of community's effort to address SGBV							
	Extent SGBV response mechanism against perpetrator effective							
	Extent that SGBV survivors receive support							
Optional Indicator								



# Annex V

## UNHCR's Manager's Quick Guide

### 10 minimum steps to prevent and respond to SGBV

This Quick Guide provides managers of UNHCR country and field offices with 10 minimum steps required to establish an SGBV prevention and response programme in all operational settings.

The UNHCR manager is responsible for ensuring that the following activities are undertaken by his/her office:

1. Convening and/or co-ordinating a working group, with members of the multi-functional team, government partners and ensuring a multi-sectoral and interagency partnership approach, to regularly discuss SGBV prevention and response to SGBV among persons of concern to UNHCR;
2. Conducting a regular situational analysis using participatory assessments and evaluation of SGBV activities, and ensuring that outcomes are incorporated into an action plan which is supported through the UNHCR Country Operation Plan;
3. Establishing, through the working group, SGBV Standard Operating Procedures (SOPs) and a plan of action for implementation in all operational settings in accordance with Executive Committee Conclusion No. 98 (LIV) (2003) and relevant international legal standards;
4. Ensuring that women, men, girls and boys of concern participate in the planning of activities to prevent and respond to SGBV in all sectors, as well as the monitoring and evaluation of their effectiveness;
5. Establishing responses and solutions which respect confidentiality, as well as the wishes and rights of victim/survivors including the best interest of the child;
6. Ensuring that all persons of concern are properly informed of the referral mechanisms established and to whom/where they can turn if they need protection assistance and/or information in relation to SGBV;
7. Assessing with the working group, the capacity of each actor to deliver services for prevention and response to SGBV in Health, Legal/Justice, Psycho-social, and Safety/Security, as well as education and livelihoods and advocating for the allocation of resources where gaps are identified;
8. Providing adequate and regular training and raising awareness on SGBV prevention and response for staff members and partners, including on UNHCR's Code of Conduct and the Secretary General's Bulletin on Sexual Exploitation and Abuse (2003), as well as law enforcement agents, local authorities, teachers and people of concern on prevention and response to SGBV, using a community based approach;
9. Establishing a secure, confidential office system for receiving reports, recording, filing, and providing monthly statistics to show and analyse trends and report accordingly in the Standards and Indicators annual report and the Annual Protection Report;
10. Advocating for adherence to international standards to uphold women's rights and gender equality in the implementation of all activities, as well as building capacity in these areas with senior UNHCR staff, government authorities, protection working groups, NGOs and community organisations, including local groups.

# Annex VI

## SGBV Intervention Toolbox

The following is a non-exhaustive list of thematic tools that may be utilised to enhance and inform SGBV interventions:

1. UNHCR, UNFPA, UNICEF and IRC. 2010. *Gender-Based Violence Information Management System (GBVIMS)*. At: <http://gbvims.org/>.
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