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REFUGEE WOMEN AND GIRLS IN THE COMPREHENSIVE REFUGEE RESPONSE FRAMEWORK

Recommendations from the University of New South Wales Forced Migration Network, (Australia) and the Australian National Committee on Refugee Women, for amendments to Annex I: Comprehensive Refugee Response Framework (CRRF), from the New York Declaration for Refugees and Migrants, UNGA September 19 2016, with suggested models of implementation.



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PART 1 AN ANNOTATED VERSION OF THE COMPREHENSIVE REFUGEE RESPONSE FRAMEWORK

This section contains amendments and recommendations specifically to address the protection needs of refugee women and girls. They are based on significant research conducted by the UNSW Centre for Refugee Research over the past decade in 18 refugee camps and urban sites, multiple community consultations run by the Australian National Committee on Refugee Women in 2016 and 2017 with refugees resettled in Australia. They include the outcomes of a workshop at “The Refugee Alternatives” conference convened by the Refugee Council of Australia and the UNSW Forced Migration Network in Sydney, February 2017.

We applaud the inclusion of, and direct reference to gender issues, in particular, sexual and gender based violence in both the New York Declaration and the Draft Comprehensive Refugee Response Framework. However, experience in the field, and empirical research has shown that this is often acknowledged in the rhetoric rather than in the reality. The way in which the term gender is used sometimes obscures the specific needs of women and girls. Mainstreaming often leads to invisibility. Despite the best intentions of policy makers and those who deliver services on the ground, the needs of women and girls are often sidelined, or ignored. There are seldom sufficient resources for these to be addressed effectively. This was highlighted at the High Commissioners Dialogues, in celebration of the 60th anniversary of the Refugee Convention, Geneva, 2011. (See Survivors, Protectors, Providers” Refugee Women Speak Out, UNHCR, 2011.) Sadly, little has changed for women since then and the increased movement of refugees, and the scarcity of resources has made their plight even more acute.

The focus on women and girls is not meant to diminish the plight of men and boys, and minority groups, such as those with disability, children and youth, the aged, and the LGBTI population. The fact that so many refugee girls are raped and sexually abused, and that people with a disability, and the LGBTI community are also targeted for this form of abuse illustrates the cross-over of these issues. Importantly, the rape and abuse of women, girls and boys not only affects them personally, but has very negative ramifications for their families and their communities. Many women and girl are forced to undertake survival sex, and many bear children of rape. Girls die because they are too young to carry the children that are conceived. These horrors have to be acknowledged and addressed as part of an effective refugee response framework.

Each suggested amendment is fully referenced to a wide range of United Nations High Commissioner for Refugees and other relevant United Nations documents, see **Appendix 1**.

A rationale is provided for each proposed amendment, with evidence to support these in **Appendix 2**.

PART 2 PATHWAYS TO IMPLEMENTATION – ACTIONS TO OPERATIONALISE THE PROMISE OF THE COMPREHENSIVE REFUGEE RESPONSE FRAMEWORK

Recommendations for actions and models of best practice related to each suggested amendment are contained in Part 2 of this document.

Evidence to support these recommendations is contained in Appendices 1 and 2.

Details of suggested programs are included in Appendix 3.

A uniform referencing system for suggested amendments, rationale and responses has been used in each section GC1 – GC24.

PART 1 - Annotated Annex I: Comprehensive refugee response framework (CRRF), from the New York Declaration for Refugees and Migrants, UNGA September 19 2016

Suggested amendments to the language in Red.

All suggested amendments are referenced to and supported by UNHCR and other relevant UN documents, see Bibliography, and Appendix 1 for full text of references.

Rationale for amendments in Blue.

See Appendix 2 for evidence and references to support the Rationale.

Annexe 1

1. The scale and nature of refugee displacement today requires us to act in a comprehensive and predictable manner in large-scale refugee movements. Through a comprehensive refugee response based on the principles of international cooperation and on burden- and responsibility sharing, we are better able to protect and assist refugees and to support the host States and communities involved.

2. The comprehensive refugee response framework will be developed and initiated by the Office of the United Nations High Commissioner for Refugees, in close coordination with relevant States, including host countries, and involving other relevant United Nations entities, for each situation involving large movements of refugees. A comprehensive refugee response should involve a multi-stakeholder approach, including national and local authorities, international organizations, international financial institutions, regional organizations, regional coordination and partnership mechanisms, civil society partners, including faith-based organizations and academia, the private sector, media and the refugees themselves.

3. While each large movement of refugees will differ in nature, the elements noted below provide a framework for a comprehensive and people-centred refugee response, which is in accordance with international law and best international practice and adapted to the specific context.

4. We envisage a comprehensive refugee response framework for each situation involving large movements of refugees, including in protracted situations, as an integral and distinct part of an overall humanitarian response, where it exists, and which would normally contain the elements set out below.

Reception and admission

5. At the outset of a large movement of refugees, receiving States, bearing in mind their national capacities and international legal obligations, in cooperation, as appropriate, with the Office of the United Nations High Commissioner for Refugees, international organizations and other partners and with the support of other States as requested, in conformity with international obligations, would:

(a) Ensure, to the extent possible, that measures are in place to identify persons in need of international protection as refugees, provide for adequate, safe and dignified reception conditions, with a particular emphasis on persons with specific needs, victims of human trafficking, child protection, family unity, and prevention of and response to sexual and gender-based violence, **including women and girls who have been forced to engage in survival sex, and/or who have children born from rape (GC1)** and support the critical contribution of receiving communities and societies in this regard;

GC1 Rationale

Women and girls who have been forced to engage in survival sex, and/or who have children born from rape are often stigmatised and marginalised by officials, some faith-based NGO's, peace-keepers and even members of their own communities. Additionally, they suffer from shame, trauma and low self-esteem. These factors can exclude them from accessing safe and dignified reception conditions and place them in even greater harm.

(b) Take account of the rights, specific needs, contributions and voices of women and girl refugees, **in particular in response to sexual and gender based violence, in accordance with international standards, including avenue to report sexual abuse regardless of their status in countries of asylum, persecution of perpetrators and access to a just asylum process based on their experiences; (GC2)**

GC2 Rationale

Women often report that they are actively and consistently excluded from decision-making processes, training and service provision at a local level, in particular with regard to the provision of support, counselling and assistance to their community members who have experienced sexual abuse and rape. This lack of access to available skills, expertise and resources is detrimental to the women survivors and also to the women who wish to take an active role in the assistance of their communities.

(c) Assess and meet the essential needs of refugees, including by providing access to adequate safe drinking water, sanitation, **adequate sanitary materials for women and girls (GC3)**, food, nutrition, shelter, psychosocial support and health care, including sexual and reproductive health, **child care when not available from family and community, access to education for women and girls** and providing assistance to host countries and communities in this regard, as required;

GC3 Rationale

Lack of sanitary materials undermines the protection mandate of UNHCR towards females because it prevents their full participation in education and employment as well as community based activities that are organised to help empower them. Due to resource shortfalls and sometimes because of oversight by male service providers, and shame on the part of women and girls, only a small percentage of refugee women and girls receive adequate sanitary materials. This is under-reported, seldom acknowledged and yet has very significant impacts on the health of women and girls, and their ability to fulfil all other needs, and to achieve a level of security. Childcare is often assumed to be a family or community responsibility, but in refugee situations, this is often not possible.

(d) Register individually and document those seeking protection as refugees, including in the first country where they seek asylum, as quickly as possible upon their arrival. **In particular, women and girls to be registered in own right, independent of their husband's, or other male family members registration. Special attention to be paid to identifying orphan children, children and adults with a disability, elderly women and LGBTI people (GC4)**. To achieve this, assistance may be needed, in areas such as biometric technology and other technical and financial support, to be coordinated by the Office of the United Nations High Commissioner for Refugees with relevant actors and partners, where necessary;

GC4 Rationale

Women and girls require documentation that gives them legal status in their own right. Including women as part of their husbands/fathers registration, instead of as individuals can often tie women into abusive situations, or limit the protection afforded to her and her children because of the political affiliation/activities of her male relative.

(e) Use **the UNHCR Heightened Risk Identification Tool as a mandatory part of (GC5)** the assessment process registration process to identify specific assistance needs and protection arrangements, where possible, including but not exclusively for refugees with special protection concerns, such as women at risk, children, especially unaccompanied children and children separated from their families, child-headed and single-parent households, victims of trafficking, victims of trauma and survivors of sexual violence, LGBTI as well as refugees with disabilities and older persons;

GC5 Rationale

The Heightened Risk Identification Tool, developed by UNHCR in collaboration with NGO partners is a proven and effective tool to assist in assessing the level of vulnerability and unique

needs of refugees. Its use should be a standard procedure in the assessment process, and training should be provided to all UNHCR and other front line staff to overcome both cultural and unconscious bias about issues such as sexuality and abuse.

(f) Work to ensure the immediate birth registration for all refugee children born on their territory and provide adequate assistance at the earliest opportunity with obtaining other necessary documents, as appropriate, relating to civil status, such as marriage, divorce and death certificates;

(g) Put in place measures, with appropriate legal safeguards, which uphold refugees' human rights, with a view to ensuring the security of refugees, **including access to justice for sexual violence prosecution, and an end to impunity for perpetrators (GC6)**, as well as measures to respond to host countries' legitimate security concerns;

GC6 Rationale

Refugee women and girls in camps and refugee sites across the world report that they have little access to gender sensitive, fair, accessible and affordable legal processes. Confidentiality is often not respected, and perpetrators act with the knowledge that there is little redress, and at times those from whom women seek assistance subject them to further abuse. Officials often lack information and both gender and cultural sensitivity to enable them to respond appropriately.

(h) Take measures to maintain the civilian and humanitarian nature of refugee camps and settlements **including protection for women who work as human rights defenders; (GC7)**

GC7 Rationale

In many sites, women human rights defenders are targeted for violence and persecution by perpetrators, rival factions and corrupt officials in camps and refugee situations, and at times by males from their own communities. This poses a major barrier for the present and future well-being of both human rights defenders and the women and children who they are working to defend.

(i) Take steps to ensure the credibility, **and integrity** of asylum systems, **including the recognition of rape and sexual violence as grounds for persecution, (GC8)** including through collaboration among the countries of origin, transit and destination and to facilitate the return and readmission of those who do not qualify for refugee status;

GC8 Rationale

Rape and sexual violence in conflict and post conflict situations is recognised as a crime against humanity and a war crime, and yet it is still not recognised as grounds for persecution in many countries. This leaves women who have endured sexual violence as part of their conflict/refugee experience both vulnerable and without international protection. Married women are usually dependent on the asylum claims of their husband, and not able to have their own experience of persecution taken into account when making a claim for refugee status. There are many reports of assessors dismissing claims made by women on the grounds of rape and sexual violence because they are not grounds for persecution, or silencing them on the grounds that is a "shameful event". Standardised criteria and training for applying these are needed to right this problem.

Support for immediate and ongoing needs

6. States, in cooperation with multilateral donors and private sector partners, as appropriate, would, in coordination with receiving States:

(a) Mobilize adequate financial and other resources to cover the humanitarian needs identified within the comprehensive refugee response framework **ensuring that an adequate response to sexual and gender based violence and specific needs groups receives high priority; (GC9)**

GC9 Rationale

It is critically important to the physical and psychological well being of the refugee population, both male and female, to have a timely and effective response to gender and sexual violence. This must be recognised as a key humanitarian need. Research shows that single women with children, unaccompanied youth, people with a disability and other special needs groups are often targeted for sexual abuse. This is often neglected or placed low on the list of priorities when planning a response, and can have negatively impact on the coping mechanism of entire communities.

(b) Provide resources in a prompt, predictable, consistent and flexible manner, including through wider partnerships involving State, civil society, faith-based and private sector partners;

(c) Take measures to extend the finance lending schemes that exist for developing countries to middle-income countries hosting large numbers of refugees, bearing in mind the economic and social costs to those countries;

(d) Consider establishing development funding mechanisms for such countries;

(e) Provide assistance to host countries to protect the environment and strengthen infrastructure affected by large movements of refugees;

(f) Increase support for cash-based delivery mechanisms and other innovative means for the efficient provision of humanitarian assistance, where appropriate, while increasing accountability to ensure that humanitarian assistance reaches its beneficiaries and **ensuring that women receive assistance for themselves and their children directly, not via/through their husbands or male relatives; (GC10)**

GC10 Rationale

International studies, both in refugee situations and development aid have demonstrated that if women receive direct aid for themselves and their children, over 95% of the cash or resources are used for their families. Conversely, when men receive assistance for the family, on average about 65% goes to the woman and her children. Payment of cash, and other food and non-food items to the females in the family is therefore a major protection measure.

7. Host States, in cooperation with the Office of the United Nations High Commissioner for Refugees and other United Nations entities, financial institutions and other relevant partners, would, as appropriate:

(a) Provide prompt, safe and unhindered access to humanitarian assistance for refugees in accordance with existing humanitarian principles;

(b) Deliver assistance, to the extent possible, through appropriate national and local service providers, such as public authorities for health, education, social services and child protection;

(c) Encourage and empower refugees, **building on their strengths, including mobilizing women as equal partners (GC11)** at the outset of an emergency phase, to establish supportive systems and networks that involve refugees and host communities and are age- and gender-sensitive, with a particular emphasis on the protection and empowerment of women and children and other persons with specific needs;

GC11 Rationale

Refugee women bring a wealth of skills, experience and knowledge to the refugee situation. Some are formally qualified; others are pre-literate but are strong community

leaders. Despite these attributes, they are often excluded in the planning and service delivery in emergency situations, despite the fact that they are without doubt the best placed to respond to the needs of women children and others with special needs. By ignoring the social capital which these women could contribute, the protection response often loses a major resource.

(d) Support local civil society partners that contribute to humanitarian responses, in recognition of their complementary contribution;

(e) Ensure close cooperation and encourage joint planning, as appropriate, between humanitarian and development actors and other relevant actors.

Support for host countries and communities

8. States, the Office of the United Nations High Commissioner for Refugees and relevant partners would:

(a) Implement a joint, impartial and rapid risk and/or impact assessment, **including gender-sensitive staff and partnering with women (GC12)** in anticipation or after the onset of a large refugee movement, in order to identify and prioritize the assistance required for refugees, national and local authorities, and communities affected by a refugee presence;

GC12 Rationale

As in GC11, refugee women must be included in rapid risk and impact assessments to ensure that the specific and situational needs of women, children and special needs groups are adequately acknowledged and responded to.

(b) Incorporate, where appropriate, the comprehensive refugee response framework in national development planning, in order to strengthen the delivery of essential services and infrastructure for the benefit of host communities and refugees;

(c) Work to provide adequate resources, without prejudice to official development assistance, for national and local government authorities and other service providers in view of the increased needs and pressures on social services. Programmes should benefit refugees and the host country and communities.

Durable solutions

9. We recognize that millions of refugees around the world at present have no access to timely and durable solutions, the securing of which is one of the principal goals of international protection. The success of the search for solutions depends in large measure on resolute and sustained international cooperation and support.

10. We believe that actions should be taken in pursuit of the following durable solutions: voluntary repatriation, local solutions and resettlement and complementary pathways for admission. These actions should include the elements set out below.

11. We reaffirm the primary goal of bringing about conditions that would help refugees return in safety and dignity to their countries and emphasize the need to tackle the root causes of violence and armed conflict and to achieve necessary political solutions and the peaceful settlement of disputes, as well as to assist in reconstruction efforts. In this context, States of origin/nationality would:

(a) Acknowledge that everyone has the right to leave any country, including his or her own, and to return to his or her country;

(b) Respect this right and also respect the obligation to receive back their nationals, which should occur in a safe, dignified and humane manner and with full respect for human rights in accordance with obligations under international law;

- (c) Provide necessary identification and travel documents **for women and men independently;** (GC13)

GC13 Rationale

As per GC4, women and girls require documentation that gives them legal status in their own right. Including women as part of their husbands/fathers registration, instead of as individuals can often tie women into abusive situations, or limit the protection afforded to her and her children because of the political affiliation/activities of her male relative.

- (d) Facilitate the socioeconomic reintegration of returnees, **with a particular focus on women and special needs groups;** (GC14)

GC14 Rationale

Women and girls known to have been raped, have children from rape or who were forced into survival sex are particularly vulnerable on return, and may need targeted assistance to ensure that they have access to socio-economic support, and are not forced to re-engage in survival sex, or unwanted marriages to in order to feed themselves and their children.

- (e) Consider measures to enable the restitution of property. **with a particular focus on women and special needs groups;** (GC15)

GC15 Rationale

Women who have lost their husbands and/or fathers may need specific assistance to reclaim their family property, as they lack the resources to make legal claims, and are often intimidated by males from the communities who wish to claim the property for themselves.

12. To ensure sustainable return and reintegration, States, United Nations organizations and relevant partners would:

- (a) Recognize that the voluntary nature of repatriation is necessary as long as refugees continue to require international protection, that is, as long as they cannot regain fully the protection of their own country;

- (b) Plan for and support measures to encourage voluntary and informed repatriation, reintegration and reconciliation;

- (c) Support countries of origin/nationality, where appropriate, including through funding for rehabilitation, reconstruction and development, and with the necessary legal safeguards to enable refugees to access legal, physical and other support mechanisms needed for the restoration of national protection and their reintegration; **recognizing the special needs of women and girls known to have been raped or forced into survival sex, to ensure they do not suffer ongoing persecution;** (GC16)

GC16 Rationale

Women and girls known to have been raped or forced into survival sex are often marginalised stigmatized and shamed, and at times, forced into prostitution by community members. These women need targeted attention in order to rebuild their lives, and at times, to be moved from their original communities to a place of anonymity where they can have a fresh start.

- (d) Support efforts to foster reconciliation and dialogue, particularly with refugee communities and with the equal participation of women and youth, and to ensure respect for the rule of law at the national and local levels;

(e) Facilitate the participation of refugees, **including support for women to take an equal, not token place (GC17)** in peace and reconciliation processes, and ensure that the outcomes of such processes duly support their return in safety and dignity;

GC17 Rationale

Refugee women from many refugee sites have reported that they are often excluded from participation in peace and reconciliation processes, or if they are included, it is often as a token gesture. Many women can bring valuable skills and knowledge to these processes, but may lack skills such as how to function in formal meetings. Some basic training can enable these women to take their place at the table as full contributing partners, who add a much needed dimensions to the discussions and outcomes.

(f) Ensure that national development planning incorporates the specific needs of returnees and promotes sustainable and inclusive reintegration, as a measure to prevent future displacement, **including for women and girls who have been raped, have children of rape, or been forced into survival sex, and who are likely to suffer from stigma and marginalisation even with their own communities; (GC18)**

GC18 Rationale

As per GC16 women and girls known to have been raped or forced into survival sex are often marginalised stigmatized and shamed, and at times, forced into prostitution by community members. These women need targeted attention in order to rebuild their lives, and at times, to be moved from their original communities to a place of anonymity where they can have a fresh start.

13. Host States, bearing in mind their capacities and international legal obligations, in cooperation with the Office of the United Nations High Commissioner for Refugees, the United Nations Relief and Works Agency for Palestine Refugees in the Near East, where appropriate, and other United Nations entities, financial institutions and other relevant partners, would:

(a) Provide legal stay to those seeking and in need of international protection as refugees, recognizing that any decision regarding permanent settlement in any form, including possible naturalization, rests with the host country;

(b) Take measures to foster self-reliance by pledging to expand opportunities for refugees to access, as appropriate, education, health care and services, livelihood opportunities and labour markets, without discriminating among refugees and in a manner which also supports host communities; **in particular women and girls (GC19),**

GC19 Rationale

While in theory, opportunities to take part in activities leading to self-reliance are equally open to men and women, the reality is that women are often not able to access these opportunities for a number of reasons, including lack of childcare, gender discrimination, lack of security measures, lack of literacy skills, and lack of resources. These issues need to be addressed in order to make self-reliance equally available to women and special needs groups

(c) Take measures to enable refugees, including in particular women and youth, to make the best use of their skills and capacities, recognizing that empowered refugees are better able to contribute to their own and their communities' well-being, **noting the special measures needed to address structural and cultural barriers; (GC20)**

GC20 Rationale

Often the biggest barrier to refugees using their own social capital to contribute to their communities well being is the attitude of staff and officials, who do not recognize their skills and potential, and who fail to make opportunities available to them. Sometime this is mere oversight, at other times it is based on gender, class and ethnic discrimination. Training and guidelines for staff to overcome these barriers is critical to address this problem.

(d) Invest in building human capital, self-reliance and transferable skills, **with an equal emphasis and participation on men, women and youth (GC21)**, as an essential step towards enabling long-term solutions.

GC21 Rationale

Too often the potential of women to play an equal part with men is not capitalized when creating the building blocks for long term solutions. Cultural stereotypes are used to focus more on men as leaders and decision makers. The reality is that cultures change, and the refugee experience is one of the biggest contributors to cultural change. Many women from strong patriarchal cultures have had to step up and take leadership positions and have done so extremely effectively. This huge resource of human capital needs to be acknowledged and encouraged by service providers and officials.

14. Third countries would:

(a) Consider making available or expanding, including by encouraging private sector engagement and action as a supplementary measure, resettlement opportunities and complementary pathways for admission of refugees through such means as medical evacuation and humanitarian admission programmes, **establishing or expanding Women at Risk programs, (GC22)** family reunification and opportunities for skilled migration, labour mobility and education;

GC22 Rationale

While the majority of refugees have extreme needs for resettlement to a safe third country, women who have experienced extreme forms of violence, rape sexual violence, and who are ostracized because they have children of rape are extremely vulnerable to ongoing sexual abuse and persecution. The UNHCR Women at Risk Resettlement Program was designed to fast track extremely vulnerable women and their children to the safety of resettlement in a third country. While vulnerable in the country of first or second asylum, the vast majority of these women and their children are able to settle successfully when given the opportunity to escape the persecution. All countries with a resettlement program should be encouraged to include a quota for women at risk in their intakes. UNHCR working with Governments should improve criteria and mechanisms for the identification of women at risk and include women who may be married and have a husband, but who are still at extreme risk.

(b) Commit to sharing best practices, providing refugees with sufficient information to make informed decisions and safeguarding protection standards **ensuring that this information is equally shared with men and women; (GC23)**

GC23 Rationale

In many cases information and decision making is passed to communities through community leaders, nearly always males. Some of these deliberately withhold the information from females members of the community. UNHCR and partner agencies must ensure that women leaders are involved in the information sharing and decision making process, and that the community leaders selected, both men and women, are genuinely sharing information with all community members, and not acting as gate keepers and power brokers.

(c) Consider broadening the criteria for resettlement and humanitarian admission programmes in mass displacement and protracted situations, coupled with, as appropriate, temporary humanitarian evacuation programmes and other forms of admission.

15. States that have not yet established resettlement programmes are encouraged to do so at the earliest opportunity. Those that have already done so are encouraged to consider increasing the size of their programmes. Such programmes should incorporate a non-discriminatory approach and a gender perspective throughout, **considering the prioritising of women, children and special needs groups vulnerable to on-going violence; (GC24)**

GC24 Rationale

As per GC22, While the majority of refugees have extreme needs for resettlement to a safe third country, women who have experienced extreme forms of violence, rape sexual violence, and who are ostracized and socially isolate because they have children of rape are extremely vulnerable to ongoing sexual abuse and persecution. The UNHCR Women at Risk Resettlement Program was designed to fast track extremely vulnerable women and their children to the safety of resettlement in a third country. While vulnerable in the country of first or second asylum, the vast majority of these women and their children are able to settle successfully when given the opportunity to escape the persecution. All countries with a resettlement program should be encouraged to include a quota for women at risk in their intakes. UNHCR working with Governments should improve criteria and mechanisms for the identification of women at risk and include women who maybe married and have a husband, but who are still at extreme risk.

16. States aim to provide resettlement places and other legal pathways on a scale that would enable the annual resettlement needs identified by the Office of the United Nations High Commissioner for Refugees to be met.

The way forward

17. We commit to implementing this comprehensive refugee response framework.

18. We invite the Office of the United Nations High Commissioner for Refugees to engage with States and consult with all relevant stakeholders over the coming two years, with a view to evaluating the detailed practical application of the comprehensive refugee response framework and assessing the scope for refinement and further development. This process should be informed by practical experience with the implementation of the framework in a range of specific situations. The objective would be to ease pressures on the host countries involved, to enhance refugee self-reliance, to expand access to third-country solutions and to support conditions in countries of origin for return in safety and dignity.

19. We will work towards the adoption in 2018 of a global compact on refugees, based on the comprehensive refugee response framework and on the outcomes of the process described above. We invite the United Nations High Commissioner for Refugees to include such a proposed global compact on refugees in his annual report to the General Assembly in 2018, for consideration by the Assembly at its seventy-third session in conjunction with its annual resolution on the Office of the United Nations High Commissioner for Refugees.

Bibliography of Suggested Amendments

GC1

UNHCR Conclusion on Women and Girls at Risk No. 105 (LVII)-2006 Intro Line 6, Para (d) Lines 4/5, (e), (j) Lines 1/ 5; UNHCR Conclusion on Children at Risk No. 107 (LVIII) – 2007 Para (c) Lines 4/8; UNHCR Conclusion on Protracted Refugee Situations No. 109 (LXI) – 2009 Para (k) lines 5/6; UNHCR Conclusion on refugees with disabilities and other persons with disabilities protected and assisted by UNHCR No. 110 (LXI) – 2010 Para (g) Lines 3/5; UN Security Council Resolution 2242 (2015) Intro Line 14; Committee on the Elimination of Discrimination against Women (CEDAW) General recommendation No. 27 on older women and protection of their human rights-2010 Para 38 Lines 3/6.

GC2

UNHCR Conclusion on Women and Girls at Risk No. 105 (LVII)-2006 Intro Line 6, Para (d) Lines 4/5, (e), (j) Lines 1/ 5; UNHCR Conclusion on Children at Risk No. 107 (LVIII) – 2007 Para (c) Lines 4/8; UNHCR Conclusion on Protracted Refugee Situations No. 109 (LXI) – 2009 Para (k) lines 5/6; UNHCR Conclusion on refugees with disabilities and other persons with disabilities protected and assisted by UNHCR No. 110 (LXI) – 2010 Para (g) Lines 3/5; UN Security Council Resolution 2242 (2015) Intro Line 14; Committee on the Elimination of Discrimination against Women (CEDAW) General recommendation No. 27 on older women and protection of their human rights-2010 Para 38 Lines 3/6.

GC3

Executive Committee of the High Commissioner's Programme, Protecting refugee women: promoting gender equality - Standing Committee 51st meeting 2011 Para (e) 28/29/30/31; UNHCR Handbook for the Protection of Women and Girls 2008 Page 273-274, 277; UNHCR's Commitments to Refugee Women (2001) Para (5); Security Council Resolution 1820 (2008) Para (1) Lines 5/8, Para (3) Lines 7-9.

GC4

UNHCR Conclusion on Women and Girls at Risk No. 105 (LV11)-2006 Paragraph (i); CEDAW General recommendation No. 32 on the gender-related dimensions of refugee status, asylum, nationality and statelessness of women (2014) Para (16) 1-6/ 13-17, (42) Lines 7-10, (26) Lines 2-6, (42) Lines 7-10, (43), (58) Lines 9-11.

GC5

UNHCR Conclusion on Women and Girls at Risk No. 105 (LV11)- 2006 Conclusion on Protracted Refugee Situations No. 109 (LXI) – 2009.

GC6

UN General Assembly 70/176. Taking action against gender-related killing of women and girls- 2016 Intro Line 16, Para (8); UN General Assembly, 70/138 The girl child- 2016 Intro Line 16; Security Council Resolution 2242 (2015) Para 14; Security Council Resolution 2106 (2013) Para (2), (3); Security Council Resolution 1820 (2008) Para (4) Lines 6-9; UNHCR Conclusion on Women and Girls at Risk No. 105 (LVII) – 2006 Paragraph (j), (o); CEDAW General recommendation No. 32 on the gender-related dimensions of refugee status, asylum, nationality and statelessness of women (2014) Para (29) Lines 6-13, CEDAW General recommendation No. 27 on older women and protection of their human rights (2010) Para (50).

GC7

UN General Assembly, 32/19. Accelerating efforts to eliminate violence against women: preventing and responding to violence against women and girls, including indigenous women and girls- 2016 Para (4), UN General Assembly 70/161. Human rights defenders in the context of the Declaration on the Right and Responsibility of Individuals, Groups and Organs of Society to Promote and Protect Universally Recognized Human Rights and Fundamental Freedoms- 2015 Intro Para 15, Para (4) Lines 5-7, Para (7), (14), (21), (27); CEDAW General recommendation No. 30 on women in conflict prevention, conflict and post-conflict situations Para (37).

GC8

UNHCR Conclusion on Women and Girls at Risk No. 105 (LVII) – 2006 paragraph (p), (30).

GC9

UNHCR Conclusion on Women and Girls at Risk No. 105 (LVII) – 2006 Para (f), Para (i).

GC10

UNHCR Conclusion on Women and Girls at Risk No. 105 (LVII) – 2006 Paragraph (k)

GC11

Security Council Resolution 2242 (2015) Intro Para 15; Sendai Framework for Disaster Risk Reduction 2015-2030 Para 19 (d), 36 (i); UNHCR Conclusion on Women and Girls at Risk No. 105 (LVII) – 2006 Para (i); General Conclusion on International Protection No. 108 (LIX) – 2008 Para (h).

GC12

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today, I am something! Refugee Women at Risk Speak Out, A report of consultations with refugee women at risk on successful settlement, good services, gaps and challenges held by SSI and CRR Sydney, Australia, May 21 and 22, June 5, 2014.

Existing models of good practice and innovation potential service provision models are listed for the suggested language in Part 1 of this document. They are referenced to the appropriate paragraphs. Full details can be found in Appendix 2. The suggested responses include best practice resources that are adaptable across contexts. Many of the suggested responses include practical tools that have been intentionally repeated across suggested amendments to reflect cross cutting and interrelated nature of the issues, as well as being mindful of resource constraints.

Suggested amendments- **Red**.

Suggested Responses- **Green**.

Reception and admission

SUGGESTED AMENDMENT (GC1)

5. (a) *Ensure, to the extent possible, that measures are in place to identify persons in need of international protection as refugees, provide for adequate, safe and dignified reception conditions, with a particular emphasis on persons with specific needs, victims of human trafficking, child protection, family unity, and prevention of and response to sexual and gender-based violence, including women and girls who have been forced to engage in survival sex, and/or who have children born from rape (GC1) and support the critical contribution of receiving communities and societies in this regard;*

SUGGESTED RESPONSES (GC1)

- The UNHCR Heightened Risk Identification Tool and the complementary User Guide is an easy to use, and effective tool for the assessment of vulnerability, needs and planning of individualized programs for action. It can be used during all stages of displacement, in urban as well as rural and camp situations. It can, for instance, be used as follow-up to registration exercises and/or to participatory assessments. Since it is a tool to assist in the early identification of persons at heightened risk where further referral, in-depth assessment and evaluation will normally be needed, use of the tool does not require expertise on risk assessment. It should be a mandatory part of all assessment processes, and training should be provided to all UNHCR field staff and implementing partners to ensure that it is used to achieve maximum effect.

SUGGESTED AMENDMENT (GC2)

5. (b) *Take account of the rights, specific needs, contributions and voices of women and girl refugees, in particular in response to sexual and gender based violence, in accordance with international standards; (GC2)*

SUGGESTED RESPONSES (GC2)

- Work within a rights based approach (see ActionAid's Human Rights Based Approach resource).
- Address the specific needs of women through assessment (see IASC Guidelines for Integrating Gender-Based Violence Interventions).
- Participatory approach (see UNHCR Tool for Participatory Assessment in Operations).

SUGGESTED AMENDMENT (GC3)

(c) *Assess and meet the essential needs of refugees, including by providing access to adequate safe drinking water, sanitation, **adequate sanitary materials for women and girls (GC3)**, food, nutrition, shelter, psychosocial support and health care, including sexual and reproductive health, and providing assistance to host countries and communities in this regard, as required;*

SUGGESTED RESPONSES (GC3)

- Regular consultation with women about their practices and preferences regarding sanitary materials (see WaterAids' *Menstruation Matters: A resource for improving menstrual hygiene around the world*).
- Budgetary measures to be taken to ensure that all women and girls refugees of menstruation age receive 100% of sanitary needs, including underwear (see UNHCR's *Practical Guide to the Systematic Use of Standards & Indicators in UNHCR Operations*)
- The distribution of sanitary materials to be undertaken by gender-sensitive women, preferably respected refugee women.
- An additional bucket and soap be provided to women to ensure the hygienic washing of sanitary materials, separate from food preparation.
- Tailoring workshops in camps be commissioned to produce reusable sanitary materials.
- The production of sanitary materials be developed as income generation opportunities for refugee women and girls. For example, the production MakaPads (95% biodegradable sanitary pads made from papyrus and waste paper), as a social enterprise by women refugees for distribution to other organisations (such as UNHCR) who in turn distribute them to schoolgirls and refugees.
- Sanitary materials to be made available to girls in schools.
- Older women with incontinence problems to be provided with sanitary materials.

SUGGESTED AMENDMENT (GC4)

5. (d) *Register individually and document those seeking protection as refugees, including in the first country where they seek asylum, as quickly as possible upon their arrival. **In particular, women and girls to be registered in own right, independent of their husband's, or other male family members registration (GC4)**. To achieve this, assistance may be needed, in areas such as biometric technology and other technical and financial support, to be coordinated by the Office of the United Nations High Commissioner for Refugees with relevant actors and partners, where necessary;*

SUGGESTED RESPONSES (GC4)

- UNHCR to include guidelines on the registration of women and girls in the assistance to relevant actors and partners to be coordinated by them (See UNHCR Handbook for the Protection of Women and Girls).
- Strengthen screening mechanisms to identify and respond to women and girls who are at heightened risk of sexual violence and other forms of gender based violence. (See Operational Standards for Registration and Documentation)
- Strengthen targeted action for those who may lack access to registration facilities due to disability, age, location or other obstacles.
- Training for those carrying out registration in women at risk issues and special protection needs.

The majority of operations note that, in principle, they provide both men and women with equal access to registration. The operations also report that during registration they identify and update specific needs, risks and capacities to ensure that protection responses are tailored to individual requirements. Operations highlight that when registration is done through proGres,¹¹ UNHCR's registration software, rather than by national authorities, it is always done individually for each person of concern. Registration processes often give priority to women deemed to be at heightened risk.

Good Practice: Individual Documentation in Rwanda

A significant step forward in equal access to registration is seen in Rwanda, where following a 2015 verification exercise conducted by the Ministry of Interior and UNHCR in all camp

locations, all women, girls, boys and men above age 12 were given individual biometric documentation. Previously, registration was indicated by a single document for an entire household or family. This could lead to abuse, as when a male head of family retained the document in case of marital separation. The biometric verification makes it easier for UNHCR to identify a person, replace his or her documents and adjust family composition as needed.

Good Practice: Biometric Identity Management System

A significant step forward in equal access to registration is seen in Rwanda, where following a 2015 verification exercise conducted by the Ministry of Interior and UNHCR in all camp locations, all women, girls, boys and men above age 12 were given individual biometric documentation. Previously, registration was indicated by a single document for an entire household or family. This could lead to abuse, as when a male head of family retained the document in case of marital separation. The biometric verification makes it easier for UNHCR to identify a person, replace his or her documents and adjust family composition as needed.

Good Practice: Due process for LGBTI asylum claimants

The UNHCR Regional Representation for Northern Europe, based in Sweden, has trained government staff in all the Nordic countries that it covers to improve due process for LGBTI asylum-seekers. UNHCR also helped the Swedish migration agency to introduce special procedural safeguards for LGBTI applicants. These include the stipulation that RSD decisions are always made by a panel of three, including one expert on LGBTI issues trained and certified by the agency.

SUGGESTED AMENDMENT (GC5)

5. (e) Use *the UNHCR Heightened Risk Assessment Tool as a mandatory part of (GC5) the assessment process registration process to identify specific assistance needs and protection arrangements, where possible, including but not exclusively for refugees with special protection concerns, such as women at risk, children, especially unaccompanied children and children separated from their families, child-headed and single-parent households, victims of trafficking, victims of trauma and survivors of sexual violence, as well as refugees with disabilities and older persons;*

SUGGESTED RESPONSES (GC5)

- The UNHCR Heightened Risk Tool is an easy to use, and effective tool for the assessment of vulnerability, need and planning of individual programs for action. It should be a mandatory part of all assessment processes, and training should be provided to all UNHCR field staff and implementing partners to ensure that it is used to achieve maximum effect.
- UNHCR to update and build in flexibility for the tool to be used on electronic devices, and in a number of different situations.
- UNHCR to establish a monitoring mechanism, by which they can track the progress of people identified as at extreme risk. This would be most viable if the tool was used electronically.
- Examples of similar tools in use:

Good Practice: Emergency Girls Analysis & Integration Matrix (eGAIM)

eGAIM allows for a more streamlined, user-friendly approach to data collection and use. The matrix (see page 58) is designed to inform the planning and implementation of emergency programming by supporting technical staff to: capture adolescent girls' vulnerabilities and needs; identify answers to key girl analysis questions; and determine how these considerations are relevant to their work. eGAIM records how adolescent girls' realities will be addressed and integrated into project design, implementation and evaluation.

SUGGESTED AMENDMENT (GC6)

5. (g) *Put in place measures, with appropriate legal safeguards, which uphold refugees' human rights, with a view to ensuring the security of refugees, including access to justice for sexual violence prosecution, and an end to impunity for perpetrators (GC6), as well as measures to respond to host countries' legitimate security concerns;*

SUGGESTED RESPONSES (GC6)

- mobile courts should be implemented in isolated camps and protracted areas where appropriate

Good Practice: Mobile Court – Uganda

In Uganda, a pilot mobile court scheme was launched to improve access to justice for refugees who have been victims of crime. By providing them with quicker access to justice and legal aid, the mobile courts will speed the rate at which cases are heard, and serve to deter crime by bringing lawyers and a magistrate directly to both refugees and Ugandans in the settlement. The Nakivale pilot project is a collaboration among UNHCR, the Refugee Law Project, the Uganda Human Rights Council and the Ugandan government. Lawyers volunteer their time and services so that the entire process can be provided free of charge to both refugees and nationals. It is hoped to later extend this pilot scheme to other refugee settlements in Uganda so that more refugees can benefit from speedier justice.

Good Practice: Mobile Court – Dadaab, Kenya

The mobile court practice brings the host country judicial system to the refugee populations, addressing the issue of access to due process. This practice can be effective when refugee camps are isolated from host country services and population centres. The practice also includes monitoring by UNHCR and providing advice, legal assistance and interpretation to refugee claimants.

- develop a plan for working with perpetrators and incidents reporting (see Sexual and Gender-Based Violence against Refugees, Returnees and Internally Displaced Persons: Guidelines for Prevention and Response)
- implementation of good legal support models

Good Practice: Legal Aid for Women – Guinea

The programme improves access for refugee women and children to legal protection specifically for crimes involving sexual and gender-based violence, paternity and child support and child custody by providing free legal counsel, tracking cases through the legal process, and training of law enforcement and judicial authorities.

Good Practice: Information and Legal Aid to Refugees, IDPs and Returnees – Pakistan

The Pakistan example involves an NGO providing legal advice and assistance to refugees in both urban and camp settings through an outreach programme. The practice includes legal counselling, conflict mediation, and the use of local pro bono lawyers to represent and follow refugee court cases.

- guidelines for the care of victims (see WHO/UNHCR Clinical Management of Rape Survivors: Developing protocols for use with refugees and internally displaced persons)
- guidelines for the holding of perpetrators

Good Practice: Refugee By-Laws and Grievance Committee – Sierra Leone

The Sierra Leone practice established a refugee grievance committee to deal with minor offences and disputes within the camp, thus engaging refugees in their own problem-solving and conflict mediation. Further, the practice makes use of alternatives to in-camp detention for offenders through the use of community imposed sanctions such as fines and community work.

SUGGESTED AMENDMENT (GC7)

5. (h) Take measures to maintain the civilian and humanitarian nature of refugee camps and settlements *including protection for women who work as human rights defenders; (GC7)*

SUGGESTED RESPONSES (GC7)

- Recognise the specific challenges and risks women human rights defenders' face
- Women are protected from intimidation and violence that threatens their work as human rights defenders (see Protection Handbook for Human Rights Defenders)
- Implement protection for women human rights defenders' families from targeted threats and violence
- Prompt investigation and justice of abuses against women human rights defenders

Good Practice: The Mesoamerican Women Human Rights Defenders Initiative

The Mesoamerican Women Human Rights Defenders Initiative was launched in 2010 in order to develop a comprehensive and regionally-relevant response to increased violence against women human rights defenders. The Initiative is dedicated to strengthening and mobilizing women defenders from distinct social movements and organizations for recognition, enhanced impact and protection in a volatile context. Through an innovative approach that places gender at the heart of protection, the Initiative has been built from the bottom up by convening and organizing a wide range of women defenders from across Mexico and Central America, including those most vulnerable to violence such as rural and indigenous women defending land rights and environmental justice, lesbian and transgender activists, and feminists advocating for an end to violence. Through the training and information that the Initiative provides, women defenders have learned how to access national, regional, and international human rights tools and mechanisms that explicitly support human rights defenders, and that can provide emergency protection and funds to women activists.

SUGGESTED AMENDMENTS (GC8)

5. (i) Take steps to ensure the credibility of asylum systems, *including the recognition of rape and sexual violence as grounds for persecution, (GC8)* including through collaboration among the countries of origin, transit and destination and to facilitate the return and readmission of those who do not qualify for refugee status;

SUGGESTED RESPONSES (GC8)

- Standardised criteria for the recognition of rape and sexual violence as grounds for persecution is needed (see Sexual and Gender-Based Violence against Refugees, Returnees and Internally Displaced Persons: Guidelines for Prevention and Response)
- Training for applying these are needed for community members and service providers
- Assist the community in developing a set of good practices from their own experience using a rights- and community-based approach (see UNHCR Manual on a Community Based Approach in UNHCR Operations)

Support for immediate and ongoing needs

SUGGESTED AMENDMENTS (GC9)

6. (a) Mobilize adequate financial and other resources to cover the humanitarian needs identified within the comprehensive refugee response framework *ensuring that an adequate response to sexual and gender based violence and specific needs groups receives high priority; (GC9)*

SUGGESTED RESPONSES (GC9)

- Need for adequate support systems for women that have suffered SGBV including physical, psychological and social wellbeing support
- Prioritise a timely and effective response (see IASC Guidelines for Integrating Gender-Based Violence Interventions in Humanitarian Action)

- specific needs groups must receive high priority (single women with children, unaccompanied youth, people with a disability and LGBTI).
- Need for clear and enforceable policies within refugee camps, urban settings and protracted areas, which outlines measures to be taken to address incidents of SGBV against refugee women and girls
- Need for better access to legal mechanisms for refugee women and girls and the appropriate prosecution of perpetrators

Good Practice: The Sexual Assault Referral Centre (The Rainbo Centre) – Sierra Leone International Rescue Committee (IRC)

Serves refugee/returnee/host community survivors of sexual assault through the provision of psycho-social, health, mental health and legal assistance and integrates such services through existing health facilities. At the community level, IRC Community Mobilizers and Training Officers raised awareness of gender and SGBV, encouraged communities to examine harmful attitudes and practices about gender, and mobilized communities to develop and implement plans to improve gender inclusiveness and security of all individuals. At the institutional level, IRC works with government and non-government actors to improve SGBV prevention strategies, by encompassing community awareness and medical, legal, and psychosocial aspects of SGBV. The project also provides forensic examinations and documentation and coordinates closely with law enforcement officials.

- Need for the active involvement of community leaders and committees in the provision of protection for refugee women and girls (see UNHCR Manual on a Community Based Approach in UNHCR Operations)
- Need for community education to address SGBV incidences including broad dissemination of information about support available to women, as well as effective information sharing for men

SUGGESTED AMENDMENT (GC10)

6. (f) Increase support for cash-based delivery mechanisms and other innovative means for the efficient provision of humanitarian assistance, where appropriate, while increasing accountability to ensure that humanitarian assistance reaches its beneficiaries and ensuring that women receive assistance for themselves and their children directly, not via their husbands or male relatives; (GC10)

SUGGESTED RESPONSES (GC10)

- explicit targeting of women as recipients of cash transfers significantly shifted their roles in financial decision-making during the assistance period, as men (either husbands, fathers or brothers) are traditionally responsible for financial decisions (see UNHCR and International Rescue Committee, Integrating Cash Transfers into Gender-based Violence Programs in Jordan)
- the Grameen Bank is based on the voluntary formation of small groups of five people to provide mutual, morally binding group guarantees in lieu of the collateral required by conventional banks. Women were initially given equal access to the schemes, and proved not only reliable borrowers but astute entrepreneurs. Today over 90 percent of borrowers are women. Intensive discipline, supervision, and servicing characterize the operations of the Grameen Bank, which are carried out by “Bicycle bankers” in branch units with considerable delegated authority.

Good Practice: Graduation approach

UNHCR is piloting the Graduation Approach, whereby as refugees improve their ability to support themselves they can move off cash assistance, in Burkina Faso, Costa Rica, Ecuador, Egypt and Zambia. For a pilot study of the approach in Cairo, 500 participants were chosen from among those already receiving direct cash assistance, with priority given to survivors of SGBV, youth and women. Along with monthly cash based assistance and food vouchers, participants are given training and mentoring that will enable them to be self-employed or find wage employment. All participants will continue to receive protection assistance. Graduation caseworkers are trained on response and referral mechanisms, including when it comes to sexual

and gender-based violence (SGBV), and are able to respond to many concerns through their close collaboration and consistent follow-up with the participants.

SUGGESTED AMENDMENT (GC11)

7. (c) *Encourage and empower refugees, **building on their strengths, including mobilizing women as equal partners (GC11)** at the outset of an emergency phase, to establish supportive systems and networks that involve refugees and host communities and are age- and gender-sensitive, with a particular emphasis on the protection and empowerment of women and children and other persons with specific needs;*

SUGGESTED RESPONSES (GC11)

- Need for wide range of capacity building and leadership trainings to enable refugee women to actively shape and inform decision-making processes within refugee communities
- women should be included in the design, service delivery and monitoring/evaluation of programs in emergency situations
- supportive systems and networks should be established to acknowledge the social capital which these women could contribute
- women's strengths should be emphasized through training programs that mobilize women
- The successful inclusion of women can be seen from the Centre for Refugee Research project in New Delhi which developed an innovative community based protection response to the protection of women and girls at risk and other vulnerable refugee groups. Central to the model was utilizing the undeniable capacity that the refugee community have to identify needs and develop and manage community-based projects. Within the framework of the Heightened Risk Identification Tool which the Centre for Research was instrumental in developing, the Project focused on identifying and responding to the context specific risks in the Urban context of New Delhi. This highlights the potential of appropriately skilled and supported refugees to contribute skills at the program design and management level. RCDP is widely acknowledged as a cost effective and unique model of refugee led development using refugee skills.

Support for host countries and communities

SUGGESTED AMENDMENT (GC12)

8. (a) *Implement a joint, impartial and rapid risk and/or impact assessment, **including gender-sensitive staff and partnering with women (GC12)** in anticipation or after the onset of a large refugee movement, in order to identify and prioritize the assistance required for refugees, national and local authorities, and communities affected by a refugee presence;*

SUGGESTED RESPONSES (GC12)

- including gender-sensitive staff- UNHCR Accountability Framework for Age, Gender and Diversity Mainstreaming

Good Practice: Age, Gender and Diversity Mainstreaming in Protection and Programming – Turkey

Engages a good cross-section of partners and utilizes a multi-functional team approach within the UNHCR Branch Office to produce tangible results in products (trainings, a manual and guidelines) and service delivery (humanitarian assistance and refugee status determination procedures). While not camp-based, the initiative is replicable in refugee camp hosting country operations.

- partnering with women complementary resources- UNHCR Tool for Participatory Assessment in Operations A Community-based Approach in UNHCR Operations
- to ensure that the specific and situational needs of women, children and special needs groups are adequately acknowledged and responded to.

Good Practice: More accessible tools and training

Several operations are using gender equality tools in innovative ways. The Brazil operation is using the Portuguese-language UNHCR website to integrate gender equality by providing the relevant tools, adopting a new gender-sensitive vocabulary and making the website more accessible to government partners and refugee women. The Ukraine operation reports that all personnel deployed in the east of the country had taken the Inter-Agency Standing Committee (IASC) online course on Gender in Humanitarian Action.

Durable solutions

SUGGESTED AMENDMENT (GC13)

11. (c) *Provide necessary identification and travel documents for women and men independently; (GC13)*

SUGGESTED RESPONSES (GC13)

- UNHCR to include guidelines on the registration of women and girls in the assistance to relevant actors and partners to be coordinated by them (See UNHCR Handbook for the Protection of Women and Girls)
- ensure registration on an individual basis for women's identification and travel documents

Good Practice: Registration of Refugees at Osire Refugee Camp – Namibia

The registration in Namibia is an example of working with government and NGO partners and provides a mechanism for continuous registration and a reliable data and photo database that supports voluntary repatriation. The registration and database provide more accurate statistics on refugee population. Ration cards from registration process systematically issued to refugee women. Women have better access to individual registration and voluntary repatriation forms. Women are at the core of food distribution in the camp. Registration has become a tool to identify possible resettlement cases

- ensure special needs women such as older women, widows, women with disabilities, unaccompanied refugee girls are given individual documentations

Good Practice: individual mobile registration

In Malaysia, UNHCR has adopted innovative approaches to registration that have resulted in improved protection for all asylum-seekers and refugees, but particularly for women and girls. Mobile registration teams were deployed to detention centres and lock-ups in jungle areas and in the highlands in the northeast of the country to register persons of concern. In this way, individuals with urgent protection needs who were not able to reach UNHCR's office were identified and assisted. Survivors of sexual and gender-based violence, female heads-of household, and unaccompanied women and children were identified early and targeted for refugee status determination and assistance. As part of this initiative, all women received individual documentation and are re-interviewed when this documentation is reviewed so that protection concerns that arise can be urgently addressed.

SUGGESTED AMENDMENT (GC14)

11. (d) *Facilitate the socioeconomic reintegration of returnees, with a particular focus on women and special needs groups; (GC14)*

SUGGESTED RESPONSES (GC14)

- targeted assistance on return of women and girls known to have been raped, have children from rape or who were forced into survival sex are particularly vulnerable on return,
- ensure access to socio-economic support (see Handbook for Women and Girls)

Good Practice: Peer support for integration

Finland's Vertaiskoto project, a peer support group for integration, was designed to support and guide immigrants and refugees in the early stages of their resettlement. The project included small discussion groups for women, men and elderly persons organized in the native languages of the participants. Courses were also run on topics ranging from health care and sexuality, gender equality and religion to Finnish history. The success of the Vertaiskoto project prompted Finnish municipalities to incorporate peer support into their ongoing integration work after funding for the project ended.

Income Generation and Micro-Enterprise Development – Guinea and Sierra Leone – American Refugee Committee (ARC)

Reduces women's vulnerability to exploitation due to economic insecurity by targeting SGBV survivors for business training and small business loans to enhance their self-reliance and reduce further risks of exploitation. Increased income and self-reliance among women – especially those with dependents – reduces their vulnerability and thus their chance of being exploited. The ARC micro enterprise development and income generation programs provide women with business skills and experience that will serve them in the camp and in the future upon their return. Second, through the 'Refuge to Return' programme, ARC continues the provision of services upon refugee's return, helping them to start businesses in their home country and avoid exploitation there.

SUGGESTED AMENDMENT (GC15)

11 (e) Consider measures to enable the restitution of property with a particular focus on women and special needs groups; (GC15)

SUGGESTED RESPONSES (GC15)

- housing, land and property on return should actively support women and girls at risk (see Handbook for the Protection of Women and Girls)

Good Practice:

(pending research and consultation)

SUGGESTED AMENDMENT (GC16)

12. (c) Support countries of origin/nationality, where appropriate, including through funding for rehabilitation, reconstruction and development, and with the necessary legal safeguards to enable refugees to access legal, physical and other support mechanisms needed for the restoration of national protection and their reintegration; recognizing the special needs of women and girls known to have been raped or forced into survival sex, to ensure they do not suffer ongoing persecution; (GC16)

SUGGESTED RESPONSES (GC16)

- targeted attention for women to rebuild their lives (see Handbook for the Protection of Women and Girls)
- where appropriate be moved from their original communities to a place of anonymity where they can have a fresh start

Good Practice: Safe Support Places

In Afghanistan UNHCR opened a women's only community technology access (CTA) centre in collaboration with a women's organization that provides support to women and girls, including survivors of domestic violence. Women accessing the centre are also provided monthly training in word processing. When users log on to the computers at the centre, they are shown informative messages on addressing SGBV. Additionally, the creation of this space has led to the identification of SGBV survivors and referral to support and counselling services.

SUGGESTED AMENDMENT (GC17)

12.(e) *Facilitate the participation of refugees, including support for women to take an equal, not token place (GC17) in peace and reconciliation processes, and ensure that the outcomes of such processes duly support their return in safety and dignity;*

SUGGESTED RESPONSES (GC17)

- prepare women and girls for participation in peace and reconciliation processes through training programs, workshops, skills development
- ensure women's access to information on peace and reconciliation processes
- involvement with regional networks that support women's participation

Good Practice: Asia Pacific Refugee Rights Network (APRRN), Women & Girls at Risk Working Group

In recognition of the specific insecurities faced by displaced women and girls, APRRN established the Women And Girls at Risk Working Group (WAGAR) to highlight the centrality of their challenges. The aim of WAGAR is to improve the lives of refugee/migrant women and girls, advance their rights and empower them to actively participate in self-advocacy. WAGAR aims to engage with NGOs and community-based organisations (CBOs) in the region to strengthen protection and access to justice for refugee women and girls and to promote concrete gender sensitive initiatives at regional, national and local levels. WAGAR also aims to explore how the other thematic working groups intersect with gender and develop joint activities in this regard.

Key Activities include:

- Participate in international advocacy platforms;
- Participate in UNHCR Annual Consultations with NGOs and enable refugee women to attend the consultations and engage in relevant advocacy activities.
- Strengthen leadership, networking and advocacy skills through training courses;
- Develop and implement of training activities such as Short Courses;
- Provide platforms for the stories and voices of refugee woman and girls to be heard;
- Conduct mapping activities of what WAGAR members are working on through questionnaires/surveys.

Good Practice: ANCORW Leadership Training

Objectives of the Leadership Training

- Provide a forum for women to bring together their skills, knowledge and visions for the future
- Ensure all strategies developed are based in a human rights framework
- Provide an opportunity for women to work with CEDAW and the Beijing Platform for Action to analyse what is happening to women in their camp or urban setting
- Provide women with a leadership framework – what does leadership mean to them? Who are the leaders in their communities, families, camps, societies?
- Assist women to identify their own leadership potential and what they have and can contribute to their communities
- Explore ways of working positively with male refugees and service providers and encouraging men to include and support women leaders.
- Promote leadership training as an opportunity to work collaboratively with other women to identify issues and challenges, in order to facilitate change at a regional, national and international level
- Aim to increase women's participation in order to obtain better outcomes for development, peace and security - introducing Security Council Resolution 1325
- Develop models for working collaboratively with UNHCR and Implementing partners, NGO's and CBO's organisations
- Establish mentoring networks – linking younger and older generations to develop a strategy to ensure that they continue to cultivate their leadership skills.

SUGGESTED AMENDMENT (GC18)

12. (f) *Ensure that national development planning incorporates the specific needs of returnees and promotes sustainable and inclusive reintegration, as a measure to prevent future displacement, including for women and girls who have been raped, have children of rape, or been forced into survival sex, and who are likely to suffer from stigma and marginalisation even with their own communities (GC18)*

SUGGESTED RESPONSES (GC18)

- targeted attention for women to rebuild their lives (see Handbook for the Protection of Women and Girls)
- give special attention to specific groups of women such as widows

Good Practice: Transit House for newly arriving single women and survivors of SGBV

In Shimelba camp, Ethiopia, where young Eritrean males outnumber women by four to one, a transit house was established in 2005 for newly arriving women and survivors of SGBV, who do not have adequate housing. This has helped the women set up longer-term living arrangements without immediately falling prey to men, who at first seem to offer hospitality, but who may go on to abuse the situation and expose them to exploitation and/or HIV/AIDS. Adequate funding and proper management of the project are essential for its ongoing effectiveness.

SUGGESTED AMENDMENT (GC19)

13. (b) *Take measures to foster self-reliance by pledging to expand opportunities for refugees to access, as appropriate, education, health care and services, livelihood opportunities and labour markets, without discriminating among refugees and in a manner which also supports host communities; in particular women and girls (GC19),*

SUGGESTED RESPONSES (GC19)

- address issues in order to make self-reliance equally available to women and special needs groups including lack of childcare, gender discrimination, lack of security measures, lack of literacy skills, and lack of resources (see UNHCR Handbook for Self-Reliance)

SUGGESTED AMENDMENT (GC20)

13. (c) *Take measures to enable refugees, including in particular women and youth, to make the best use of their skills and capacities, recognizing that empowered refugees are better able to contribute to their own and their communities' well-being, noting the special measures needed to address structural and cultural barriers; (GC20)*

SUGGESTED RESPONSES (G20)

- Training and guidelines for staff to overcome these barriers is critical to address this problem (see numerous trainings from Centre for Refugee Research)
- Utilise social capital evaluation tools to measure and recognize skills and capacities of refugee communities (STARTTS and CRR evaluation tools)

SUGGESTED AMENDMENT (GC21)

13. (d) *Invest in building human capital, self-reliance and transferable skills, with an equal emphasis and participation on men, women and youth (GC21), as an essential step towards enabling long-term solutions.*

SUGGESTED RESPONSES (G21)

- Leadership training for women to build human capital, self-reliance and transferable skills (see Leadership Training for Young Refugee Women)
- Promotion of Working Groups to support equal participation (see Asia Pacific Refugee Rights Network (APPRN) Women & Girls at Risk Working Group)

SUGGESTED AMENDMENT (GC22)

14. (a) Consider making available or expanding, including by encouraging private sector engagement and action as a supplementary measure, resettlement opportunities and complementary pathways for admission of refugees through such means as medical evacuation and humanitarian admission programmes, *establishing or expanding Women at Risk programs, (GC22)* family reunification and opportunities for skilled migration, labour mobility and education;

SUGGESTED RESPONSES (G22)

- UNHCR working with Governments should improve criteria and mechanisms for the identification of women at risk and include women who maybe married and have a husband, but who are still at extreme risk.

SUGGESTED AMENDMENT (GC23)

14. (b) Commit to sharing best practices, providing refugees with sufficient information to make informed decisions and safeguarding protection standards; *especially the protection of women and girls (GC23).*

SUGGESTED RESPONSES (G23)

- ensure that women leaders are involved in the information sharing and decision making process
- implement effective and sufficient Information Dissemination and safeguarding protection standards

Good Practice: Information Flow in Cassoni Refugee Camp – Chad

Operationalises information dissemination as a tool of protection with and through the refugee community. Refugees are trained as Protection, Relocation and Information Officers to monitor new arrivals, document incidents of crime, identify those with specific needs, conduct feedback sessions with their community members, and manage information centres.

Good Practice: Information Dissemination through Film – Kenya and Tanzania

Through entertaining and educational films, the project uses an attractive media source to disseminate information on, human rights, and SGBV reaching large groups of refugees. The project also links with existing health and supplemental feeding programme services to maximize refugee participation and impact.

SUGGESTED AMENDMENTS (GC24)

15. a. States that have not yet established resettlement programmes are encouraged to do so at the earliest opportunity. Those that have already done so are encouraged to consider increasing the size of their programmes. Such programmes should incorporate a non-discriminatory approach and a gender perspective throughout, *considering the prioritizing of women, children and special needs groups vulnerable to on-going violence; (GC24)*

SUGGESTED RESPONSES (G24)

- UNHCR working with Governments should improve criteria and mechanisms for the identification of women at risk and include women who maybe married and have a husband, but who are still at extreme risk.
- All countries with a resettlement program should be encouraged to include a quota for women at risk in their intakes (see good practice initiatives in service delivery in Australia)

APPENDIX 1: Full Text of Supporting References

GC1

UNHCR Conclusion on Women and Girls at Risk No. 105 (LV11)- 2006

Recognizing that, while women and girls may be exposed to certain risks, such as trafficking, in any location, the different nature of camp and urban environments can expose women and girls to different protection risks and that in camps, for example, their freedom of movement and capacity to earn a livelihood may be **more restricted and they may be more exposed there to sexual and gender-based violence (SGBV)**, whereas in urban situations, they may be less able to exercise their rights effectively, to access protection and services or reach UNHCR or implementing partner offices,

(d) In certain cases, the presence of one factor or incident may alone be sufficient to require an urgent protection intervention. In others, the presence of a combination of individual and wider protection environment factors will expose women and girls to heightened risk. In still others, if women and girls have been subjected, for instance, **to SGBV in the area of origin or during flight, this may leave them at heightened risk in the place of displacement.** Continuing assessment is required to monitor threat levels, as they may change over time.

(e) Risk factors in the wider protection environment can arise as a result of and after flight for women and girls and may include problems resulting from insecurity and armed conflict **threatening or exposing them to SGBV** or other forms of violence; inadequate or unequal access to and enjoyment of assistance and services; lack of access to livelihoods; lack of understanding of women's and men's roles, responsibilities and needs in relation to reproductive healthcare, and lack of understanding of **the consequences of SGBV on women's and girls' health;** the position of women and girls in the displaced or host community which can result in their marginalization and in discrimination against them; legal systems, which do not adequately uphold the rights of women and girls under international human rights law, including those relating to property; those informal justice practices which violate the human rights of women and girls; asylum systems which are not sensitive to the needs and claims of female asylum-seekers; and mechanisms for delivering protection which do not adequately monitor and reinforce women's and girls' rights.

(f) These factors related to the wider protection environment may be combined with individual risk factors which increase the risks for these women and girls. Individual risk factors can be grouped non-exhaustively under factors relating to their individual civil status or situation in society; **their having already been subject to SGBV and/or their risk of exposure to SGBV or other forms of violence;** and their need for specific health and/or other support services, including in the case of women and girls with disabilities.

(j) secure environments are to be established and strengthened, including by partnerships and actions to:

- Prevent and respond to **SGBV in accordance with international standards** set out in UNHCR and other relevant guidelines, including through provision of quality health services to address the specific needs of women and girls at risk;
- Strengthen justice systems to uphold the rights of women and girls and bring perpetrators of **SGBV to justice,** combat trafficking and protect victims

Conclusion on Children at Risk No. 107 (LVIII) - 2007

(c) Individual risk factors, including, but not limited to: unaccompanied and separated children, particularly those in child-headed households as well as those accompanied by abusive or exploitative adults; stateless children; adolescents, in **particular girl mothers and their children; child victims of trafficking and sexual abuse, including pornography, paedophilia and prostitution; survivors of torture; survivors of violence, in particular sexual and gender-based violence and other forms of abuse and exploitation; children who get married under the age specified in national laws and/or children** in forced marriages; children who are or have been associated with armed forces or groups; children in detention; children who suffer from social discrimination; children with mental or physical disabilities; children living with or affected by HIV and AIDS and children suffering from other serious diseases; and children out of school;

Conclusion on Protracted Refugee Situations No. 109 (LXI) - 2009

(k) *Recognizes* that protracted refugee situations can increase the risks to which refugees may be exposed and that, in this respect, there is a need to identify and respond effectively to the specific protection concerns of men, women, girls and boys, in particular, unaccompanied and separated children, adolescents, persons with disabilities, and older persons, who may be exposed to heightened risks, including sexual and gender-based violence and other forms of violence and exploitation; and *encourages* UNHCR and States to pursue age, gender and diversity mainstreaming and participatory approaches with a view to enhancing the safety, well-being and development of refugees and promoting appropriate solutions for them;

Conclusion on refugees with disabilities and other persons with disabilities protected and assisted by UNHCR No. 110 (LXI) - 2010

(g) *Encourages* States, UNHCR and partners to enable children and youth with disabilities to access appropriate protection, assistance and education, and to ensure the inclusion of women and girls with disabilities, protected and assisted by UNHCR, in programmes to prevent and respond to sexual and gender-based violence and other forms of exploitation;

Security Council Resolution 2242 (2015)

14 Recognizing the differential impact on the human rights of women and girls of terrorism and violent extremism, including in the context of their health, education, and participation in public life, and that they are often directly targeted by terrorist groups, and expressing deep concern that acts of sexual and gender-based violence are known to be part of the strategic objectives and ideology of certain terrorist groups, used as a tactic of terrorism, and an instrument to increase their power through supporting financing, recruitment, and the destruction of communities, as described in the Secretary-General's Report on Sexual Violence in Conflict of 23 March 2015 (S/2015/203), and further noting the Global Counterterrorism Forum's good practices on Women and Countering Violent Extremism,

Committee on the Elimination of Discrimination against Women (CEDAW) General recommendation No. 27 on older women and protection of their human rights-2010

38. State parties should pay special attention to the violence suffered by older women in times of armed conflict, the impact of armed conflicts on the lives of older women, and the contribution that older women can make to the peaceful settlement of conflicts and to reconstruction processes. States parties should give due consideration to the situation of older women when addressing sexual violence, forced displacement and the conditions of refugees during armed conflict.

GC2

UNHCR Conclusion on Women and Girls at Risk No. 105 (LV11)- 2006

Recognizing that, while women and girls may be exposed to certain risks, such as trafficking, in any location, the different nature of camp and urban environments can expose women and girls to different protection risks and that in camps, for example, their freedom of movement and capacity to earn a livelihood may be more restricted and they may be more exposed there to sexual and gender-based violence (SGBV), whereas in urban situations, they may be less able to exercise their rights effectively, to access protection and services or reach UNHCR or implementing partner offices,

(d) In certain cases, the presence of one factor or incident may alone be sufficient to require an urgent protection intervention. In others, the presence of a combination of individual and wider protection environment factors will expose women and girls to heightened risk. In still others, if women and girls have been subjected, for instance, to SGBV in the area of origin or during flight, this may leave them at heightened risk in the place of displacement. Continuing assessment is required to monitor threat levels, as they may change over time.

(e) Risk factors in the wider protection environment can arise as a result of and after flight for women and girls and may include problems resulting from insecurity and armed conflict threatening or exposing them to SGBV or other forms of violence; inadequate or unequal access to and enjoyment of assistance and services; lack of access to livelihoods; lack of understanding of women's and men's roles, responsibilities and needs in relation to reproductive healthcare, and

lack of understanding of **the consequences of SGBV on women's and girls' health**; the position of women and girls in the displaced or host community which can result in their marginalization and in discrimination against them; legal systems, which do not adequately uphold the rights of women and girls under international human rights law, including those relating to property; those informal justice practices which violate the human rights of women and girls; asylum systems which are not sensitive to the needs and claims of female asylum-seekers; and mechanisms for delivering protection which do not adequately monitor and reinforce women's and girls' rights.

(f) These factors related to the wider protection environment may be combined with individual risk factors which increase the risks for these women and girls. Individual risk factors can be grouped non-exhaustively under factors relating to their individual civil status or situation in society; **their having already been subject to SGBV and/or their risk of exposure to SGBV or other forms of violence**; and their need for specific health and/or other support services, including in the case of women and girls with disabilities.

(j) secure environments are to be established and strengthened, including by partnerships and actions to:

- Prevent and respond to **SGBV in accordance with international standards** set out in UNHCR and other relevant guidelines, including through provision of quality health services to address the specific needs of women and girls at risk;
- strengthen justice systems to uphold the rights of women and girls and bring perpetrators of **SGBV to justice**, combat trafficking and protect victims; and

Conclusion on Children at Risk No. 107 (LVIII) - 2007

(c) Individual risk factors, including, but not limited to: unaccompanied and separated children, particularly those in child-headed households as well as those accompanied by abusive or exploitative adults; stateless children; adolescents, in **particular girl mothers and their children**; **child victims of trafficking and sexual abuse, including pornography, paedophilia and prostitution**; survivors of torture; survivors of violence, in particular sexual and gender-based violence and other forms of abuse and exploitation; **children who get married under the age specified in national laws and/or children** in forced marriages; children who are or have been associated with armed forces or groups; children in detention; children who suffer from social discrimination; children with mental or physical disabilities; children living with or affected by HIV and AIDS and children suffering from other serious diseases; and children out of school;

Conclusion on Protracted Refugee Situations No. 109 (LXI) - 2009

(k) *Recognizes* that protracted refugee situations can increase the risks to which refugees may be exposed and that, in this respect, there is a need to identify and respond effectively to the specific protection concerns of men, women, girls and boys, in particular, unaccompanied and separated children, adolescents, persons with disabilities, and older persons, **who may be exposed to heightened risks, including sexual and gender-based violence and other forms of violence and exploitation**; and *encourages* UNHCR and States to pursue age, gender and diversity mainstreaming and participatory approaches with a view to enhancing the safety, well-being and development of refugees and promoting appropriate solutions for them;

Conclusion on refugees with disabilities and other persons with disabilities protected and assisted by UNHCR No. 110 (LXI) - 2010

(g) *Encourages* States, UNHCR and partners to enable children and youth with disabilities to access appropriate protection, assistance and education, and to ensure the inclusion of **women and girls with disabilities, protected and assisted by UNHCR, in programmes to prevent and respond to sexual and gender-based violence and other forms of exploitation**;

Security Council Resolution 2242 (2015)

14. Recognizing the differential impact on the human rights of women and girls of terrorism and violent extremism, including in the context of their health, education, and participation in public life, and that they **are often directly targeted by terrorist groups, and expressing deep concern that acts of sexual and gender-based violence are known to be part of the strategic objectives and ideology of certain terrorist groups**, used as a tactic of terrorism, and an instrument to increase their power through supporting financing, recruitment, and the destruction of communities, as

described in the Secretary-General's Report on Sexual Violence in Conflict of 23 March 2015 (S/2015/203), and further noting the Global Counterterrorism Forum's good practices on Women and Countering Violent Extremism,

Committee on the Elimination of Discrimination against Women (CEDAW) General recommendation No. 27 on older women and protection of their human rights-2010

38. State parties should pay special attention to the violence suffered by older women in times of armed conflict, the impact of armed conflicts on the lives of older women, and the contribution that older women can make to the peaceful settlement of conflicts and to reconstruction processes. States parties should give due consideration to the situation of older women when addressing sexual violence, forced displacement and the conditions of refugees during armed conflict.

GC3

Executive Committee of the High Commissioner's Programme, Protecting refugee women: promoting gender equality - Standing Committee 51st meeting 2011

(e) Sanitary materials

28. Access to sufficient and adequate sanitary materials is central to women and girls' dignity and well being. Lack of sanitary pads often has serious health implications and can lead to restricted freedom of movement, resulting in girls missing school or dropping out completely, and women being unable to leave the house to go to work and perform other daily activities.

29. Ten years ago, UNHCR made a commitment to provide sanitary materials to all women and girls of reproductive age receiving assistance from the Office. A survey was conducted in 2010 to assess progress. The survey revealed around 10 per cent progress since the 2009 baseline, with half of UNHCR's country operations fully meeting the target in 2010. It also showed important financial and logistical obstacles to the delivery of sanitary materials to women. Inadequate budget was expressed as a specific constraint by 38 per cent of offices. Other challenges included difficulties in sourcing appropriate materials; difficulties in accessing women and girls of concern; and distribution problems caused by lack of road infrastructure and border restrictions.

30. In addition, women's reproductive health remains a taboo subject in many societies and the question of cultural acceptance of sanitary materials came up strongly in the survey. UNHCR has responded in various ways, including finding culturally acceptable and environmentally responsible measures for hygienic processing, waste management, and local production of sanitary materials, either by local enterprises or by refugees, as an income generating activity. This approach has yielded positive results. For example, in Uganda a micro business employs refugees to produce cheap, environmentally friendly disposable sanitary pads made from local reeds.

31. Next steps for UNHCR:

(i) Continue to ensure regular provision of sanitary materials;

(ii) Provide guidance and share best practices across all operations, including the review of present standards to reflect women's cultural preferences, complementing sanitary kits as appropriate;

(iii) Where possible and appropriate, promote the local purchase and provision of environmentally friendly sanitary materials as a means to reduce transport costs, promote self-reliance and develop local manufacturing capacity.

UNHCR Handbook for the Protection of Women and Girls- 2008

"I won't go to school during 'that time'. The boys laugh and make fun of me. Sometimes I have an accident and it is not possible for me to clean myself. We never have enough materials and when we do they are itchy and uncomfortable. Some girls I know have 'boyfriends' who give them money and they use that to buy sanitary pads so that they can go to school." - Rebecca, a 15-year-old refugee girl in Uganda

"The provision of sanitary materials to all women and girls of concern will become standard practice in all UNHCR assistance programmes." Fifth of UNHCR's Five Commitments to Refugee Women

Challenge: Access to sanitary materials

The lack of sanitary materials has critical implications for the health, safety, and well-being of women and girls. Yet strains on UNHCR's overall budget have meant that UNHCR efforts to achieve its Fifth Commitment have been reached in less than 20 per cent of all camps (where data is available).

Lack of sanitary material undermines their opportunity to participate in community activities, registration, food distribution, training programmes, and employment opportunities. When menstruating, they may be forced to remain in their homes all day and only creep out at night to wash their clothes so as not to be seen. In order to obtain money to buy sanitary materials, some women and girls resort to survival sex, putting them at risk of HIV, pregnancy, and exclusion from their communities.

The lack of sanitary materials severely compromises girls' right to education. Many girls do not attend school when they are menstruating for fear of harassment and ridicule from boys and male teachers. As a result, their academic performance suffers and many eventually drop out.

Actions

- Ensure women and girls at risk can access support, such as medical and psycho-social care, to facilitate their recovery and integration, whether this be in the context of local integration, return, resettlement or other humanitarian programmes.
- Provide culturally appropriate sanitary packs to all women and girls from at least 13 to 49 years of age, based on discussions with them.
- Make sanitary materials and separate washroom facilities available for girls in
- schools.

UNHCR's Commitments to Refugee Women 2001

(5) Prevention and response to sexual and gender-based violence

UNHCR considers the provision of sanitary materials to all women and girls to be standard practice in all assistance program

UN General Assembly Resolution 2 UN General Assembly Resolution 70/169- 2015

Deeply concerned further that the lack of access to adequate water and sanitation services, including for menstrual hygiene management, especially in schools, contributes to reinforcing the widespread stigma associated with menstruation, negatively affecting gender equality and women's and girls' enjoyment of human rights, including the right to education."

Intro Para 14

Security Council Resolution 1820 (2008)

1. Stresses that sexual violence, when used or commissioned as a tactic of war in order to deliberately target civilians or as a part of a widespread or systematic attack against civilian populations, can significantly exacerbate situations of armed conflict and may impede the restoration of international peace and security, affirms in this regard that effective steps to prevent and respond to such acts of sexual violence can significantly contribute to the maintenance of international peace and security, and expresses its readiness, when considering situations on the agenda of the Council, to, where necessary, adopt appropriate steps to address widespread or systematic sexual violence;

3. Demands that all parties to armed conflict immediately take appropriate measures to protect civilians, including women and girls, from all forms of sexual violence, which could include, inter alia, enforcing appropriate military disciplinary measures and upholding the principle of command responsibility, training troops on the categorical prohibition of all forms of sexual violence against civilians, debunking myths that fuel sexual violence, vetting armed and security forces to take into account past actions of rape and other forms of sexual violence, and evacuation of women and children under imminent threat of sexual violence to safety; and requests the Secretary-General, where appropriate, to encourage dialogue to address this issue in the context of broader discussions of conflict resolution between appropriate UN officials and the parties to the conflict, taking into account, inter alia, the views expressed by women of affected local communities;

UNHCR Conclusion on Women and Girls at Risk No. 105 (LV11)- 2006

Paragraph (i)

provide disaggregated data by sex and age; ensure registration on an individual and ongoing basis for refugees, recognizing the need to protect the confidential nature of personal data, and promote mechanisms to identify the internally displaced; strengthen protection monitoring of individuals by working with the community; monitor access to and enjoyment of protection, assistance and services by women and girls;

Committee on the Elimination of Discrimination against Women (CEDAW) General recommendation No. 32 on the gender-related dimensions of refugee status, asylum, nationality and statelessness of women (2014)

16. Gender-related claims to asylum may intersect with other proscribed grounds of discrimination, including age, race, ethnicity/nationality, religion, health, class, caste, being lesbian, bisexual or transgender and other status.¹³ The Committee is concerned that many asylum systems continue to treat the claims of women through the lens of male experiences, which can result in their claims to refugee status not being properly assessed or being rejected. Even though gender is not specifically referenced in the definition of a refugee given in the 1951 Convention relating to the Status of Refugees, it can influence or dictate the type of persecution or harm suffered by women and the reasons for such treatment. The definition in the 1951 Convention, properly interpreted, covers gender-related claims to refugee status. It must be emphasized that asylum procedures that do not take into account the special situation or needs of women can impede a comprehensive determination of their claims. For example, asylum authorities may interview only the male “head of household”, may not provide same-sex interviewers and interpreters to allow women to present their claims in a safe and gender-sensitive environment or may interview women asylum seekers in the presence of their husbands or male family members who may in fact be the source or sources of their complaints.

26. In addition, articles 2, 15 (1) and 16 require States parties to recognize that women may present independent claims to asylum. In this respect, their claims may also be based on fears relating to their children. For example, claims to refugee status may arise from a fear that their daughters will suffer female genital mutilation, be forced into marriage or be subjected to severe community ostracism and exclusion for being girls. The child’s protection claim should also be considered on its own merits in a child-sensitive manner in the best interests of the child. Once the principal claimant is recognized as a refugee, other members of the family should normally also be recognized as refugees (“derivative status”).

42. Asylum procedures of States parties should ensure that women are able to lodge independent asylum applications and be heard separately, even if they are part of a family seeking asylum. States parties should accept that, when the principal claimant is recognized as a refugee, other members of the family should normally also be recognized as refugees (“derivative status”). Just as a child can derive refugee status from the recognition of a parent as a refugee, a parent should be granted derivative status based on the child’s refugee status. It is essential that women who are recognized as refugees, whether in their own right or as derivative status holders, be issued with individual documentation in order to prove their status, be protected from refoulement and secure associated rights.

43. States parties should not deem that a woman asylum seeker lacks credibility for the mere reason of lack of documentation to support her asylum claim. Instead, they should take into account that women in many countries do not possess documentation in their respective countries of origin and seek to establish credibility by other means.

58. Given the critical importance of nationality to the full participation of women in society, the significant number and nature of reservations made by some States parties to article 9 of the Convention undermine the object and purpose of the Convention. The rights to nationality and non-discrimination contained in many other international human rights instruments, which reinforce the equal right of women to nationality, also raise the question of the validity and legal effect of such reservations. The Committee notes with interest the trend towards the withdrawal or, at least, the narrowing of reservations to article 9 and the related tendency of States parties to introduce formal equality of men and women in nationality laws, thereby reducing the risk of

discrimination against women and in particular of statelessness among women and their children

GC5

UNHCR Conclusion on Women and Girls at Risk No. 105 (LV11)- 2006

(d) In certain cases, the presence of one factor or incident may alone be sufficient to require an urgent protection intervention. In others, the presence of a combination of individual and wider protection environment factors will expose women and girls to heightened risk. In still others, if women and girls have been subjected, for instance, to SGBV in the area of origin or during flight, this may leave them at heightened risk in the place of displacement. Continuing assessment is required to monitor threat levels, as they may change over time.

Conclusion on Protracted Refugee Situations No. 109 (LXI) - 2009

(k) *Recognizes* that protracted refugee situations can increase the risks to which refugees may be exposed and that, in this respect, there is a need to identify and respond effectively to the specific protection concerns of men, women, girls and boys, in particular, unaccompanied and separated children, adolescents, persons with disabilities, and older persons, who may be exposed to heightened risks, including sexual and gender-based violence and other forms of violence and exploitation; and *encourages* UNHCR and States to pursue age, gender and diversity mainstreaming and participatory approaches with a view to enhancing the safety, well-being and development of refugees and promoting appropriate solutions for them;

GC6

UN General Assembly 70/176. Taking action against gender-related killing of women and girls- 2016

Remaining alarmed by the high level of impunity with regard to gender-related killing of women and girls and the fact that violence against women and girls is among the least prosecuted and punished crimes in the world,

8. Encourages Member States to criminalize, prosecute and punish rape and other forms of sexual and gender-related violence against women and girls committed in all situations, including situations of conflict, taking into account international standards, and urges, where appropriate, relevant stakeholders to support the development and strengthening of the capacities of national institutions, in particular law enforcement, judicial and health systems, and of local civil society networks to provide sustainable assistance and access to justice to women and girls affected by gender-related violence;

UN General Assembly, 70/138 The girl child- 2016

Deeply concerned about all forms of violence against children, in particular the phenomena that disproportionately affect girls, such as commercial sexual exploitation and child pornography, rape, sexual abuse, domestic violence, trafficking in persons and the use of information and communications technology and social media to perpetrate violence against women and girls, and, in addition, about the corresponding impunity and lack of accountability, and that violence against women and girls is underrecognized and underreported, particularly at the community level, which reflects discriminatory norms that reinforce the lower status of girls in society,

Security Council Resolution 2242 (2015)

14. Urges Member States to strengthen access to justice for women in conflict and post-conflict situations, including through the prompt investigation, prosecution and punishment of perpetrators of sexual and gender-based violence, as well as reparation for victims as appropriate, notes that the fight against impunity for the most serious crimes of international concern committed against women and girls has been strengthened through the work of the International Criminal Court, ad hoc and mixed tribunals, as well as specialized chambers in national tribunals and reiterates its intention to continue forcefully to fight impunity and uphold accountability with appropriate means;

Security Council Resolution 2106 (2013)

2. Notes that sexual violence can constitute a crime against humanity or a constitutive act with respect to genocide; further recalls that rape and other forms of serious sexual violence in armed conflict are war crimes; calls upon Member States to comply with their relevant obligations to continue to fight impunity by investigating and prosecuting those subject to their jurisdiction who are responsible for such crimes; encourages Member States to include the full range of crimes of sexual violence in national penal legislation to enable prosecutions for such acts; recognizes that effective investigation and documentation of sexual violence in armed conflict is instrumental both in bringing perpetrators to justice and ensuring access to justice for survivors;

3. Notes that the fight against impunity for the most serious crimes of international concern committed against women and girls has been strengthened through the work of the ICC, ad hoc and mixed tribunals, as well as specialized chambers in national tribunals; reiterates its intention to continue forcefully to fight impunity and uphold accountability with appropriate means;

Security Council Resolution 1820 (2008)

4. Notes that rape and other forms of sexual violence can constitute a war crime, a crime against humanity, or a constitutive act with respect to genocide, stresses the need for the exclusion of sexual violence crimes from amnesty provisions in the context of conflict resolution processes, and calls upon Member States to comply with their obligations for prosecuting persons responsible for such acts, to ensure that all victims of sexual violence, particularly women and girls, have equal protection under the law and equal access to justice, and stresses the importance of ending impunity for such acts as part of a comprehensive approach to seeking sustainable peace, justice, truth, and national reconciliation.

UNHCR Conclusion on Women and Girls at Risk No. 105 (LVII) - 2006

Paragraph (j)

strengthen justice systems to uphold the rights of women and girls and bring perpetrators of SGBV to justice, combat trafficking and protect victims; and

Paragraph (o)

Help secure the access of women and girls at risk to justice and reduce impunity, including by advising, accompanying and supporting them through initiatives such as women's legal clinics, local women's associations, witness relocation programmes and mobile courts in remote areas;

Committee on the Elimination of Discrimination against Women (CEDAW) General recommendation No. 32 on the gender-related dimensions of refugee status, asylum, nationality and statelessness of women (2014)

29. The Committee acknowledges that, as a matter of international law, the authorities of the country of origin are primarily responsible for providing protection to the citizens, including ensuring that women enjoy their rights under the Convention, and that it is only when such protection is not available that international protection is invoked to protect the basic human rights that are seriously at risk. However, the Committee notes that the fact that a woman asylum seeker has not sought the protection of the State or made a complaint to the authorities before her departure from her country of origin should not prejudice her asylum claim, especially where violence against women is tolerated or there is a pattern of failure in responding to women's complaints of abuse. It would not be realistic to require her to have sought protection in advance of her flight. She may also lack confidence in the justice system and access to justice or fear abuse, harassment or retaliation for making such complaints.

Committee on the Elimination of Discrimination against Women (CEDAW) General recommendation No. 27 on older women and protection of their human rights (2010)

50. States parties should adopt appropriate gender- and age-sensitive laws and policies to ensure the protection of older women with refugee status or who are stateless, as well as those who are internally displaced or are migrant workers.

UN General Assembly, 32/19. Accelerating efforts to eliminate violence against women: preventing and responding to violence against women and girls, including indigenous women and girls- 2016

4. Continues to express particular concern at the systemic and structural discrimination and violence faced by women human rights defenders of all ages, including indigenous women and girl human rights defenders, and calls upon States to exercise due diligence in preventing violations and abuses against all human rights defenders, including through practical steps, to prevent threats, harassment and violence, and in combating impunity by ensuring that those responsible for violations and abuses, including gender based violence and threats, committed by State or non-State actors, including online, are promptly brought to justice through impartial investigations;

UN General Assembly 70/161. Human rights defenders in the context of the Declaration on the Right and Responsibility of Individuals, Groups and Organs of Society to Promote and Protect Universally Recognized Human Rights and Fundamental Freedoms- 2015

Gravely concerned by the considerable and increasing number of allegations and communications of a serious nature received by special procedures of the Human Rights Council on the risks faced by human rights defenders, including women human rights defenders, and the prevalence of impunity for violations and abuses against them in many countries, where they face threats, harassment and attacks and suffer insecurity, including through restrictions on the rights to freedom of opinion, expression, association or peaceful assembly, abuse of criminal or civil proceedings, or acts of intimidation and reprisal intended to prevent their cooperation with the United Nations and other international bodies in the field of human rights,

4. Urges States to acknowledge through public statements, policies or laws the important and legitimate role of individuals, groups and organs of society, including human rights defenders, in the promotion of human rights, democracy and the rule of law, as essential components of ensuring their recognition and protection, including by condemning publicly all cases of violence and discrimination against human rights defenders, including women human rights defenders, underlining that such practices can never be justified;

7. Urges non-State actors to respect and promote the human rights and fundamental freedoms of all persons and to refrain from undermining the capacity of human rights defenders, including women human rights defenders, to operate free from hindrance and insecurity;

14. Continues to express particular concern about systemic and structural discrimination and violence faced by women human rights defenders of all ages, and reiterates its strong call upon States to take appropriate, robust and practical steps to protect them and to integrate a gender perspective into their efforts to create a safe and enabling environment for the defence of human rights, as called for by the General Assembly in its resolution 68/181;

21. Encourages leaders in all sectors of society and in their respective communities, including political, military, social and religious leaders and leaders in business and the media, to express public support for the important and legitimate role of human rights defenders in society, including women human rights defenders, and in any cases of violence and discrimination against them to take a clear stance in rejection of such practices;

27. Requests all concerned United Nations agencies and organizations, within their mandates, to provide all possible assistance and support to the Special Rapporteur for the effective fulfilment of his or her mandate, including in the context of country visits and through suggestions on ways and means of ensuring the protection of human rights defenders, including women human rights defenders;

CEDAW General recommendation No. 30 on women in conflict prevention, conflict and post-conflict situations

37. Gender-based violence also leads to multiple additional human rights violations, such as State or non-State attacks on women's rights defenders, which undermine women's equal and meaningful participation in political and public life. Conflict-related gender-based violence results in a vast range of physical and psychological consequences for women, such as injuries and disabilities, increased risk of HIV infection and risk of unwanted pregnancy resulting from

sexual violence. There is a strong association between gender-based violence and HIV, including the deliberate transmission of HIV, used as a weapon of war, through rape.

GC8

UNHCR Conclusion on Women and Girls at Risk No. 105 (LVII) - 2006

paragraph (p)

30. In line with the Convention, States parties are required to take proactive measures to ensure that the legally recognized grounds of persecution, including those enumerated in the 1951 Convention relating to the Status of Refugees (race, religion, nationality, membership of a particular social group and political opinion), **are given a gender-sensitive interpretation.** In addition, gender may be used as a factor in recognizing membership of a particular social group or indeed as an identifying characteristic of such a group for purposes of granting refugee status under the 1951 Convention. **States parties are also encouraged to add sex and or gender as an additional ground for refugee status in their national legislation.**

GC9

UNHCR Conclusion on Women and Girls at Risk No. 105 (LVII) - 2006

(f) These factors related to the wider protection environment may be combined with individual risk factors which increase the risks for these women and girls. Individual risk factors can be grouped non-exhaustively under factors relating to their individual civil status or situation in society; **their having already been subject to SGBV and/or their risk of exposure to SGBV or other forms of violence; and their need for specific health and/or other support services, including in the case of women and girls with disabilities.**

Paragraph (i)

prevent and respond to SGBV in accordance with international standards set out in UNHCR and other relevant guidelines,¹ including through provision of quality health services to address the **specific needs of women and girls at risk;** strengthen **justice systems to uphold the rights of women** and girls and bring perpetrators of SGBV to justice, combat trafficking and protect victims; and

GC10

UNHCR Conclusion on Women and Girls at Risk No. 105 (LVII) - 2006

Paragraph (k)

strengthen women's and girls' capacities, including by enabling their access to quality education, including secondary education, in safe school environments and by enhancing food security, livelihood opportunities, **freedom of movement and economic independence,** including where appropriate through access to labour markets; and

GC11

Security Council Resolution 2242 (2015)

Recognizing the significance of the fifteen-year anniversary of resolution 1325 (2000), the progress made as well as the opportunity and need for far greater implementation of the women, peace and security agenda, **remaining deeply concerned by the frequent under-representation of women in many formal processes and bodies related to the maintenance of international peace and security, the relatively low number of women in senior positions in political, peace and security - related national, regional and international institutions, the lack of adequate gender sensitive humanitarian responses and support for women's leadership roles in these settings, insufficient financing for women, peace and security, and the resulting detrimental impact on** the maintenance of international peace and security,

Sendai Framework for Disaster Risk Reduction 2015-2030

19 (d) Disaster risk reduction requires an all-of-society engagement and partnership. It also requires empowerment and inclusive, accessible and non discriminatory participation, **paying**

special attention to people disproportionately affected by disasters, especially the poorest. A gender, age, disability and cultural perspective should be integrated in all policies and practices, and women and youth leadership should be promoted. In this context, special attention should be paid to the improvement of organized voluntary work of citizens;

36 (i) Women and their participation are critical to effectively managing disaster risk and designing, resourcing and implementing gender-sensitive disaster risk reduction policies, plans and programmes; and adequate capacity building measures need to be taken to empower women for preparedness as well as to build their capacity to secure alternate means of livelihood in post-disaster situations;

UNHCR Conclusion on Women and Girls at Risk No. 105 (LVII) - 2006

(i) mobilize women, men, girls and boys of all ages and diverse backgrounds as equal partners together with all relevant actors in participatory assessments to ensure their protection concerns, priorities, capacities and proposed solutions are understood and form the basis of protection strategies and solutions;

General Conclusion on International Protection No. 108 (LIX) - 2008

(h) Recognizes the importance for States to promote an age, gender and diversity-sensitive approach, taking into account such information in the implementation of applicable international refugee instruments;

GC12

UN Security Council, Report of the Secretary-General on conflict-related sexual violence- 2016

(f) To include in government protocols the specific and distinct needs of female and male victims of sexual violence, and train health-care providers on how to respond to survivors of any age or sex, noting that male and lesbian, gay, bisexual, transgender and intersex victims should be included within the scope of protection provided under national law;

(g) To improve conviction rates for crimes of sexual violence by integrating legal support options with medical and psychosocial care and improving the reach of these services in conflict-affected areas, as well as removing the barriers to reporting by providing free treatment and medical certificates and ending the practice of mandatory police reporting as a precondition to access to care;

(h) To continue to draw upon existing rosters of professionals trained in dealing with sexual and gender-based violence in order to ensure appropriate and timely documentation and investigation of these crimes;

(m) To train all peacekeeping personnel on gender sensitivity, sexual exploitation and abuse prevention and addressing conflict-related sexual violence as a mandatory component of predeployment training, and to ensure that this consideration is integrated into the performance and operational readiness standards against which troops are assessed;

Security Council Resolution 1888 (2009)

Welcoming the inclusion of women in peacekeeping missions in civil, military and police functions, and recognizing that women and children affected by armed conflict may feel more secure working with and reporting abuse to women in peacekeeping missions, and that the presence of women peacekeepers may encourage local women to participate in the national armed and security forces thereby helping to build a security sector that is accessible and responsive to all, especially women,

Agenda for protection (2003)

4. Prevention of age-based and sexual and gender-based violence

States, UNHCR and other relevant actors to adopt measures to ensure that gender and age-sensitive prevention and response mechanisms, including remedial actions, to sexual and gender-based violence and exploitation, including a complaints mechanism and an appropriate staff accountability framework, are an integral part of all programmes in all refugee contexts, and include relevant educational and awareness-building programmes targeting men, women and children.²⁰

UNHCR and its partners to set in place a clear accountability structure for the protection of refugee women and refugee children from age-based and sexual and gender-based violence and ensure that applicable codes of conduct are respected in all humanitarian operations. States, UNHCR and other humanitarian partners to conduct training and capacity-building on the rights and needs of survivors of sexual exploitation, violence and abuse.

Committee on the Elimination of Discrimination against Women (CEDAW) General recommendation No. 32 on the gender-related dimensions of refugee status, asylum, nationality and statelessness of women (2014)

44. States parties should ensure that their border police and immigration officials are adequately trained, supervised and monitored for gender-sensitivity and non-discriminatory practices when dealing with women asylum seekers and refugees. They should ensure that they adopt and implement a gender-sensitive approach of a proper identification system for women asylum seekers and refugees that is not based on prejudices and stereotyped notions of women, including for victims of trafficking and/or sexual exploitation.⁴⁴

UNHCR Conclusion on Women and Girls at Risk No. 105 (LVII) – 2006

- (i) promote gender balance in staff recruitment and take active measures to increase the number of female professionals working in the field;
- (j) establish and/or implement codes of conduct, including on the elimination of sexual exploitation and abuse, for all humanitarian staff, including those working in the delivery of services and for other staff in authority, such as border guards, and ensure that confidential and accessible complaints systems are in place which include investigation and follow-up, so as to encourage the reporting of abuse and exploitation where codes of conduct are breached.

GC13

Security Council Resolution 2122 (2013)

Expressing concern at women's exacerbated vulnerability in armed conflict and post-conflict situations particularly in relation to forced displacement, as a result of unequal citizenship rights, gender-biased application of asylum laws, and obstacles to registering and accessing identity documents which occur in many situations,

UNHCR Conclusion on Identification, Prevention and Reduction of Statelessness and Protection of Stateless Persons No. 106 (LVII) - 2006

- (j) *Notes* that statelessness may arise as a result of restrictions applied to parents in passing on nationality to their children; denial of a woman's ability to pass on nationality; renunciation without having secured another nationality; automatic loss of citizenship from prolonged residence abroad; deprivation of nationality owing to failure to perform military or alternative civil service; loss of nationality due to a person's marriage to an alien or due to a change in nationality of a spouse during marriage; and deprivation of nationality resulting from discriminatory practices; and *requests* UNHCR to continue to provide technical advice in this regard;

UNHCR Conclusion on Women and Girls at Risk No. 105 (LVII) - 2006

Paragraph (i)

provide disaggregated data by sex and age; ensure registration on an individual and ongoing basis for refugees, recognizing the need to protect the confidential nature of personal data, and promote mechanisms to identify the internally displaced; strengthen protection monitoring of individuals by working with the community; monitor access to and enjoyment of protection, assistance and services by women and girls;

11. Better registration and documentation of refugees

States, UNHCR and other relevant partners to use registration data to identify and make specific assistance and protection arrangements, where appropriate, for: women with any special protection concerns, unaccompanied and separated children, child- and single-headed households, as well as handicapped refugees and the elderly.

- (j) Secure environments are to be established and strengthened, including by partnerships and actions to:

ensure the individual documentation of refugee women and separated and unaccompanied refugee girls and register births, marriages and divorces in a timely manner;

GC14

UNHCR, Policy Framework And Implementation Strategy: UNHCR's Role In Support Of The Return And Reintegration Of Displaced Populations, 2008 4. Experience has shown that return and reintegration is not a simple reversal of displacement, but a dynamic process involving individuals, households and communities that have changed as a result of their experience of being displaced, often for protracted periods. One or more generations may have been born and raised in exile, for example. Women are likely to have taken on new roles as head of families and breadwinners. Returnees may not speak the local language, and may have absorbed a range of cultural influences viewed as 'foreign' by receiving communities.

C. Participatory and community-based approaches

40. Refugees, IDPs and local communities are the key actors in the reintegration process. Particular efforts will therefore be made to identify their skills, capacities, aspirations and needs, and to understand how these attributes are affected by issues such as gender, age, ethnic origin, socio-economic profile, physical and mental well-being. UNHCR underlines the importance of employing the "Age, gender and diversity mainstreaming" approach to all reintegration activities, and in this context recognizes the particular contribution that women can make to the tasks of post-conflict reconciliation, reconstruction and peacebuilding. The empowerment of women and the promotion of gender equality will consequently be central to UNHCR's efforts in this domain.

B. Protection, reconciliation and the rule of law

38. Refugees and IDPs who return to their homes on a voluntary basis and with full respect for their human rights are most likely to have a positive engagement with the reintegration and peacebuilding processes. In formulating reintegration projects, issues of protection, non-discrimination and gender equity, minority rights, access to justice and the rule of law, recognition of land ownership and property rights must be considered a high priority.

58. As part of its role in the facilitation of return, UNHCR will engage in core protection-related activities that support the restoration of national protection and the rule of law, including returnee monitoring. These activities will focus on addressing immediate protection needs that are linked to the ongoing effects of conflict and displacement and will normally focus on mechanisms to secure housing, land and property rights, ensure safe places of return, access to national documentation, non-discriminatory access to services, respect for minority rights, prevention of and response to sexual and gender-based violence, and legal assistance. UNHCR will also seek to contribute to the effective functioning of national judicial and law enforcement structures, including civilian police, where appropriate. Support will be provided to nascent protection structures, including Human Rights Commissions and NGOs offering legal advice and support.

UN Security Council, Security Council resolution 1888 (2009)

13. Encourages States, with the support of the international community, to increase access to health care, psychosocial support, legal assistance and socio economic reintegration services for victims of sexual violence, in particular in rural areas;

UN Security Council, Security Council resolution 1960 (2010)

Reaffirming the importance for States, with the support of the international community, to increase access to health care, psychosocial support, legal assistance, and socio-economic reintegration services for victims of sexual violence, in particular in rural areas, and taking into account the specific needs of persons with disabilities,

UN Security Council, Security Council resolution 2027 (2011)

2. Decides that in addition to paragraph 1 above, BNUB shall also continue to support the Government of Burundi in the following areas:

(a) Supporting the efforts of the Government and the international community to focus on the socio-economic development of women and youth and the socio-economic reintegration of conflict-affected populations in particular, and advocating for resource mobilization for Burundi;

GC15

Transforming our world: the 2030 Agenda for Sustainable Development

Goal 5. Achieve gender equality and empower all women and girls:

5.a Undertake reforms to give women equal rights to economic resources, as well as access to ownership and control over land and other forms of property, financial services, inheritance and natural resources, in accordance with national laws

UNHCR Conclusion on Women and Girls at Risk No. 105 (LVII) - 2006

Paragraph (p)

promote respect for women's and girls' equal rights to make a free and informed choice to return voluntarily and to their equal access to land and property in the country of origin, and incorporate measures to ensure adequate ongoing assistance and support in the country of origin for those at risk into tripartite voluntary repatriation agreements;

Committee on the Elimination of Discrimination against Women (CEDAW) General recommendation No. 32 on the gender-related dimensions of refugee status, asylum, nationality and statelessness of women (2014)

55. Naturalization requirements may also indirectly discriminate against women because they may require the fulfilment of conditions or criteria that may be more difficult to meet for women than for men, such as acquiring proficiency in a host State's language, which may be more difficult for women, including stateless women, who have suffered prior or current impediment of their right of access to formal education. Other requirements such as economic self-sufficiency or property ownership may also be more difficult for women to meet as individuals. Situations of statelessness following marriage to a foreigner and naturalization requirements, as mentioned in paragraph 54 above, can lead to women being dependent on men economically, socially, culturally and linguistically and, in turn, expose women to an increased risk of exploitation.

GC16

UN Security Council, Report of the Secretary-General on conflict-related sexual violence- 2016

15. When security deteriorates, women and girls often find their mobility greatly restricted. They currently face grave threats when passing checkpoints in Myanmar, South Sudan, the Syrian Arab Republic and Yemen; using public transportation, which may be operated by ex-combatants, as in parts of Côte d'Ivoire and Mali; and at every stage of the displacement cycle, including in the camps or urban settlements in which they seek refuge. During the reporting period, a mass migration crisis occurred, which included conflict-related sexual violence as a deliberate form of persecution to displace populations in the Horn of Africa, Iraq and the Syrian Arab Republic. As a result, more than 950,000 new refugees and migrants reached Europe. Reports have emerged of people-smugglers demanding sex as "payment of passage" and of an evolving criminal infrastructure designed to exploit refugees, in particular unaccompanied minors, including for trafficking, commercial sex and sexual slavery. Given these cross-border dynamics, it is critical that effective regional and subregional cooperation be undertaken to close corridors for trafficking in persons.

70. The majority of internally displaced persons are women and children, who face serious risks of sexual exploitation. Adolescent girls and women who are heads of household are particularly at risk. In interviews with female refugees in neighbouring Jordan, Lebanon and Turkey, fear of rape is cited as a major factor inducing flight from the Syrian Arab Republic. Tragically, many refugees and asylum seekers face renewed risks of sexual violence, including forced prostitution and trafficking for sexual purposes by criminal elements. Both inside the Syrian Arab Republic and in neighbouring countries, child marriage is often used as a negative coping strategy. In some contexts, displaced and refugee women lack residency and work permits in their own name and are therefore at risk of exploitation. Syrian women encounter serious challenges in attempting to register their children and face long-term social and security implications as a result.

87. In camps and host communities, women and girls continue to face rape, forced

marriage and “survival sex” to meet their families’ needs. UNHCR identifies 676 households affected by sexual assault, with the highest proportion reported in Taraba, Adamawa and Borno States. Overcrowded camps, which afford limited privacy or socioeconomic opportunity, exacerbate this risk. A significant proportion of households in Adamawa, Borno and Gombe States reported cases of forced or early marriage. Progress was noted in late 2015 in the management of internally displaced persons camps, although psychosocial support and reproductive health care remain limited.

91.(c) To give due consideration to recognizing conflict-related sexual violence as a form of persecution that may serve as grounds for refugee status, in the light of its use as a tactic to induce displacement;

(d) To ensure that all refugee-receiving countries provide information on the services available to sexual violence survivors, ensure sustainable psychosocial support and provide survivors with the option to document their cases for future accountability processes;

UNHCR 2015 Global Child Protection, Education & SGBV Strategy Implementation Report

Action Area 2: Survival Sex As A Coping Mechanism In Situations Of Displacement Is Addressed Depending on the specific country context, addressing the problem of survival sex has been approached in different ways, with some operations focusing on providing access to alternative income generating activities, and others aiming to prevent communities from resorting to negative coping mechanisms. UNHCR and partners continued to provide persons of concern with reproductive health care and contraception in order to reduce the risk of HIV. Identifying persons involved in survival sex can be difficult in certain operations due to stigma and discrimination.

Security Council Resolution 2231 (2016)

8. Stresses that acts of trafficking in persons in armed conflict and sexual and gender-based violence in conflict, including when it is associated to trafficking in persons in armed conflict, can be part of the strategic objectives and ideology of, and used as a tactic by certain terrorist groups, by, inter alia, incentivizing recruitment; supporting financing through the sale, trade and trafficking of women, girls and boys; destroying, punishing, subjugating, or controlling communities; displacing populations from strategically important zones; extracting information for intelligence purposes from male and female detainees; advancing ideology which includes the suppression of women’s rights and the use of religious justification to codify and institutionalize sexual slavery and exert control over women’s reproduction; and therefore encourages all relevant actors at the national, regional and international level to ensure that such considerations are taken into account, in accordance with their obligations under international law and national laws;

9. Underlines further that achieving the strategic objectives noted above may entail the use of various forms of sexual violence in conflict, also when associated with trafficking in persons in the context of armed conflict, including, inter alia, rape, sexual slavery, forced prostitution and forced pregnancy, and notes that these different forms of sexual violence in conflict may require tailored programmatic responses including specialized medical and psychosocial assistance and analysis as a basis for action; UNHCR Policy on Refugee Protection and Solutions in Urban Areas: September 2009

10. Affirms that victims of trafficking in persons in all its forms, and of sexual violence, committed by terrorist groups should be classified as victims of terrorism with the purpose of rendering them eligible for official support, recognition and redress available to victims of terrorism, have access to national relief and reparations programmes, contribute to lifting the sociocultural stigma attached to this category of crime and facilitate rehabilitation and reintegration efforts; furthermore emphasizes that survivors should benefit from relief and recovery programmes, including health care, psychosocial care, safe shelter livelihood support and legal aid and that services should include provision for women with children born as a result of wartime rape, as well as men and boys who may have been victims of sexual violence in conflict, including when it is associated with trafficking in persons in armed conflict;

UNHCR. Action against Sexual and Gender-Based Violence: An Updated Strategy- 2011

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

- Prevention: recommended actions
- 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.

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.

UNHCR Policy on Refugee Protection and Solutions in Urban Areas 2009

81. UNHCR will make particular efforts to reach out and respond to the needs of refugee women and girls, especially those who are destitute and who may resort to survival sex and other negative coping mechanisms. Programmes that are designed to offer women and girls constructive and productive alternatives to such mechanisms will be formulated, drawing on effective practices in past and current operations.

115. Given the need to prioritize its efforts and allocation of resources, UNHCR will focus on the provision of services to those refugees and asylum seekers whose needs are most acute. While these priorities will vary from city to city, they will usually include:

- safeguarding the well-being of pregnant and lactating women, children under five, unaccompanied and separated children, older people and those who are seriously ill, including those with HIV and TB;
- providing care and counselling to people with specific needs, especially people with disabilities, those who are traumatized or mentally ill, victims of torture and SGBV, as well as those with complex diseases requiring specialized care; and,

130. UNHCR is fully aware that the minimization and premature termination of the assistance it provides to urban refugees may be contrary to the organization's commitment to the principles of AGDM. As one UNHCR report has pointed out, "ensuring the healthy development of children and assisting refugee women engaged in building the future of their family must mean a level of engagement which goes some way beyond providing the minimum level of support for the shortest possible time." This observation will be taken into full account in the implementation of UNHCR's urban refugee policy, drawing on the specialized expertise of UNICEF and other relevant agencies.

UNHCR Handbook for the Protection of Women and Girls- 2008

In camps (continued):

Sexual and gender-based violence (SGBV), including domestic violence and alcohol abuse, increases in such circumstances. Women and girls may be attacked as they look for firewood or water outside the camp. Lack of, or biases in, judicial systems and/or in traditional justice mechanisms often leave them with no redress or result in further stigmatization and discrimination. As financial resources are depleted, adolescent girls are married off at increasingly younger ages. For some women and girls, survival sex becomes the only way to support themselves and their families.

Challenge: Poverty and gender bias

For those girls who do go to school, some may have to pay related costs by resorting to survival sex or poorly paid work. Others fall behind in their studies and drop out before they have acquired sufficient literacy and numeracy skills due to conflicting priorities, including household duties or marriage.

Challenge: Negative coping mechanisms

Participatory assessments have shown that young girls and women are forced to adopt negative coping mechanisms in order to survive and some are forced into survival sex. Sometimes, adolescent girls are given away in marriage to men twice their age so that the bride price received for the girl can allow the rest of the family to survive or enable a male member in the

family to marry or set up a small business.

Challenge: Sexual exploitation

Food insecurity is not only linked with malnutrition; it can also result in sexual exploitation. Those who have surplus food (or non-food items) have power over those who have no food and those who distribute food are usually men. Women and girls may be compelled to engage in survival sex because they lack a livelihood and desperately need food for themselves and their families. In some instances, humanitarian workers and peacekeepers have demanded sexual favours in return for food or money.

Security Council Resolution 2122 (2013)

Expressing deep concern at the full range of threats and human rights violations and abuses experienced by women in armed conflict and post-conflict situations, recognizing that those women and girls who are particularly vulnerable or disadvantaged may be specifically targeted or at increased risk of violence, and recognizing in this regard that more must be done to ensure that transitional justice measures address the full range of violations and abuses of women's human rights, and the differentiated impacts on women and girls of these violations and abuses as well as forced displacement, enforced disappearances, and destruction of civilian infrastructure,

Reiterating its strong condemnation of all violations of international law committed against and/or directly affecting civilians, including women and girls in armed conflict and post-conflict situations, including those involving rape and other forms of sexual and gender-based violence, killing and maiming, obstructions to humanitarian aid, and mass forced displacement

UNHCR Conclusion on Women and Girls at Risk No. 105 (LVII) - 2006

(p) Recommended longer-term responses and solutions include partnerships and actions to: ensure support, such as medical and psychosocial care, is available to women and girls at risk to facilitate their recovery and integration, whether this be in the context of local integration, return, resettlement or other humanitarian programmes.

Committee on the Elimination of Discrimination against Women (CEDAW) General recommendation No. 32 on the gender-related dimensions of refugee status, asylum, nationality and statelessness of women (2014)

15. Gender-related forms of persecution are forms of persecution that are directed against a woman because she is a woman or that affect women disproportionately. The Committee observes that understanding the way in which women's rights are violated is critical to the identification of those forms of persecution. The Committee notes that violence against women that is a prohibited form of discrimination against women is one of the major forms of persecution experienced by women in the context of refugee status and asylum. Such violence, just as other gender-related forms of persecution, may breach specific provisions of the Convention. Such forms are recognized as legitimate grounds for international protection in law and in practice. They may include the threat of female genital mutilation, forced/early marriage, threat of violence and/or so-called "honour crimes", trafficking in women,¹¹ acid attacks, rape and other forms of sexual assault, serious forms of domestic violence, the imposition of the death penalty or other physical punishments existing in discriminatory justice systems, forced sterilization,¹² political or religious persecution for holding feminist or other views and the persecutory consequences of failing to conform to gender-prescribed social norms and mores or for claiming their rights under the Convention.

GC17

Transforming our world: the 2030 Agenda for Sustainable Development- 2015

20. Realizing gender equality and the empowerment of women and girls will make a crucial contribution to progress across all the Goals and targets. The achievement of full human potential and of sustainable development is not possible if one half of humanity continues to be denied its full human rights and opportunities. Women and girls must enjoy equal access to quality education, economic resources and political participation as well as equal opportunities with men and boys for employment, leadership and decision-making at all levels. We will work for a significant increase in investments to close the gender gap and strengthen support for

institutions in relation to gender equality and the empowerment of women at the global, regional and national levels. All forms of discrimination and violence against women and girls will be eliminated, including through the engagement of men and boys. The systematic mainstreaming of a gender perspective in the implementation of the Agenda is crucial.

Security Council Resolution 2106 (2013)

1. Urges Member States, in light of the High-level Review, to assess strategies and resourcing in the implementation of the women, peace and security agenda, reiterates its call for Member States to ensure increased representation of women at all decision-making levels in national, regional and international institutions and mechanisms for the prevention, and resolution of conflict, encourages those supporting peace processes to facilitate women's meaningful inclusion in negotiating parties' delegations to peace talks, calls upon donor countries to provide financial and technical assistance to women involved in peace processes, including training in mediation, advocacy, and technical areas of negotiation, as well as providing support and training to mediators and technical teams on the impact of women's participation and strategies for women's effective inclusion, further encourages the meaningful participation of civil society organizations at international and regional peace and security meetings, as appropriate, including donor conferences to help ensure gender considerations are integrated in the development, prioritization, coordination, and implementation of policies and programmes, and encourages the hosts of such meetings to give due consideration to facilitating a cross representation of civil society participants;

5 (c) Expresses its intention to invite civil society, including women's organizations, to brief the Council in country-specific considerations and relevant thematic areas, as well as the Under-Secretary-General/Executive Director of UN-Women and the Under-Secretary-General/Special Representative of the Secretary-General on Sexual Violence in Conflict to brief more regularly on country situations and relevant thematic areas of work on its agenda including on matters of urgency for women and girls in conflict and crisis;

6. Expresses its intention, when adopting or renewing targeted sanctions in situations of armed conflict, to consider designating, as appropriate, those actors, including those in terrorist groups, engaged in violations of international humanitarian law and violations and abuses of human rights, including sexual and gender-based violence, forced disappearances, and forced displacement, and commits to ensuring that the relevant expert groups for sanctions committees have the necessary gender expertise;

11. Emphasizes the important role that can be played by women, civil society, including women's organizations, and formal and informal community leaders in exerting influence over parties to armed conflict with respect to addressing sexual violence;

Security Council Resolution 1889 (2009)

Noting that despite progress, obstacles to strengthening women's participation in conflict prevention, conflict resolution and peacebuilding remain, expressing concern that women's capacity to engage in public decision making and economic recovery often does not receive adequate recognition or financing in post-conflict situations, and underlining that funding for women's early recovery needs is vital to increase women's empowerment, which can contribute to effective post-conflict peacebuilding,

Noting that women in situations of armed conflict and post-conflict situations continue to be often considered as victims and not as actors in addressing and resolving situations of armed conflict and stressing the need to focus not only on protection of women but also on their empowerment in peacebuilding,

UNHCR Conclusion on Women and Girls at Risk No. 105 (LVII) - 2006

(i) mobilize women, men, girls and boys of all ages and diverse backgrounds as equal partners together with all relevant actors in participatory assessments to ensure their protection concerns, priorities, capacities and proposed solutions are understood and form the basis of protection strategies and solutions;

(k) Strengthen women's leadership, including by enhancing their representation and meaningful participation in displaced community and camp management committees, in decision making, and in dispute resolution systems, by enhancing their access to and control over services and

resources, promoting their rights and leadership skills and supporting implementation of UNHCR's Five Commitments to Refugee Women;

GC18

UN General Assembly, 70/138 The girl child- 2016

Deeply concerned about the serious social problem of child-headed households, in particular those headed by girls, which may result from the death of parents and legal guardians and other economic, social and political realities, and that the impact of the HIV and AIDS epidemic, including illness and mortality, the erosion of the extended family, the exacerbation of poverty, unemployment and underemployment and migration, as well as urbanization, have contributed to the increase in the number of child-headed households,

Deeply concerned further that despite its widespread practice, child, early and forced marriage is still underreported, recognizing that this requires further attention and that child, early and forced marriage exposes the girl child to greater risk of HIV and sexually transmitted infections, often leads to premature sexual relations, early pregnancy and early childbearing and increases the risk of obstetric fistula and high levels of maternal mortality and morbidity, and furthermore entails complications during pregnancy and childbirth, which often lead to disability, stillbirth and maternal death, particularly for young women and girls, which require appropriate prenatal and postnatal health-care services for mothers, including in the area of skilled birth attendance and emergency obstetric care, and noting with concern that this reduces girls' opportunities to complete their education, gain comprehensive knowledge, participate in the community or develop employable skills and is likely to have a long-term adverse impact on their employment opportunities, their quality of life and that of their children, and violates and impairs the full enjoyment of their human rights,

UNHCR policy on refugee protection and solutions in urban areas- 2009

36. In urban settings, the AGDM approach may have some specific characteristics and implications. For example, while young refugee men are not normally considered to be particularly vulnerable, those who work illegally and in the informal sector of cities and towns may be at particular risk of detention, deportation, exploitative and hazardous employment. Refugee women and girls may also be threatened if steps are not taken to address the diminished role and self-esteem of men when they lose their role as family breadwinner.

UNHCR Conclusion on Women and Girls at Risk No. 105 (LVII) - 2006

(p) promote respect for women's and girls' equal rights to make a free and informed choice to return voluntarily and to their equal access to land and property in the country of origin, and incorporate measures to ensure adequate ongoing assistance and support in the country of origin for those at risk into tripartite voluntary repatriation agreements;

GC19

UN General Assembly, 70/138 The girl child- 2016

25. Urges all States and the international community to respect, promote and protect the rights of the girl child, taking into account the particular vulnerabilities of the girl child in pre-conflict, conflict and post-conflict situations and in climate related and other hazards and natural disasters, as well as in other humanitarian emergencies, all of which may result in the creation of child-headed households, and also urges States to take special measures for the protection of girls in all phases of humanitarian emergencies, from relief to recovery, and in particular to ensure that children have access to basic services, which include clean water, including safe drinking water, sanitation and hygiene, to protect them from sexually transmitted infections, including HIV infection, gender-based violence, including rape, sexual abuse and sexual exploitation, torture, abduction and trafficking, including forced labour, paying special attention to refugee and displaced girls, and to take into account their special needs in disarmament, demobilization, rehabilitation assistance and reintegration processes

CEDAW General recommendation No. 27 on older women and protection of their human rights- 2010

18. Older women with refugee status or who are stateless or asylum-seekers, as well as those who are migrant workers or internally displaced, often face discrimination, abuse and neglect. Older women affected by forced displacement or statelessness may suffer from post-traumatic stress syndrome, which may not be recognized or treated by health-care providers. Older refugee and internally displaced women are sometimes denied access to health care because they lack legal status or legal documents and/or are resettled far from health-care facilities. They may also experience cultural and language barriers in accessing services.

UNHCR policy on refugee protection and solutions in urban areas- 2009

48. Second, UNHCR will provide appropriate facilities in the waiting rooms and reception areas that are established in urban areas. Such facilities will include access to clean drinking water and bathrooms, adequate shade or heat, and special facilities for people with disabilities and women, especially pregnant and lactating mothers. UNHCR will engage with UNICEF in the establishment of child-friendly spaces in reception areas.

Agenda for Protection 2003

7. Achievement of self-reliance for refugees

In this regard also, UNHCR and States to look at relief-substitution strategies, tapping in particular the resourcefulness and potential of refugee women, in an effort also to avoid the serious protection problems, including sexual and gender-based violence, which can result from over-dependency and idleness

States, UNHCR and humanitarian partners to ensure that refugees, particularly refugee women and adolescents, and host communities themselves, participate in the design and development of self-reliance programmes.

UNHCR Conclusion on Women and Girls at Risk No. 105 (LVII) - 2006

(k) strengthen women's and girls' capacities, including by enabling their access to quality education, including secondary education, in safe school environments and by enhancing food security, livelihood opportunities, freedom of movement and economic independence, including where appropriate through access to labour markets; and

(o) strengthen identified individuals' access to education, vocational training and recreational programmes with childcare and promote community-based livelihood strategies which target women and girls at risk, especially in prolonged displacement situations.

GC20

UN General Assembly, 32/19. Accelerating efforts to eliminate violence against women: preventing and responding to violence against women and girls, including indigenous women and girls- 2016

17. Recognizing that violence against women and girls is rooted in historical and structural inequality in power relations between women and men, and that all forms of violence against women and girls constitute a major impediment to their full, equal and effective participation in society, the economy and political decision-making,

CEDAW General recommendation No. 30 on women in conflict prevention, conflict and post-conflict situations (2013)

55. Refugee women have different and additional needs to men owing to their experiences as refugees. Refugee women face similar assistance and protection concerns to internally displaced women and could therefore benefit from similar gender-sensitive interventions to address their needs. The Committee acknowledges the diversity within these groups, the particular challenges that they may face and the legal, social and other implications of the context of their internal or external displacement, the gaps in the international assistance provided to them and the need for responses targeted to their needs.

56. Searches for durable solutions following conflict-related displacement frequently exclude the perspective of displaced women, either because they rely on decision-making by a family member

or community in which women's voices are marginalized or because durable solutions are set as part of post-conflict processes that exclude women. In addition, female asylum seekers from conflict-affected areas can face gendered barriers to asylum, given that their narrative may not fit the traditional patterns of persecution, which have been largely articulated from a male perspective.

Security Council Resolution 1960 (2010)

Recalling that international humanitarian law affords general protection to women and children as part of the civilian population during armed conflicts and special protection due to the fact that they can be placed particularly at risk

UNHCR Conclusion on Women and Girls at Risk No. 105 (LVII) - 2006

Acknowledging that, while forcibly displaced men and boys also face protection problems, women and girls can be exposed to particular protection problems related to their gender, their cultural and socio-economic position, and their legal status, which mean they may be less likely than men and boys to be able to exercise their rights and therefore that specific action in favour of women and girls may be necessary to ensure they can enjoy protection and assistance on an equal basis with men and boys,

UNHCR Handbook for the Protection of Women and Girls- 2008

Women and girls may oppose social norms which violate their rights in numerous ways depending on the society in which they live. They may, for instance, wish

- to continue their education;
- not to marry, including not wishing to enter into a polygamous marriage;
- to divorce or leave their husband;
- not to conform to traditional dress codes;
- not to submit to traditional practices, such as female genital mutilation or early or forced marriage;
- to prevent their daughters from being subjected to violations of their rights;
- or to have a relationship with someone of the same sex.

Adopting such positions and taking such action can call into question stereotypes about gender roles in a particular society. As a result, women and girls asserting their right to make such choices may face discrimination, ostracism, persecution, including exposure to SGBV, and even death.

GC21

UNHCR Conclusion on Women and Girls at Risk No. 105 (LVII) - 2006

(k) strengthen women's leadership, including by enhancing their representation and meaningful participation in displaced community and camp management committees, in decision making, and in dispute resolution systems, by enhancing their access to and control over services and resources, promoting their rights and leadership skills and supporting implementation of UNHCR's Five Commitments to Refugee Women;

GC22

CEDAW General recommendation No. 32 on the gender-related dimensions of refugee status, asylum, nationality and statelessness of women

23. The Committee is therefore of the view that States parties have an obligation to ensure that no woman will be expelled or returned to another State where her life, physical integrity, liberty and security of person would be threatened, or where she would risk suffering serious forms of discrimination, including serious forms of gender-based persecution or gender-based violence. What amounts to serious forms of discrimination against women, including gender-based violence, will depend on the circumstances of each case.

24. Articles 1-3, 5 (a) and 15 establish an obligation on States parties to ensure that women are not discriminated against during the entire asylum process, beginning from the moment of arrival at the borders. Women asylum seekers are entitled to have their rights under the

Convention respected; they are entitled to be treated in a non-discriminatory manner and with respect and dignity at all times during the asylum procedure and thereafter, including through the process of finding durable solutions once asylum status has been recognized by the receiving State. The receiving State has a responsibility towards women granted asylum status when it comes to helping them to, among other things, find proper accommodation, training and/or job opportunities, providing legal, medical, psychosocial support for victims of trauma and offering language classes and other measures facilitating their integration. In addition, women asylum seekers whose asylum applications are denied should be granted dignified and non-discriminatory return processes.

UNHCR Conclusion on Women and Girls at Risk No. 105 (LVII) - 2006

(f) provide women and girls at risk with information, counselling, medical and psychosocial care, as well as access to safe houses if they face domestic violence and abuse or attack by other members of the community, especially where there are no mechanisms to remove perpetrators; provide emergency voluntary relocation, e.g. to another town or camp, or emergency resettlement;

(p) consider using special evacuation programmes for internally displaced women and girls at risk, if necessary, given that resettlement is very rarely available to them;

GC23

Committee on the Elimination of Discrimination against Women (CEDAW) General recommendation No. 32 on the gender-related dimensions of refugee status, asylum, nationality and statelessness of women (2014)

25. Article 2 (c) of the Convention requires that State asylum procedures allow women's claims to asylum to be presented and assessed on the basis of equality in a fair, impartial and timely manner. A gender-sensitive approach should be applied at every stage of the asylum process. This means that women's claims to asylum should be determined by an asylum system that is informed, in all aspects of its policy and operations, by a thorough understanding of the particular forms of discrimination or persecution and human rights abuses that women experience on grounds of gender or sex. Owing to shame, stigma or trauma, some women may be reluctant to disclose or identify the true extent of the persecution that they have suffered or fear. Account needs to be taken of the fact that they may continue to fear persons in authority or rejection and/or reprisals from their family and/or community. In any event, they should be entitled to appeal against first-instance asylum decisions.

27. Harm perpetrated against women and girls is often at the hands of non-State actors, including family members, neighbours or society more generally. In such cases, article 2 (e) of the Convention requires that States parties assume their due diligence obligation and ensure that women are effectively protected from harm that may be inflicted by non-State actors. It does not suffice to strive for vertical gender equality of the individual woman vis-à-vis public authorities; States must also work to secure non-discrimination at the horizontal level, even within the family. Harm perpetrated by non-State actors is persecution where the State is unable or unwilling to prevent such harm or protect the claimant because of discriminatory governmental policies or practices.²⁴

UNHCR, Resettlement and Women-at-Risk: Can the Risk Be Reduced?- 2013

2. Institute earlier background information sharing to support community education

- Domestic resettlement partners should be provided timely relevant information so that they can better understand the women-at-risk who are being (or going to be) resettled, and to enable them to prepare for and respond to the needs of these women once they arrive.

3. Improve individual case information sharing for women-at-risk

- Women-at-risk cases should be more clearly identified through all steps of the resettlement process – from UNHCR referral through allocations, from allocations through placement.

4. Place women at the center of women-at-risk responses.

In designing program responses for women-at-risk, there should be greater recognition of and response to the specific challenges they face, and approaches developed that allow refugee women to play an active and meaningful role in meeting their own needs

Security Council Resolution 1325 (2000)

Reaffirming the important role of women in the prevention and resolution of conflicts and in peace-building, and stressing the importance of their equal participation and full involvement in all efforts for the maintenance and promotion of peace and security, and the need to increase their role in decision-making with regard to conflict prevention and resolution, Reaffirming also the need to implement fully international humanitarian and human rights law that protects the rights of women and girls during and after conflicts,

Security Council Resolution 1820 (2008)

Deeply concerned also about the persistent obstacles and challenges to women's participation and full involvement in the prevention and resolution of conflicts as a result of violence, intimidation and discrimination, which erode women's capacity and legitimacy to participate in post-conflict public life, and acknowledging the negative impact this has on durable peace, security and reconciliation, including post-conflict peacebuilding,

UNHCR Conclusion on Women and Girls at Risk No. 105 (LVII) - 2006

(p) promote respect for women's and girls' equal rights to make a free and informed choice to return voluntarily and to their equal access to land and property in the country of origin, and incorporate measures to ensure adequate ongoing assistance and support in the country of origin for those at risk into tripartite voluntary repatriation agreements;

GC24

UNHCR Conclusion on Women and Girls at Risk No. 105 (LVII) - 2006

paragraph (p)

Strengthen the use of resettlement as a protection and durable solutions tool for refugee women and girls at risk; enhance identification of refugee women and girls at risk for resettlement, including through training; streamline processing further, including by establishing measures to enable the speedier departure of refugee women at risk and their dependants;

30. In line with the Convention, States parties are required to take proactive measures to ensure that the legally recognized grounds of persecution, including those enumerated in the 1951 Convention relating to the Status of Refugees (race, religion, nationality, membership of a particular social group and political opinion), are given a gender-sensitive interpretation. In addition, gender may be used as a factor in recognizing membership of a particular social group or indeed as an identifying characteristic of such a group for purposes of granting refugee status under the 1951 Convention. States parties are also encouraged to add sex and or gender as an additional ground for refugee status in their national legislation.

GC1

UNHCR Division of International Protection, Action against Sexual and Gender-Based Violence: An Updated Strategy, June 2011

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. 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.

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.

UNHCR Policy Development and Evaluation Service, Evaluation of UNHCR's efforts to prevent and respond to sexual and gender-based violence in situations of forced displacement, 2008

General obstacles to UNHCR's SGBV prevention and response efforts:

40. Cultural and traditional norms constitute major obstacles to SGBV prevention and response. Women may face resistance to their activities in decision-making from formal and informal institutions, community members and family members. The stigmatisation of survivors of SGBV, the feelings of shame may lead individuals to conceal what has happened, even from their families. In some communities, those who have been sexually abused or raped are ostracised and punished rather than being supported, cared for and protected. This is particularly distressing for young girls who are affected by the consequences of sexual violence such as forced marriage,

forced pregnancy, polygamy, female genital mutilation, or trafficking. Survivors, giving birth to children they conceived as a result of rape, frequently face ostracism in their families and communities. Living in incomplete families, without their fathers, renders these children totally unaccepted in the society.

UN Security Council, Report of the Secretary-General on conflict-related sexual violence, 15 April 2017

II. Sexual violence in conflict as a tactic of war and terrorism: Overview of current trends and emerging concerns

10. A strikingly consistent concern, across the varied contexts examined in the present report, is the intense stigma suffered by survivors of conflict-related sexual violence. Survivors risk being twice traumatized: first by the action of the perpetrator, then again by the reaction of society and the State, which is often unresponsive or even punitive and discriminatory. Shame and stigma are integral to the logic of sexual violence being employed as a tactic of war or terrorism: aggressors understand that this type of crime can turn victims into outcasts, thus unravelling the family and kinship ties that hold communities together. The effect may be diminished reproductive capacity and prospects for group survival. Just as there are many manifestations of conflict-related sexual violence, there are multiple and intersecting stigmas that follow in its wake. These include the stigma of “guilt by association” with the perpetrator and their group; fear of suspected sexually transmitted infections such as HIV; the perceived dishonour of lost chastity or virginity; the stigma of maternity out of wedlock, especially where children conceived through rape are considered “children of the enemy”; homosexuality taboos, in the case of male rape; and the shame of being unable to defend oneself and loved ones. Children born of rape may themselves face a lifetime of marginalization, owing to stigma and uncertain legal status. Sociocultural stigma compounds the problem of universal underreporting of sexual violence in times of war. Survivors who have no opportunity to disclose abuse or are forced to delay disclosure due to safety concerns and a lack of services have been found to suffer higher rates of post-traumatic stress and depression. While stigma is often framed as a persistent, long-term problem, it must be addressed in a strategic manner, because stigma can kill. As documented in many contexts, it has led to lethal retaliation, “honour” crimes, suicide, untreated diseases, unsafe abortion, economic exclusion and indigence.

Women's Refugee Commission, Mean Streets: Identifying and Responding to Urban Refugees' Risks of Gender-Based Violence, February 2016

In response to the survey question asking urban refugees being pressured to exchange sex for things such as rent, or a job, over 50% of respondents in all four cities said that such coercion has happened to them or to another refugee they know.

Answered Yes to Sexual Coercion: “Have you, or any other refugee you know, ever been pressured to engage in sexual activities in exchange for things such as rent safety or a job?”

Quito- 63% (of 35 respondents)

Beirut- 51% (off 33 respondents)

Delhi- 69% (of 32% respondents)

Kampala- 62% (of 91 respondents)

Bartolomei, L., Eckert, R. and Pittaway, E. (2014) “What happens there ... follows us here”: Resettled but Still at Risk: Refugee Women and Girls in Australia Volume 30 Volume 30

Women and Girls Who Are Forced to Engage in Survival Sex

Women who are known to have engaged in survival sex before arriving in Australia reported being targeted for abuse and harassment. They disclosed that men come to their homes demanding sex and rape them if they refuse. Once this becomes known in their communities, the women are ostracized. Other women reported being forced into survival sex because they were struggling to feed their families and pay the rent on their limited welfare payments. Often these women were also supporting family members still overseas.

“The issue of sexual and gender-based violence, survival sex, rape in marriage, and so on ... : It doesn't stop when you arrive here in Australia.” —Resettled refugee woman (2011)

Women and Girls with a Child or Children Conceived from Rape

Many women and girls are resettled with a child or children who have been conceived from rape. Some are pregnant through rape when they arrive. Others are raped and become pregnant here in Australia. These experiences are considered to be extremely stigmatizing for the women, and for their communities. Some women struggle to bond with their children because of the trauma and stigma associated with their conception and birth. This is sometimes so serious that it leads to interventions by child protection authorities. Women are often so shamed by these experiences they isolate themselves or are ostracized from their communities. This can make them vulnerable to further sexual abuse. Rape is very much shamed in particular for the single mums. They usually have at least one child is a child of rape ... this means that sexual assault for single women is a huge, huge issue, particularly in terms of being [seen to be] available for married men to go to. —Settlement service provider (2011)

GC2

The Centre for Refugee Research, Identifying And Responding To Refugee Women And Girls At Extreme Risk, 2005

“If you can find a woman in this camp who has not been raped I will give you a prize!!”

“But they are all at risk- do you want to resettle every woman in this camp?”

In most refugee situations, all women and girls are at risk of rape and other forms of sexual and gender based persecution and violence. Many refugee women and girls experience multiple traumatic events, including repeated sexual and gender based violence as a form of persecution, during flight and in countries of first and subsequent asylum. The impact of each event is compounded by ensuing incidents and further compounded by lack of adequate protection. This creates extreme levels of risk and vulnerability to further abuse and trauma. Because of resource shortages and lack of effective systems, the international protection system often fails to respond to the needs of these women. The failure of the international protection regime to respond to refugee women and girls at extreme risk has been documented in refugee situations around the world. Including in protracted refugee situations across Africa and Asia and most recently in the ongoing humanitarian emergency in Darfur and Chad. This systems failure can lead to further incidences of violence, exploitation, sexual abuse and even death. The UNHCR Women at Risk Resettlement criteria was designed to provide a rapid and effective response to these women but recent research indicates that this program continues to fall far short of its promise.

UN High Commissioner for Refugees (UNHCR). Survivors, Protectors, Providers: Refugee Women Speak Out, 2011

“When girls want to be leaders they come up against obstacles from their teachers and from others. They are not given the opportunity to express themselves; they are silenced and their self esteem is destroyed. There is a lack of opportunities for women to express their ideas and opinion.”

Women taking up leadership positions in their homes, families, communities and in broader society face numerous challenges, which were discussed at length. Women were unanimous in every site that this has to change if their status in society is to improve. Women reported that they are often marginalized by men in their homes and routinely excluded from meaningful positions in their families and communities. Many are denied education, which can exclude them from learning the languages used in meetings. In addition to cultural obstacles, negative stereotyping of refugee women by people in the community may also obstruct their empowerment and hinder their capacity to take up leadership responsibilities. Women reported that the lack of leadership opportunities is worsened by their often “tokenistic” inclusion in decision-making processes. Refugee women and girls have not yet attained substantive leadership roles in community and camp management committees, or community justice systems. Displaced women are seldom included in consultations on potential durable solutions and conflict resolution. The participants observed that being appointed to committees is not enough. Women need training to ‘give them the right words to use’, help them to understand their rights, and develop more self confidence. “We can defend ourselves and do things like men if we have leadership skills.” But practical challenges also get in the way. In order to attend meetings, many women need childcare, assistance with transport, or compensation for lost income. As one woman phrased it: “To come to this training, it costs the same as one egg. I have two teenage sons who work as labourers. Every week I try and buy one egg to share between them on Sunday. So I have to

choose between the egg for my sons or to come to the training.” This overall lack of participation means that the special needs of women and girls, in particular the most vulnerable, are often not adequately acknowledged or addressed, with long-lasting consequences for themselves and their communities. Their knowledge, expertise and capacity are lost in these processes.

We, the participants, ask for: Knowing our rights.

- Context-specific and gender-sensitive training in human rights and women’s rights needs to be provided to both displaced men and women, to enable them to understand the changes flight and refuge might mean to their traditional culture and to assist women and girls to develop the skills they need to participate effectively in leadership positions.

Participating in decisions that affect our lives.

- UNHCR and NGOs need to engage women to take on an active role in camp committees and consultations, and recruit them when paid work is available.
- The participation of women has to be supported by providing childcare during meetings and training sessions, facilitating transport and, if necessary, ensuring some compensation for attending events. When required, the presence of interpreters has to be ensured.
- Governments and all agencies working with refugees and displaced persons have to support the meaningful participation of women in the design, implementation, monitoring and evaluation of policies, programmes, and activities.

GC3

UN High Commissioner for Refugees (UNHCR). *Survivors, Protectors, Providers: Refugee Women Speak Out*. 2011

Although some improvements have occurred since the UN High Commissioner for Refugees’ Five Commitments to Refugee Women (2001), lack of sanitary materials is still a major problem for the majority of refugee women and girls. This is usually due to lack of funding. In some sites, no sanitary materials are available at all and in others their quantity and quality are insufficient. Many women supplied with reusable sanitary materials do not have enough soap or a bucket in which to wash them. In most sites, only women from 12 to 49 years of age receive sanitary materials. Yet some girls begin to menstruate at the age of nine and many women continue to menstruate when they are over 50. Lack of sanitary materials prevents some women and girls from leaving their house during menstruation, causing girls to miss school and preventing women from working, attending meetings or doing other daily activities. It is also a problem that causes great shame. Women injured by rape and older women also requested incontinence pads.

We, the participants, ask for: Sanitary pads: it’s a matter of dignity and respect.

- Sufficient funding must be made available for the adequate provision of sanitary materials for all women who need them, which is protected from budget cuts.
- Implementing partners and UNHCR have to regularly consult with refugee women about their preferences regarding sanitary materials and the most effective mechanisms for their distribution.
- The age limit for sanitary materials should be reviewed to include all women and girls who need them. Incontinence pads should be provided when necessary.
- Soap and buckets need to be provided as a standard part of sanitary material distribution.
- UNHCR should monitor implementing partners to ensure that sanitary materials are distributed equitably, regularly and in conformity with UNHCR standards

UNHCR Handbook for the Protection of Women and Girls- 2008

“I won’t go to school during ‘that time’. The boys laugh and make fun of me. Sometimes I have an accident and it is not possible for me to clean myself. We never have enough materials and when we do they are itchy and uncomfortable. Some girls I know have ‘boyfriends’ who give them money and they use that to buy sanitary pads so that they can go to school.” Rebecca, a 15-year-old refugee girl in Uganda

“The provision of sanitary materials to all women and girls of concern will become standard practice in all UNHCR assistance programmes.” Fifth of UNHCR’s Five Commitments to Refugee Women

Challenge: Access to sanitary materials

The lack of sanitary materials has critical implications for the health, safety, and well-being of women and girls. Yet strains on UNHCR’s overall budget have meant that UNHCR efforts to

achieve its Fifth Commitment have been reached in less than 20 per cent of all camps (where data is available). **Lack of sanitary material undermines their opportunity to participate in community activities**, registration, food distribution, training programmes, and employment opportunities. When menstruating, they may be forced to remain in their homes all day and only creep out at night to wash their clothes so as not to be seen. In order to obtain money to buy sanitary materials, some women and girls resort to survival sex, putting them at risk of HIV, pregnancy, and exclusion from their communities. The lack of sanitary materials severely compromises girls' right to education. Many girls do not attend school when they are menstruating for fear of harassment and ridicule from boys and male teachers. As a result, their academic performance suffers and many eventually drop out.

- Ensure women and girls at risk can access support, such as medical and psycho-social care, to facilitate their recovery and integration, whether this be in the context of local integration, return, resettlement or other humanitarian programmes.
- Provide culturally appropriate sanitary packs to all women and girls from at least 13 to 49 years of age, based on discussions with them.
- Make sanitary materials and separate washroom facilities available for girls in
- schools.

GC4

UN Security Council, *Report of the Secretary-General on conflict-related sexual violence*, 15 April 2017

(f) To give consideration to clarifying the legal status of undocumented refugee children, **including children conceived as a result of rape, and the right of mothers to confer their nationality upon their children, in** line with the Convention on the Elimination of All Forms of Discrimination against Women, to avoid possible statelessness;

UN High Commissioner for Refugees (UNHCR), *Survivors, Protectors, Providers: Refugee Women Speak Out*, 2011

Access to registration and identity documents is a critical protection issue for displaced persons. Women discussed how difficult the registration process is in many places and the length of time it can take; sometimes up to three years. Obtaining identity documents may also be a challenge. Even when refugees get their refugee cards, these are sometimes not recognized by officials, preventing them from accessing basic **services. Without documentation women are unable to access many of the services and protection measures to which they are entitled, such as health care and education. This leaves them in a very vulnerable situation.** Displaced persons in urban areas commented that lack of registration and valid documentation limits their freedom of movement, since they are more vulnerable to arrest and detention. Difficulties in obtaining birth registration certificates also cause major problems, including exclusion from basic services. Some displaced persons are not even able to legally bury their dead babies. Children without birth certificates may be at risk of statelessness because they are not able to prove their place of birth or their parents' nationality when applying for identity documents. Concerns were also expressed that, when no documents are produced to support an application, the credibility of asylum-seekers is often doubted. Officials and judges who determine refugee status need to be made aware that documents can be missing because of war, sudden flight and travel, and that credibility can be established by other means.

We, the participants, ask for: Documents that give us legal status and access to our rights.

- Host governments and UNHCR have to continue to work together to streamline and speed up the registration processes and issuance of individual documentation for all refugees. Refugee identity cards should be standardized and recognized as valid identity documents for all purposes. UNHCR and host governments need to have formal agreements about the use of these cards.
- **Decision-makers in the asylum procedure need to receive further training in assessing the credibility of claimants who lack documentation. Refugees must not be requested to return to situations of danger in order to retrieve documents. Refugees and displaced persons will often not**

bring or will have lost their documents. This should not be an impediment to obtaining refugee status or family reunification.

Birth certificates for all.

• Governments have to ensure that birth certificates are issued and provided to all refugee and displaced families within a reasonable period of time after the birth of a child.

GC5

The Centre for Refugee Research, Identifying And Responding To Refugee Women And Girls At Extreme Risk, 2005

“If you can find a woman in this camp who has not been raped I will give you a prize!!”

“But they are all at risk- do you want to resettle every woman in this camp?”

In most refugee situations, all women and girls are at risk of rape and other forms of sexual and gender based persecution and violence. Many refugee women and girls experience multiple traumatic events, including repeated sexual and gender based violence as a form of persecution, during flight and in countries of first and subsequent asylum. The impact of each event is compounded by ensuing incidents and further compounded by lack of adequate protection. This creates extreme levels of risk and vulnerability to further abuse and trauma. Because of resource shortages and lack of effective systems, the international protection system often fails to respond to the needs of these women. The failure of the international protection regime to respond to refugee women and girls at extreme risk has been documented in refugee situations around the world. Including in protracted refugee situations across Africa and Asia and most recently in the ongoing humanitarian emergency in Darfur and Chad. This systems failure can lead to further incidences of violence, exploitation, sexual abuse and even death. The UNHCR Women at Risk Resettlement criteria was designed to provide a rapid and effective response to these women but recent research indicates that this program continues to fall far short of its promise.

The Centre for Refugee Research, Project Proposal : Identifying And Responding To Refugee Women And Girls At Extreme Risk

This project proposal is based on research undertaken by a team of researchers from the University of New South Wales, Sydney as part of a three-year longitudinal action research based study into the implementation of the Women at Risk Program and its effectiveness as a tool of international protection. During this period the research team has worked closely with UNHCR, international NGOs and local women’s organisations in Thailand, Kenya, Australia, and with refugee women and service providers from 17 other international refugee sites. Though it is a sad reality that in most refugee situations all women and girls are at risk of rape, sexual violence and other forms of abuse, the research has clearly identified that some woman and girls face extreme levels of risk. Tragically, though many of these women and girls are not identified as “Women at Risk”, are not provided with immediate and effective protection nor are they referred for resettlement. This failure has in many cases lead to further incidences of violence, exploitation, sexual abuse and even death. The detailed case study included on page 8 highlights the compounding impact of these protection failures. The research has identified a number of reasons which contribute to these ongoing protection failures and these are outlined below. A number of distinct problem areas have been identified in the implementation of the WaR Program. These include:

- Confusion in definition and interpretation of the concept of “women at risk” including the difficulty of identifying those women experiencing extreme or unacceptable risk, when all refugee women are potentially at risk.
- Failure in the implementation process, including the assessment of risk, and the removal of women from situations of danger to resettlement in third countries or other forms of protection.
- The attitude of some decision makers who do not regard rape and sexual abuse as sufficient grounds for special protection measures.
- A culture of distrust of refugee stories, and fear of systems abuse in some refugee sites.
- Lack of access to and the poor quality of physical, social and legal protection and assistance available to women in many camps and urban refugee settings
- The response to the special needs of women at risk in countries of resettlement

UNHCR Policy Development and Evaluation Service, Evaluation of UNHCR's efforts to prevent and respond to sexual and gender-based violence in situations of forced displacement, October 2008

244. In post war societies, we often find a general breakdown in social norms, withering of traditional conflict resolution and community sanction mechanisms, and an absence of functioning law enforcement and judicial institutions. A functioning legal system is crucial for effective SGBV prevention and response. Shortcomings in such a system not only make women more vulnerable to abuse but also reduce recourse to support and redress. The failure of legal systems across the globe to effectively investigate and prosecute human rights violations against women and girls has resulted in a system of global impunity for perpetrators which must be urgently addressed. Often, the legal framework addressing SGBV is problematic in transitional societies, i.e. regularly there is no specific legislation regarding domestic violence. Access to legal advice for SGBV survivors remains a major challenge in many operations. Lengthy procedures and institutional reluctance by law enforcement and justice administration bodies continue to constitute major obstacles to the provision of legal and police support for SGBV survivors.

Traditional justice systems constitute an important and often neglected resource in dealing with SGBV, but at the same time they may also cause harm.

245. In many countries of refuge, the police do not have the capacity to provide their services to refugees and IDPs. This is often aggravated by the fact that refugee camps are located in inaccessible regions with limited police presence. In other settings, especially in urban settings, the police force itself constitutes a risk for refugees, particularly if the displaced population has no clear legal status, e.g. as reported in many countries, local police have demanded sexual favours in return for assistance. A lack of training and insensitivity in dealing with survivors of SGBV often constitutes a major obstacle to successful legal recourse.

246. UNHCR aims to provide access to legal counseling and representation through UNHCR's implementing partners. In most settings encountered during this evaluation, lawyers are contacted and take on the case as soon as UNHCR or the psychosocial or medical partners refer them. UNHCR staff conduct regular training sessions for the staff of implementing partners on the procedure for referrals and reporting of SGBV cases. Furthermore, in several operations, people of concern are provided with information on reporting and referral pathway by means of leaflets, booklets, and posters and regular training and discussion rounds.

247. However, many SGBV survivors do not opt for legal recourse and do not report to the police. Large numbers of survivors withdraw their cases for fear of losing the breadwinner, as well as being blamed and rejected by their community members. Besides the societal and cultural attitudes, the lack of female legal counselors in some operations and insufficient training of lawyers on interviewing of or working with SGBV survivors may also partially account for the low request of legal services encountered in some operations. Access to legal services may also be difficult for some survivors due to long walking distances to the next counseling centre.

Recommendations with regard to legal and police services for SGBV survivors: UNHCR should give additional attention to partnerships with local lawyers' associations and women lawyers' associations or civil society groups.

- For many SGBV survivors, legal protection is not the first priority. SGBV survivors should never be pressed to follow legal recourse as this may lead to additional traumatisation. Furthermore, legal services to survivors of SGBV should always be combined with concrete psychological assistance.
- UNHCR is advised to seek cooperation with state institutions in order to introduce strict sanctions for police officers who abuse or exploit women or men.
- UNHCR should also enhance training activities targeting police and lawyers on how to deal with survivors of SGBV.
- In some operations, UNHCR should consider to undertake measures to increase the accessibility of legal counseling i.e. through the provision of transport to legal counseling.

UN High Commissioner for Refugees (UNHCR). *Survivors, Protectors, Providers: Refugee Women Speak Out*, 2011

Access to legal remedies. Lack of legal protection was a major concern in all Dialogues. The participants reported cases of racism and discrimination against displaced persons, corruption in police forces, and beatings and rape at the hands of police when people try to lodge complaints. Perpetrators act with impunity, bribe the police, and often return to threaten their victims for having reported them. The delay in response to criminal matters by officials means that action is seldom taken. Many women cannot access or afford lawyers, and access to mobile courts is limited. In refugee contexts, camp justice systems are generally mistrusted. They are run by powerful men in the communities and very few women are represented. The judgments of camp justice systems are often detrimental to women. Women reported cases in which women were incarcerated after they were raped whereas the perpetrators walked free. Men are often fined insignificant sums for serious abuses, or not prosecuted at all.

We, the participants, ask for: Access to justice.

- Gender-sensitive, fair, accessible and affordable legal processes must be made available to all displaced persons, if necessary through the use of mobile courts. Information shared must be handled confidentially and in keeping with the wishes of the survivor.
- All displaced persons need to have access to a lawyer or other forms of legal assistance when bringing a case to court.
- UNHCR needs to work with host governments to provide the police, judges, lawyers and other justice personnel with training on handling cases of sexual and gender-based violence. If such crimes are not sanctioned under national law, UNHCR should advocate with governments to amend relevant legislation.
- Cultural awareness training for front-line and border police officers needs to be developed, including awareness of the particular circumstances of refugees and why they generally distrust the authorities, to assist the building of positive relations between the police and the community.
- Corruption has to be identified, isolated and prosecuted. Strong penalties should be enforced on police officers or humanitarian workers who act in a corrupt manner.
- UNHCR and implementing partners have to ensure that women are trained and appointed to senior roles in community justice mechanisms, and monitor the performance of men and women in such roles.
- Men and women involved in community justice systems need to be trained on human rights and women's rights and how to handle cases of sexual and gender-based violence.

GC7

Human Rights Watch, *"Good Girls Don't Protest" - Repression and Abuse of Women Human Rights Defenders, Activists, and Protesters in Sudan*, 23 March 2016.

Based on interviews with more than 85 female activists and human rights defenders in Sudan's urban centers, this report documents the patterns of abuse women experience at the hands of government security forces and the restrictive environment in which they work. It describes how women activists and human rights defenders face an array of abusive practices their male colleagues are less likely to have to contend with – from sexual violence to the deliberate efforts of security personnel to tar their reputations in ways that can cause lasting social and professional harm. These abuses reflect, or are made worse by, the wider context of gender inequality in Sudanese society and the laws that institutionalize it. Vaguely defined public morality crimes discriminate against women in Sudan, proscribing their manner of dress, limiting their movement and role in public life, and imposing humiliating corporal punishments of lashing and stoning, in violation of international norms. The cases described in this report also highlight the broader problem of entrenched impunity for human rights abuses women face, including sexual violence. Sudanese activists lack protection as well avenues to remedy or assistance, especially victims of sexual violence who may be reluctant to report their experiences to others for fear of damaging consequences. While some of the women we interviewed were able to access medical assistance or other support, none obtained legal redress either because they were too afraid to report or because law authorities did not investigate or prosecute the crimes. Many women, traumatized and frightened of future abuse, fled the country, leaving behind close

family members. Others remain in Sudan, but were forced – by pressure from government officials or from their own families and friends – to tone down or stop their activism.

International Commission of Jurists (ICJ), *Drivers of Change: Women Lawyers and Human Rights Defenders in Africa - Challenges, Risks and Opportunities*, 10 December 2015

Women human rights defenders in Africa, some of whom are lawyers, continue to carry out an important role in promoting and safeguarding the fundamental rights of others. Such women often carry out this essential function at great risk to themselves and, in protecting the rights of others, themselves require protection. Human rights defenders have faced reprisals for their work, because the nature of their work involves their challenging authorities to uphold the rights of others, some of which are deeply unpopular both amongst State actors and the wider community. Women human rights defenders have also faced reprisals when their work is viewed as disturbing the status quo of patriarchal societies. States must create an environment which enables women human rights defenders and lawyers to carry out their work in safety, free from reprisals including harassment, arrest, prosecution, violence and death. Women human rights defenders and lawyers must also be able to carry out their work on the basis of equality, free from gender discrimination, emanating from State actors, judicial authorities, within their own communities, within their workplaces or elsewhere. Women human rights defenders also face challenges to their work in situations in which women have not been informed of their rights or how to ensure their fulfilment, where legislation to protect those rights is inexistent or inadequate and where the legal and other mechanisms to protect these rights, including courts, are inadequately resourced. States must fulfil their obligations to take the measures necessary to respect, protect and fulfil women's rights, including by ensuring all women have access to justice, remedy and reparation.

CEDAW General recommendation No. 30 on women in conflict prevention, conflict and post-conflict situations

37. Gender-based violence also leads to multiple additional human rights violations, such as State or non-State attacks on women's rights defenders, which undermine women's equal and meaningful participation in political and public life. Conflict-related gender-based violence results in a vast range of physical and psychological consequences for women, such as injuries and disabilities, increased risk of HIV infection and risk of unwanted pregnancy resulting from sexual violence. There is a strong association between gender-based violence and HIV, including the deliberate transmission of HIV, used as a weapon of war, through rape.

GC8

United Nations Security Council, Resolution 1820 (2008)

Noting that civilians account for the vast majority of those adversely affected by armed conflict; that women and girls are particularly targeted by the use of sexual violence, including as a tactic of war to humiliate, dominate, instill fear in, disperse and/or forcibly relocate civilian members of a community or ethnic group; and that sexual violence perpetrated in this manner may in some instances persist after the cessation of hostilities;

4. Notes that rape and other forms of sexual violence can constitute a war crime, a crime against humanity, or a constitutive act with respect to genocide, stresses the need for the exclusion of sexual violence crimes from amnesty provisions in the context of conflict resolution processes, and calls upon Member States to comply with their obligations for prosecuting persons responsible for such acts, to ensure that all victims of sexual violence, particularly women and girls, have equal protection under the law and equal access to justice, and stresses the importance of ending impunity for such acts as part of a comprehensive approach to seeking sustainable peace, justice, truth, and national reconciliation;

UNHCR Policy Development and Evaluation Service, *Evaluation of UNHCR's efforts to prevent and respond to sexual and gender-based violence in situations of forced displacement*, October 2008

Obstacles to SGBV prevention and response in settings of conflict and war:

26. SGBV is present in all societies of the world, but requires special attention in conflict settings and war. Reaching out to people of concern in war situations is far from easy. Especially in the early stages of a crisis, refugees and IDPs are dependent on humanitarian aid for basic survival – security, food, and shelter. However, the security situation may not allow UNHCR's access to the population of concern.

27. In conflict situations, sexual violence may be politically motivated - when, for example, rape becomes a weapon of warfare and a tool of “ethnic cleansing”. Rape is used by armed forces and military groups to gain territorial control over displacements and establish a rule of fear over populations.

28. The need to cross military lines or areas affected by civil war in order to reach safety puts women and girls in especially perilous circumstances as they are at great risk of being subjected to sexual exploitation in return for passage to safety, e.g. to border guards, who may detain and abuse them.

Obstacles to SGBV prevention and response in host countries:

29. The traumatic experience of the refugee or IDP does not end after they have fled. It merely enters into a new phase. People who have been forced to flee become subject to multiple losses. The loss of the family, the disruption of the power balance in a community or feelings of disempowerment, e.g. due to the loss of the traditional male role as the breadwinner, can leave communities more vulnerable to SGBV. Domestic violence is particularly known to escalate in displaced communities.

30. Displaced populations have their own attitudes, beliefs, and practices, which they take with them as they move to a different location. The types and extent of SGBV in their home community are likely to reoccur or increase in the refugee setting. 31. In the daily lives of refugees, SGBV can occur at the workplace, at border checkpoints, in detention centres and prisons, in educational institutions, classrooms, health centres, places where assistance and/or documentation is provided, areas for collecting firewood or water outside a camp, and at latrines located in poorly designed camp settings. Local residents, military and immigration officials, and police, often view refugee women as easy targets for assault.

32. The dependence of refugees and IDPs on humanitarian support makes them highly vulnerable to abuses of power and exploitation, which can lead to an increased risk of sexual exploitation. Women may be particularly vulnerable to sexual assault and sexual violence in camps, e.g. due to the limited police presence and/or because of the conditions of dependency that are often created in refugee camps.

33. There is often tension between the local population and the displaced community, e.g. due to perceptions among host communities that refugees and IDPs receive preference. Political and ethnic disputes may continue in camps and sometimes these are deliberately fueled for political reasons. In consequence, refugee women may be raped because of their political or ethnic affiliations.

34. Security and safety for refugees and IDPs should normally be the responsibility of the host government, but the police and judicial systems in many countries of refuge lack the capacity to fully meet their responsibilities. Many refugees are often not granted legal status at their place of refuge, which prejudices their chances of obtaining aid from humanitarian organisations or public services.

35. With no easy access to the target population, SGBV prevention and response in urban settings is especially challenging. While it is relatively uncomplicated to provide people in refugee camps with a comprehensive selection of basic services in the areas of water and food distribution, shelter, health, psychosocial care and legal counselling, it is much more difficult to reach urban refugees, who often have very similar problems. In addition, unsafe spaces abound in cities and surrounding areas, particularly in the "slum areas" where many refugees live, can offer greater anonymity to perpetrators of violence against women and girls. There is also a causal link between domestic violence and urban violence, attributed to changes in social controls, in particular the breakdown of social bonds at neighbourhood level.

UN Security Council, Report of the Secretary-General on conflict-related sexual violence, 15 April 2017

II. Sexual violence in conflict as a tactic of war and terrorism: Overview of current trends and emerging concerns

10. A strikingly consistent concern, across the varied contexts examined in the present report, is the intense stigma suffered by survivors of conflict-related sexual violence. Survivors risk being twice traumatized: first by the action of the perpetrator, then again by the reaction of society and the State, which is often unresponsive or even punitive and discriminatory. Shame and stigma are integral to the logic of sexual violence being employed as a tactic of war or terrorism: aggressors understand that this type of crime can turn victims into outcasts, thus unravelling the family and kinship ties that hold communities together. The effect may be diminished reproductive capacity and prospects for group survival. Just as there are many manifestations of conflict-related sexual violence, there are multiple and intersecting stigmas that follow in its wake. These include the stigma of “guilt by association” with the perpetrator and their group; fear of suspected sexually transmitted infections such as HIV; the perceived dishonour of lost chastity or virginity; the stigma of maternity out of wedlock, especially where children conceived through rape are considered “children of the enemy”; homosexuality taboos, in the case of male rape; and the shame of being unable to defend oneself and loved ones. Children born of rape may themselves face a lifetime of marginalization, owing to stigma and uncertain legal status. Sociocultural stigma compounds the problem of universal underreporting of sexual violence in times of war. Survivors who have no opportunity to disclose abuse or are forced to delay disclosure due to safety concerns and a lack of services have been found to suffer higher rates of post-traumatic stress and depression. While stigma is often framed as a persistent, long-term problem, it must be addressed in a strategic manner, because stigma can kill. As documented in many contexts, it has led to lethal retaliation, “honour” crimes, suicide, untreated diseases, unsafe abortion, economic exclusion and indigence.

14. Although the challenges remain daunting, convictions remain rare and new protection crises continue to emerge, the paradigm has shifted. Sexual violence is no longer treated as merely a by-product of insecurity, but rather as a significant form of insecurity in itself. The era of silence at the level of national and international institutions has given way to a sense of urgency to bring all the tools of diplomacy to bear on the issue. There is greater knowledge today than ever before about what works to prevent and deter this scourge, following operational engagements with a range of justice and security actors. Specific, time-bound commitments have been adopted by State security forces in Côte d’Ivoire, the Central African Republic, the Democratic Republic of the Congo, Somalia and South Sudan, in accordance with resolutions 1960 (2010) and 2106 (2013). This includes: the issuance of orders through chains of command and the adoption of codes of conduct prohibiting sexual violence; the investigation of alleged incidents in order to hold perpetrators accountable; the identification and release of those vulnerable to sexual violence from their ranks; the designation of high-level interlocutors to ensure implementation; and, in the case of police services, the formation of specialized units capable of addressing sexual violence. Notably, the measures taken by the Government of Côte d’Ivoire have resulted in the first delisting pursuant to this mandate, namely that of the Forces armées de Côte d’Ivoire. Continued monitoring and technical assistance will be required to consolidate these gains. To sustainably transform the culture of security institutions, consistent accountability is needed at all levels of the chain of command. Under these circumstances, the enforcement of justice has been shown to have a cascade effect, whereby the prosecution of past violations deters future crimes, particularly when combined with strategies of awareness-raising, education and training.

VI. Recommendations

I encourage Member States and regional organizations:

(a) To revise national legal and policy frameworks to ensure that survivors of sexual violence committed by armed and/or terrorist groups are recognized as legitimate victims of conflict and/or terrorism, in order to benefit from reparations and redress;

(b) To put in place legislative and institutional arrangements to comprehensively address conflict-related sexual violence and prevent its recurrence, including health care, psychosocial support, socioeconomic reintegration and livelihood assistance; shelters; legal aid; victim and witness protection laws and programmes; effective prosecution of sexual violence crimes; safeguards to prevent individuals accused of violations from being recruited, retained or promoted within the security forces (vetting); the exclusion of such crimes from general amnesties and statutes of limitations; education that fosters gender equality; and programmes to ensure that women, including those who become pregnant as a result of rape, have the information, support and services that they need, including measures for the safe termination of

unwanted pregnancies. In these efforts, particular attention should be paid to ethnic or religious minorities, women in rural or remote areas, those living with disabilities, male survivors, women and children associated with armed groups, women and children released from situations of abduction, forced marriage, sexual slavery and trafficking by armed groups, and lesbian, gay, bisexual, transgender and intersex persons, noting that different forms of sexual violence may require specialized responses;

(d) To give due consideration to recognizing conflict-related sexual violence as a form of persecution that may serve as grounds for asylum or refugee status;

(e) To ensure that all refugee-receiving countries adopt measures to mitigate the risk of sexual violence, to make services available to survivors and to provide them with the option to document their cases for future accountability processes;

(f) To give consideration to clarifying the legal status of undocumented refugee children, including children conceived as a result of rape, and the right of mothers to confer their nationality upon their children, in line with the Convention on the Elimination of All Forms of Discrimination against Women, to avoid possible statelessness;

UN High Commissioner for Refugees (UNHCR). *Survivors, Protectors, Providers: Refugee Women Speak Out*, 2011

Sexual and gender-based violence is endemic, occurring too often and influencing every aspect of the lives of displaced women and girls and their families. “We live in constant terror, unable to protect ourselves and our children.” In every Dialogue, women discussed sexual and gender based violence in its many forms: rape and torture during conflict; sexual harassment; rape, exploitation and abuse in the workplace and at school; ‘corrective rape’ of lesbians; and domestic violence precipitated or aggravated by the trauma of displacement. Women and girls also suffer from discrimination, racism and ostracism, especially if it is known that they have been raped or sexually assaulted. In public spaces, women reported being raped while collecting firewood or water, or while travelling to the market. Market places are considered to be ‘dangerous’. Young girls and boys may be sexually assaulted or raped in schools or forced to exchange sex for grades or scholastic materials. The rapists include men in the local community, authority figures, and other refugees or internally displaced persons. In all sites, women reported an increase in young teenage pregnancy due to rape and forced early marriage. “Rape of girls causes many problems for young women: some become pregnant, this causes depression, isolation and fear, and in some cases suicide.” Boys and young men are also targets of rape, and families simply do not know how to respond to the needs of abused girls and boys. Many men also expressed their helplessness and grief about such situations. “When they rape our mothers and daughters, it hurts us. Many of our daughters are forced into prostitution to survive.”

We, the participants, ask for: Fighting impunity and prosecuting perpetrators: sexual and gender-based violence is a crime.

- Host governments need to strengthen access to legal proceedings in cases of rape or sexual abuse (of women, children or other survivors of violence) and prosecute all forms of sexual and gender-based violence.
- Impunity has to be fought by all institutions and actors involved in the protection of displaced persons. Providing survivors with immediate, effective responses.
- Police, doctors, teachers, humanitarian and NGO workers, members of camp committees and staff in refugee reception centres need to receive training on appropriate responses to sexual and gender-based violence.
- All stakeholders must work together to provide an accessible and fast response to survivors of sexual and gender-based violence. This has to include legal, medical and mental health support, as well as protection from further attacks. Talking about sexual and gender-based violence to prevent it.
- Awareness-raising activities and training aimed at combating sexual and gender-based violence must constantly be promoted in uprooted communities and in institutions working with them. The communities themselves have a responsibility to talk about sexual and gender-based violence and act to stop it.
- Governments, communities and other stakeholders have to respect and promote gender equality and women’s rights: this is the key to preventing sexual and gender-based violence.

UN High Commissioner for Refugees (UNHCR), *Survivors, Protectors, Providers: Refugee Women Speak Out*, 2011

Single women and children are attacked in their homes, many of which do not have doors or locks. Survival sex is a major problem, because women shamed by rape, who are forced out of their family and community, may have no other option. Women may also be forced into survival sex to feed their families; their body is the only thing that some women have to sell. Forced marriage of young girls is common. “Not all families can support all family members, so adolescent girls might be forced into prostitution to support the family. Also they are at risk of forced marriage to older men or to obtain residency. This is an early age to be responsible for a family.” In all Dialogues, women emphasized the high vulnerability of unaccompanied minors and women with a disability. Unaccompanied minor girls are particularly vulnerable to rape or sexual abuse by foster parents. This can lead to early and unwanted pregnancies, and to engaging in survival sex. In some of the Dialogues, the participants noted that lesbian women and girls are also vulnerable and face additional discrimination. Many of the younger participants raised the issue of female genital mutilation (FGM). The majority of them reject this practice. While many countries have banned FGM, it is still practiced in numerous communities. Domestic violence was also reported to be common. Many women commented that it has increased since their displacement. The women reported that training about domestic violence needs to be adapted to context and provided to both men and women. Training sessions alone are not enough, and may even be detrimental if efforts are not made to support the participants and their families and identify and address the violence that affects them. Legal remedies are all too often inaccessible or ineffective. Justice systems, including traditional systems, fail women and children. Perpetrators can therefore act in the knowledge that they have impunity. In many of the Dialogues, women said that, if they report a rape and the man is arrested, he will usually be set free a few days later, having bribed the police, and will then harass the family. Women are also afraid that, if they report a crime, the police will rape them a second time. Humanitarian workers are overwhelmed by the sheer size of the problem and often do not know how to respond. Few complaint mechanisms and services to address sexual and gender based violence are effective, nor are services to provide physical and mental health support widely available. Some women are also reluctant to access these services, afraid that staff will breach confidentiality, make them feel ashamed, or act as if the rape was their fault. Even where services and safe houses for victims of domestic violence are open to everyone, including displaced women and girls, staff may not be prepared to accommodate cultural differences or deal with the sexual and gender-based violence that women coming out of conflict situations and women on the move experience. Trained cultural mediators are too often unavailable.

UNHCR Division of International Protection, *Action against Sexual and Gender-Based Violence: An Updated Strategy*, June 2011

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.

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.

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.

Women's Refugee Commission, *Mean Streets: Identifying and Responding to Urban Refugees' Risks of Gender-Based Violence*, February 2016

Persons with Disabilities- Key GBV Risks

Refugees with disabilities are stigmatized and discriminated against on the basis of their disability. This intersects with other types of discrimination they face due to their refugee status, nationality, ethnicity, religion, and, of course, gender. The discrimination that women and girls with disabilities face gives rise to a host of GBV risks, including significant risks of emotional violence and sexual violence, both inside and outside their homes. Women with disabilities who are isolated in their homes are particularly at risk of sexual violence and rape, as are girls with intellectual disabilities. The stigma associated with being raped makes many women and girls reluctant to report such violence, and many are also unable to report it because they have little interaction with people outside their immediate family or immediate environment.

“People don’t want to share their experiences because they think it’s shameful or degrading, so they keep it all inside...The majority of the women [in the group] who have become disabled, they... were raped. Because they are considered a taboo, they feel shame in talking. They keep having those problems. We find it very really hard for them to get services.” —Male participant in a group discussion with the Association of Refugees with Disabilities in Kampala

In a separate project, the WRC and the International Rescue Committee conducted participatory action research on disability inclusion in GBV programming in humanitarian settings in Ethiopia, Burundi, Jordan, and Northern Caucasus in the Russian Federation. Findings identified that women with physical disabilities who are isolated in their homes in urban settings were being raped on a repeated and regular basis, often involving multiple perpetrators; and that women, men, girls, and boys with intellectual disabilities were particularly vulnerable to all forms of sexual violence, as well as emotional and physical abuse in these contexts.

UNHCR Policy Development and Evaluation Service. Evaluation of UNHCR’s efforts to prevent and respond to sexual and gender-based violence in situations of forced displacement. October 2008

9.6. Psychosocial care for survivors of SGBV

261. SGBV damages the intimate core and therefore the identity of the survivor. The violence is not only directed against the victim but indirectly undermines social structures. SGBV creates feelings of extreme shame and humiliation for survivors and their families. The taboos associated with sexual violence lead to emotional isolation and social marginalisation.

262. In all UNHCR operations evaluated, psychosocial services have been formally introduced, but there is a shortage of experienced psychological counselors and there are often no self-help groups, women’s groups and community centres designed to help survivors of SGBV.

Psychosocial services and facilities are limited in terms of qualified staff and quality of services provided. While a variety of therapeutic options like individual counseling, group therapy, "hot lines", etc. could be identified in the various operations, comprehensive psychosocial strategies covering the full range of therapeutic options have not yet been introduced in the majority of operations. All too often, psychological services are limited to individual psychological counseling, while therapeutic options like “group therapy” are hardly used.

264. Training for psychosocial staff has been provided in many operations, but appeared to be inadequate in terms of duration and content (the duration varies from one day to one week). As a result, IP psychosocial staff indicated they were not adequately prepared for psychosocial counseling of survivors of SGBV, especially when the survivors are children.

265. UNHCR country teams were generally lacking staff members with the psychological expertise to monitor IPs performance effectively or to provide specific training on psychosocial counseling.

268. In general, many SGBV survivors express reluctance to talk about their psychological problems - partly because of fear of stigmatization, and also because their families may view treatment for psychological problems as unacceptable. In particular, women often do not want to talk about problems related to domestic violence. Instead, many survivors frequently express symptoms of a somatic nature and seek medical help, with little understanding of the psychological nature of such symptoms. The individualistic orientation of Western psychology may not be in line with the community-orientation in many refugee settings, but the frequent lack of qualified national psychological staff may also account for the low acceptance of psychosocial services by survivors of SGBV.

Wasilkowska, K. (2012). *Gender Impact Analysis: Unconditional Cash Transfers in South Central Somalia*. The Somalia Cash Consortium. <http://www.alnap.org/pool/files/somalia-cash-consortium-gender-study-dec-2012.pdf>

The Cash Consortium is a group of four NGOs (Action Contre Faim, Adeso, Danish Refugee Council and Save the Children) that came together in mid-2011 to coordinate their aid response to the drought crisis and use unconditional cash grants to meet the basic food and non-food needs of the most vulnerable households in South Central Somalia.

- Both genders agreed that women were better and more appropriate managers of cash transfers as they were the household managers. The relatively small amount of cash given meant that women controlled the cash and variation on spend outside the household was limited. Personal spending for men was socially acceptable, while personal spending for women was less frequent.
- Cash transfers in South Central Somalia have been particularly successful in improving the social status of six population groups, namely widowed and divorced beneficiaries, agro-pastoralists and agriculturalists, IDPs, older beneficiaries and women in general.
- Men's perception of women's ability to manage money effectively changed most dramatically in IDP camps. This shows a potential for UCTs to improve gender equality in IDP camps at a faster rate than in urban or rural areas elsewhere and where traditional power dynamics between men and women are more fixed.
- The programme saw a 20 percent starting difference between women and men in their control of cash before the programme, and a 23 percent gain in decision making for women who said they previously did not control the spending of cash, however now controlled spending of cash after the UCT programme.
- The strongest statistical difference in spend of cash grants related to school fees. Women were two times more likely to spend on their children's school fees than men. In IDP camps, residents were least likely to spend cash on school fees. This may be related to the number of free schools in IDP camps, especially in Mogadishu.
- In the Somali context, where sharing networks are ingrained into the religious, cultural and social practices, cash will have a wider reach and can create long-term resilience. For women, who are usually dependent on male earners, this signals a unique opportunity for them to gain increased social status, strengthen their economic and social networks, increase their influence in the community and their resistance to future crisis situations.
- Different populations saw different gains from the cash transfers in emergency contexts. For example, widows and divorced women made considerable gains in status, while women in IDP camps saw the greatest change in men's perception of them, i.e. the perception that women could indeed manage money properly. This may show that beneficiaries who are outside of normative and hegemonic power structures, such as marriage, can expect to gain proportionately more social status from cash transfers, as they possess greater control over spend and the re-distribution of wealth.
- The study shows that many changes were gendered, but not all. Ensuring programmes consider the varying needs of different populations is crucial to minimising the risks that are specific to cash transfers, thereby improving positive outcomes for all.

UNHCR. *The Graduation Approach Newsletter, January 2014*, available at: [http://trickleup.org/wpcontent/uploads/2016/05/2014 UNHCR Graduation Pilots Newsletter 1.1.pdf](http://trickleup.org/wpcontent/uploads/2016/05/2014_UNHCR_Graduation_Pilots_Newsletter_1.1.pdf)

Since 2013, UNHCR field teams and partners, with the support of Trickle Up, have been piloting the Graduation Approach in five countries. It has become a powerful tool that enables vulnerable refugees to:

- Meet basic needs
- Develop skills
- Adopt healthy savings habits
- Determine a path of entrepreneurship or find employment opportunities in the local job market.

Under the Graduation Approach, each refugee participant has a personal mentor who actively works to link them to existing offerings. This makes existing programmes more personalised and responsive to individual protection needs. The mentor builds a relationship of trust and confidence with the participant, helping them to:

- Access services and rights
- Receive the right livelihoods support at the right time
- Follow a clear road map towards graduation by a clear target date.

Protection safeguards

Graduation caseworkers are trained on response and referral mechanisms, including when it comes to sexual and gender-based violence (SGBV), and are able to respond to many concerns through their close collaboration and consistent follow-up with the participants. Caseworkers are able to detect protection risks early and support refugees by ensuring they engage in safe and decent work.

Devereux, S., & Jere, P. (2008). "Choice, Dignity and Empowerment?" Cash and Food Transfers in Swaziland: An Evaluation of Save the Children's Emergency Drought Response, 2007/08. Institute of Development Studies, Brighton, UK. <http://www.ids.ac.uk/files/dmfile/SwazilandEDR2008FinalEvaluation.pdf>

The Emergency Drought Response project introduced cash transfers as a response to the food crisis of 2007/08 in Swaziland. 6,000 households received food and cash monthly for six months, while 1,400 households received food rations to the same value, thus serving as a control group. The programme had a comprehensive monitoring and evaluation system which included baseline and endline surveys as well as monthly monitoring. Three sets of focus group discussions occurred throughout the programme, with beneficiaries and non-beneficiaries. This final evaluation study drew on this monitoring and also interviewed 1,225 cash and food recipient households, 491 food only recipient households and 68 childheaded households. It hypothesised that women are empowered by receiving cash, and contains a section on impacts on women. 90 per cent of households registered a woman as the cash recipient and bank account holder. Women who collected the cash usually decided how it would be spent, even those in male-headed households. The cash was overwhelmingly spent on household basic needs. There were no reports of gender-based violence as a result of CTs. Some adults reported that girls were no longer engaging in transactional sex, as they had enough cash to meet their needs. The paper concludes that women were empowered by receiving cash.

3.7 Impacts on women

Save the Children Swaziland took a decision to ensure that women were the direct recipients of cash and food transfers wherever possible. The reasoning for this is that women are generally considered to be poorer and more vulnerable than men, and because women are the primary carers for children, who were an important target group for support from this project. Disbursing cash in particular to women was intended to ensure that the benefits would accrue to children, and was also intended to empower women. The majority (90%) of the registered beneficiaries and account-holders were women. Not surprisingly, female-headed households comprised a significant proportion of the beneficiaries (43% of the „cash plus food“ group), because they generally fall into the poorest wealth groups within rural communities.

Although the cash transfers were intended to benefit the entire household, women who collected the cash usually took primary responsibility for deciding on how to spend the cash and how to use the food within the family, even in male-headed households. Women in one focus group told us that when they received the cash they spent most of it immediately on food and groceries, leaving very little for their husbands. Interestingly, although there were concerns before the project that nominating women as cash recipients and account-holders could cause intra-household conflict between men and women, men tended to agree with giving the cash to women. “We just give all the money to our wives because they know what to buy.” One man in another focus group discussion dissented from the dominant view. “I am the one who decides what to buy, I never give the money to the woman. Even before the programme I was the one who knew what and what not to buy as a provider in the household.” In other households husbands and wives decided jointly on how the cash transfers should be spent, but this was apparently a minority of cases. A surprising finding was that when a conflict over the use of cash did occur, it was more usually between adults and children than between husbands and wives. Especially in female-

headed households, children sometimes confronted their parents or carers and demanded their „share“ of the cash transfer. This might have been an unintended consequence of the way the calculation of the cash payment level was explained to recipients: individuals representing family members stood up and each was allocated E30. Of course this did not mean that each household member should be given E30, but that this amount covered the costs of each person’s half-ration of food. Older carers such as grandmothers were particularly susceptible to pressures to divide up the cash, from their grandchildren or orphans in their care. One anecdote inverted the popular prejudice that men given cash transfers will waste it on drink. A woman who received cash transfers allegedly always returned home drunk on pay-days and spent very little of the cash on the family’s needs. One of her children complained: “She only knows to buy herself new clothes and drink.” Many more reports confirmed that women tended to spend their cash transfers very „responsibly“ (from an observer’s perspective) on meeting their family’s needs for food, groceries, education, transport, clothing, health, and other necessities. The evaluation survey also showed that 14% of female-headed households used some of the cash for starting or investing in business ventures, which can be interpreted as a positive indicator of economic empowerment for these poor and vulnerable women. Common business activities included petty retailing – buying and re-selling second-hand clothes or cloths, vegetables, fruit, meat and other commodities for small profits – and cooking food for sale (groundnuts, bread, mealie-meal and relish, and so on).

Grameen Bank, Breaking the vicious cycle of poverty through microcredit, available at: <http://www.grameen.com/breaking-the-cycle-of-poverty/>

The Grameen Bank is based on the voluntary formation of small groups of five people to provide mutual, morally binding group guarantees in lieu of the collateral required by conventional banks. The assumption is that if individual borrowers are given access to credit, they will be able to identify and engage in viable income-generating activities – simple processing such as paddy husking, lime-making, manufacturing such as pottery, weaving, and garment sewing, storage and marketing and transport services. Women were initially given equal access to the schemes, and proved not only reliable borrowers but astute entrepreneurs. As a result, they have raised their status, lessened their dependency on their husbands and improved their homes and the nutritional standards of their children. Today over 90 percent of borrowers are women. Intensive discipline, supervision, and servicing characterize the operations of the Grameen Bank, which are carried out by “Bicycle bankers” in branch units with considerable delegated authority. The rigorous selection of borrowers and their projects by these bank workers, the powerful peer pressure exerted on these individuals by the groups, and the repayment scheme based on 50 weekly installments, contribute to operational viability to the rural banking system designed for the poor. Savings have also been encouraged. Under the scheme, there is provision for 5 percent of loans to be credited to a group fund and Tk 5 is credited every week to the fund. The success of this approach shows that a number of objections to lending to the poor can be overcome if careful supervision and management are provided. For example, it had earlier been thought that the poor would not be able to find remunerative occupations. In fact, Grameen borrowers have successfully done so. It was thought that the poor would not be able to repay; in fact, repayment rates reached 97 percent. It was thought that poor rural women in particular were not bankable; in fact, they accounted for 94 percent of borrowers in early 1992. It was also thought that the poor cannot save; in fact, group savings have proven as successful. It was thought that rural power structures would make sure that such a bank failed; but the Grameen Bank has been able to expand rapidly. Indeed, from fewer than 15,000 borrowers in 1980, the membership had grown to nearly 100,000 by mid-1984. By the end of 1998, the number of branches in operation was 1128, with 2.34 million members (2.24 million of them women) in 38,957 villages. There are 66,581 centres of groups, of which 33,126 are women. Group savings have reached 7,853 million taka (approximately USD 162 million), out of which 7300 million taka (approximately USD 152 million) are saved by women.

UNHCR and International Rescue Committee, Integrating Cash Transfers into Gender-based Violence Programs in Jordan: Benefits, Risks and Challenges, November 2015.

<http://www.cashlearning.org/downloads/erc-irc-action-research-web.pdf>

Changes in women’s roles

The explicit targeting of women as recipients of cash transfers significantly shifted their roles in financial decision-making during the assistance period, as men (either husbands, fathers or brothers) are traditionally responsible for financial decisions. As will be discussed further below, it appears that these changes were largely temporary and did not change financial decision-making roles in the long-term unless women accessed other income sources. Below are some examples of women describing how their role in financial decisions changed by receiving cash transfers:

"[In Jordan], I'm doing everything a man must do. I take the UNHCR assistance and vouchers. Everything you can imagine a man should do, I do it. I don't like this but I must do this role. When I receive money directly, I feel powerful. I can help others and give to others and my husband also appreciates this."

"Since I don't have to ask him for money, I am free and can make my own decisions but he tells me I have to pay for the rent and the bills and then I can take the money and use it for what I want."

"I still ask my husband for financial decisions. But one change is that before I had to ask permission to go out and now I just let him know that I'm leaving."

"Now I can buy anything without asking my husband's permission. I can determine my own needs and purchases."

Interestingly, some women recipients make financial decisions completely independently while others negotiated with their husbands in financial decision-making, even though they held access to the money. Only a limited number of women said that they continued to allow males to make all financial decisions related to the cash assistance. Notably, none of the male FGD participants said that a woman's role or status would change as a result of receiving cash assistance. Most expressed the expectation that a woman would spend the money on rent and goods for the household and children, while some men expected her to give part or all of the cash to her husband to manage.

Cash transfers, GBV and GBV risks -Domestic violence

Women in the FGDs perceived the cash assistance to reduce household tensions, as well as domestic violence against women and between parents and children. Counselors and cash assistance officers, who regularly monitor cases and the impact of cash distributions, also corroborated a link between cash transfers and reduced domestic violence. However, this does not occur in all cases and there are a few case reports and other research findings of cash exacerbating tensions, which highlights the need for thorough monitoring, preferably through case management, throughout the duration of cash transfers. According to the latest PDM survey, the most frequently noted change as a result of receiving cash assistance was that 'there is less tensions/problems within households' according to respondents. In the FGDs, women often concluded that financial troubles were a significant cause of domestic violence and that cash assistance, by reducing financial troubles, helped mitigate GBV: "There used to be tensions at home but after we received the cash assistance, violence reduced in the house. My children are more comfortable now [after receiving the cash], and so am I. When the money is in the house, there are no problems in the house."

Conclusion

In conclusion, IRC's use of cash in its **WPE programming supports evidence that cash can be an adequate tool to mitigate risks of GBV**, with the conditions that the main source of the protection risk is a lack of financial resources, and that cash and protection programming are used in tandem. Because of its discretion and accessibility, cash assistance is well-suited for a program targeting women and girls in a way that in-kind assistance is not. At the same time, cash also presents potential risks by challenging entrenched gender roles (and inequalities) in a context where these roles have already been affected by exile, loss, and the challenges of surviving as refugees. To fully realize the objectives of providing comprehensive support to respond to and mitigate the risks of GBV, some program areas require further attention, such as ensuring that the program is grounded in a comprehensive gender analysis, tightening the sequencing of cash and Gender Discussion Groups and case management, strengthening the referral process, and simplifying the targeting criteria and monitoring systems to suit the program's purpose. Lastly, to capture the sustained outcomes of both WPE and ERD services, PDM and assessment indicators should be clearly linked to the factors which make women and girls vulnerable. One major challenge to this has been the program siloes across two program units. As cash is a tool to strengthen protection of women and girls as a temporary measure, the development and

management of the criteria and monitoring should continue to be heavily informed by specialized women's protection staff.

GC11

UNHCR, Update on implementation of UNHCR's commitments under the "grand bargain" 10 March 2017

F. A participation revolution: include people receiving aid in making the decisions which affect their lives **UNHCR's commitment: ensuring equal (50 per cent) and meaningful participation of women and adolescent girls in all decision-making processes and structures in forced displacement contexts by 2020.**

17. At the time of the World Humanitarian Summit, 48 out of 65 refugee and IDP situations reporting on the indicator were in the range of 35 per cent or above with respect to female participation.

18. UNHCR chaired the Inter-Agency Standing Committee group that drafted the "Guidance note on protection and accountability to affected populations in the humanitarian programme cycle". In line with goal five of the grand bargain – a participation revolution: include people receiving aid in making the decisions which affect their lives – **UNHCR will focus on the institutionalization of measures aimed at ensuring accountability to affected populations,** including at the field level through the results-based management framework, which is currently being updated.

UN High Commissioner for Refugees (UNHCR), *Survivors, Protectors, Providers: Refugee Women Speak Out*, 2011

Women taking up leadership positions in their homes, families, communities and in broader society face numerous challenges, which were discussed at length. Women were unanimous in every site that this has to change if their status in society is to improve. **Women reported that they are often marginalized by men in their homes and routinely excluded from meaningful positions in their families and communities. Many are denied education, which can exclude them from learning the languages used in meetings.** In addition to cultural obstacles, negative stereotyping of refugee women by people in the community may also obstruct their empowerment and hinder their capacity to take up leadership responsibilities. Women reported that the lack of leadership opportunities is worsened by their often "tokenistic" inclusion in decision-making processes. Refugee women and girls have not yet attained substantive leadership roles in community and camp management committees, or community justice systems. Displaced women are seldom included in consultations on potential durable solutions and conflict resolution. The participants observed that being appointed to committees is not enough. Women need training to 'give them the right words to use', help them to understand their rights, and develop more self-confidence. "We can defend ourselves and do things like men if we have leadership skills." But practical challenges also get in the way. In order to attend meetings, many women need childcare, assistance with transport, or compensation for lost income. As one woman phrased it: "To come to this training, it costs the same as one egg. I have two teenage sons who work as labourers. Every week I try and buy one egg to share between them on Sunday. So, I have to choose between the egg for my sons or to come to the training." This overall lack of participation means that the special needs of women and girls, in particular the most vulnerable, are often not adequately acknowledged or addressed, with long-lasting consequences for themselves and their communities. Their knowledge, expertise and capacity are lost in these processes.

We, the participants, ask for:

Knowing our rights.

- Context-specific and gender-sensitive training in human rights and women's rights needs to be provided to both displaced men and women, to enable them to understand the changes flight and refuge might mean to their traditional culture and to assist women and girls to develop the skills they need to participate effectively in leadership positions.

Participating in decisions that affect our lives.

- UNHCR and NGOs need to engage women to take on an active role in camp committees and consultations, and recruit them when paid work is available.

- The participation of women has to be supported by providing childcare during meetings and training sessions, facilitating transport and, if necessary, ensuring some compensation for attending events. When required, the presence of interpreters has to be ensured.
- Governments and all agencies working with refugees and displaced persons have to support the meaningful participation of women in the design, implementation, monitoring and evaluation of policies, programmes, and activities.

GC12

UN High Commissioner for Refugees (UNHCR). *Survivors, Protectors, Providers: Refugee Women Speak Out*, 2011

- Women need training to ‘give them the right words to use’, help them to understand their rights, and develop more self-confidence. “We can defend ourselves and do things like men if we have leadership skills.” But practical challenges also get in the way. In order to attend meetings, many women need childcare, assistance with transport, or compensation for lost income. As one woman phrased it: “To come to this training, it costs the same as one egg. I have two teenage sons who work as labourers. Every week I try and buy one egg to share between them on Sunday. So, I have to choose between the egg for my sons or to come to the training.” This overall lack of participation means that the special needs of women and girls, in particular the most vulnerable, are often not adequately acknowledged or addressed, with long-lasting consequences for themselves and their communities. Their knowledge, expertise and capacity are lost in these processes.
- UNHCR and partners need to assist women who have been forced into survival sex to support their families in finding alternative employment. Staff and refugee communities have to be sensitized to the reasons why some women engage in survival sex.
- Few complaint mechanisms and services to address sexual and gender based violence are effective, nor are services to provide physical and mental health support widely available. Some women are also reluctant to access these services, afraid that staff will breach confidentiality, make them feel ashamed, or act as if the rape was their fault.
- Even where services and safe houses for victims of domestic violence are open to everyone, including displaced women and girls, staff may not be prepared to accommodate cultural differences or deal with the sexual and gender-based violence that women coming out of conflict situations and women on the move experience. Trained cultural mediators are too often unavailable.

UNHCR. *UNHCR’s Dialogues with Refugee Women*, 2013, <http://www.unhcr.org/511d160d9.pdf>

Dialogue participants explained that financial, practical, cultural and other obstacles – including a lack of education and training – often preclude them from participating meaningfully in decision-making mechanisms in their communities. As a result, their needs are often inadequately recognized and addressed. Women asked governments, UNHCR and partners to build their capacity and open up spaces for greater participation in decision-making processes affecting all aspects of their lives. In UGANDA, where women expressed their wish to work together and strengthen their leadership capacity, specific women’s forums have been established and training provided to all women in leadership positions. In ZAMBIA, participants developed action plans in follow-up to the Dialogues, setting out activities responding to the recommendations. These are implemented by the community with support from UNHCR and partners, and progress is tracked by a group of “Dialogue Ambassadors”. So far, in addition to sensitization on SGBV and efforts to improve identification and follow up on SGBV and child protection cases, this led to a workshop being held on women’s leadership. The Ambassadors are also leading a campaign which aims to achieve equal gender representation in the October 2012 camp-wide refugee committee elections. In the 2010 refugee representative elections in Meheba settlement, a campaign encouraging women to present their candidacy had already resulted in 33% women’s representation – up from almost zero per cent previously.

In response to concerns raised during the Dialogues in ZAMBIA about women’s lack of participation in food distribution processes, all-women food distribution committees were formed in Meheba refugee settlement. As a result, more attention has been given to the specific needs of single women, unaccompanied minors and the elderly. After some initial resistance, many

women now receive active support from their husbands to enable them to participate in these committees – by helping with child care, for example. Women report that their role in decision making in the family has also grown, on important issues such as repatriation.

In INDIA, the Dialogues presented the first opportunity for members from different refugee communities in Delhi to get to know each other and share their experiences. This was greatly appreciated, and contact has been maintained. UNHCR facilitates this through the provision of meeting spaces for women’s groups in outreach centres in different parts of the city, where community based activities can be held. UNHCR also organizes open house meetings for all refugees and participatory assessments twice a year. Myanmar women from different community-based organizations and ethnicities have united in a committee which holds monthly meetings with UNHCR. This could serve as a model women’s leadership structure for the Afghan, Somali and other smaller refugee communities in Delhi.

In COLOMBIA, Dialogues participants requested greater support and capacity building to facilitate women’s leadership, and in particular, increased participation of women’s community-based organizations in decision-making processes. As part of the UNHCR-UNDP Transitional Solutions Initiative in Medellín, UNHCR has worked with groups of young men and women – which include some women who participated in the Dialogues – to develop an action plan focusing on capacity building for IDP organizations, SGBV prevention and response and skills development. In cooperation with the organization Red Kambiri, UNHCR also set up a capacity-building project to strengthen the ability of Afro-Colombian organizations to advocate for the inclusion of their proposals in a Medellín development plan. UNHCR, in cooperation with the municipality and a university, also set up the Youth Rights School with 28 IDP youth, to promote leadership and strengthen positive relations between youth and their communities.

GC13

UN Security Council, *Report of the Secretary-General on conflict-related sexual violence*, 15 April 2017

(f) To give consideration to clarifying the legal status of undocumented refugee children, including children conceived as a result of rape, and the right of mothers to confer their nationality upon their children, in line with the Convention on the Elimination of All Forms of Discrimination against Women, to avoid possible statelessness;

UNHCR, *UNHCR’s Dialogues with Refugee Women*, 2013, <http://www.unhcr.org/511d160d9.pdf>

During the Dialogues, participants stressed how crucial registration and identity documents are for their protection and access to basic services. Yet they reported that all too often, they continue to face obstacles in securing timely registration, acquiring documents, having these recognized by representatives of authorities and service providers, or getting birth certificates for newborns. They requested individual documentation that effectively grants legal status and access to rights, as well as birth certificates for all.

REGISTRATION AND DOCUMENTATION

In COLOMBIA, people living in remote areas often lack access to documents, especially women and indigenous and Afro-Colombian communities. While this also presents challenges prior to displacement, it becomes a serious problem when people are displaced to urban areas and need documents to prove their identity in order to access protection and assistance. The authorities therefore conduct registration and documentation campaigns for people living in remote and inaccessible areas; mobile units have issued 878,363 personal identification documents since 2000. UNHCR supports campaigns in rural areas, in Medellín and the surrounding region.

In ZAMBIA, participants asked for identity cards to be issued to all refugees above 16 years of age. The Zambian Government and UNHCR have reinforced their efforts to ensure that all refugees in the settlements have documentation and that expired ID cards are replaced in a timely manner. Efforts to solve documentation problems for refugees in Lusaka are on-going. In THAILAND, the government has approved a “fast track” procedure that provides access to the Provincial Admission Board (PAB) asylum mechanism for unregistered residents in the nine temporary shelters, if they are immediate family members of resettled refugees and/or of registered camp residents whose resettlement is being processed. The absence of a registration process for a large number of the camp-based population is both a complex challenge and an on-going protection gap. In JORDAN and INDIA, where asylum-seeker and refugee cards are not

always recognized, UNHCR and its partners are sensitizing authorities and service providers on their purpose and legal effect, to increase their access to protection and services. In Jordan, training has been provided to residency and border police officials, judges, religious leaders, ministry and NGO staff, while in India sensitization efforts target police, hospital staff, school teachers and other relevant actors. In both countries, on-going efforts in this regard are needed due to a high turnover of staff. In addition, UNHCR in Delhi replaced the paper refugee certificates with smart ID cards. The new cards are more easily recognized by service providers, are more practical to carry and last longer. Likewise, as requested by Dialogue participants in UGANDA, all refugees of 16 years and above were given plastic photo identity cards. During a verification exercise, UNHCR and the Ugandan authorities ensured that all women received the identity cards. UNHCR INDIA has also accelerated the refugee status determination procedure so that asylum-seekers, if recognized, receive refugee status and the benefits attached to it sooner. In addition, the Government of India recently announced a new policy to grant long-term visas to refugees recognized by UNHCR which will also allow them to work in the private sector and enrol in any academic institution. Although this is a major positive development, implementation remains slow.

GC14

UNHCR Policy Development and Evaluation Service. Evaluation of UNHCR's efforts to prevent and respond to sexual and gender-based violence in situations of forced displacement. October 2008

Obstacles to the prevention and response of SGBV against returnees:

36. Most of the time, decisions to repatriate are made by men and often motivated by the lack of any other durable solution in the host country. Many women face physical harm when they return home or are once more subjected to restrictive cultural, religious, educational and political practices that discriminate on the basis of sex.

37. While UNHCR can usually provide protection and services in refugee settings, the conditions often remain insecure in the areas of return and many refugees experience serious hardship in arranging their lives, e.g. if they cannot return to their region of origin due to destruction of the infrastructure or do not have access to their former property. After repatriation, women are likely to have more problems than men in arranging their livelihoods. They are also likely to have considerable difficulties in finding employment and shelter. The influx of returning refugees and displaced persons, the presence of large numbers of demobilised excombatants, the high prevalence of female-headed households, widespread lack of economic opportunity and general breakdown in social norms may all contribute to increased levels of sexual violence.

38. Furthermore, their problems are often reduced to the need for material goods and physical safety. Although returnees may settle down eventually, they may never completely 'come back' in the literal sense. Exile remains part of their life experience, positive because of the new skills they have acquired (e.g. dislocation can produce a climate in which women are no longer obliged to adhere to traditional, culturally determined roles), negative because of a lingering sense of not belonging. In reality, complex psychosocial processes are often involved, e.g. trauma, loss and existential uncertainty, but also personal growth.

39. Although UNHCR actively engages in the assistance for returnees, i.e. by offering basic assistance and ensuring free access to schools, UNHCR often does not have the capacity or political mandate to offer comprehensive long-term support for returnees.

UN Security Council. Report of the Secretary-General on conflict-related sexual violence. 15 April 2017

II. Sexual violence in conflict as a tactic of war and terrorism: Overview of current trends and emerging concerns

10. A strikingly consistent concern, across the varied contexts examined in the present report, is the intense stigma suffered by survivors of conflict-related sexual violence. Survivors risk being twice traumatized: first by the action of the perpetrator, then again by the reaction of society and the State, which is often unresponsive or even punitive and discriminatory. Shame and stigma are integral to the logic of sexual violence being employed as a tactic of war or terrorism: aggressors understand that this type of crime can turn victims into outcasts, thus unravelling the family and kinship ties that hold communities together. The effect may be diminished

reproductive capacity and prospects for group survival. Just as there are many manifestations of conflict-related sexual violence, there are multiple and intersecting stigmas that follow in its wake. These include the stigma of “guilt by association” with the perpetrator and their group; fear of suspected sexually transmitted infections such as HIV; the perceived dishonour of lost chastity or virginity; the stigma of maternity out of wedlock, especially where children conceived through rape are considered “children of the enemy”; homosexuality taboos, in the case of male rape; and the shame of being unable to defend oneself and loved ones. Children born of rape may themselves face a lifetime of marginalization, owing to stigma and uncertain legal status. Sociocultural stigma compounds the problem of universal underreporting of sexual violence in times of war. Survivors who have no opportunity to disclose abuse or are forced to delay disclosure due to safety concerns and a lack of services have been found to suffer higher rates of post-traumatic stress and depression. While stigma is often framed as a persistent, long-term problem, it must be addressed in a strategic manner, because stigma can kill. As documented in many contexts, it has led to lethal retaliation, “honour” crimes, suicide, untreated diseases, unsafe abortion, economic exclusion and indigence.

12. For peacebuilding and reconciliation to take root, justice must be done, and be seen to be done, for sexual violence survivors. Otherwise, the trauma, disease, perceived dishonour, and desire for vengeance will fester within communities. Unless those who have suffered sexual violence and the children born of rape are reintegrated into their societies and economies, they will remain susceptible to exploitation and recruitment. In some cases, women and girls released from armed groups have been shunned by their communities, including on account of sexual violence, and left with no option but to rejoin the group that they had fled. Some women and girls who were ostracized following their release from violent extremist groups have fallen victim to sex trafficking, both internally and across borders. To guard against these risks, safe houses and economic livelihood programmes are urgently required for individuals released from circumstances of captivity, abduction, forced marriage, forced prostitution and/or sexual slavery.

UN High Commissioner for Refugees (UNHCR). *Survivors, Protectors, Providers: Refugee Women Speak Out*, 2011

Lack of access to employment and to legal means of income generation were two of the biggest hardships reported by refugee women and girls. “Because we do not have work permits, we are paid half the salary of local workers. We are supposed to get a higher salary but we do not get enough without the permit.” Many women, especially single mothers, face a desperate situation because they are not authorized to work in their host countries and lack access to adequate subsistence allowances or rations. They cannot pay rent or purchase food and other essential items, and this affects their health as well as their ability to send their children to school. Their only option is to seek employment in the informal labour market, where exploitation and sexual abuse are endemic. When they are excluded even from this source of income, women are at times forced into survival sex to feed themselves and their families. Child labour was reported to be common, and to be associated with high levels of child sexual exploitation, forced prostitution and trafficking. Vocational training often does not facilitate access to local labour markets or income generation schemes, and therefore does not help refugees and displaced persons to earn the revenue they need. Refugee women noted that they suffer because their qualifications are not recognized. “Often refugee women [who have qualifications from their countries of origin] will get a job as an interpreter or working in projects [as unqualified workers]. Even if they have higher education, a degree from their own home country is not recognized.”

We, the participants, ask for: Market-oriented, sustainable vocational training.

- Local experts in vocational training and income generation need to be employed to establish effective and productive programmes for refugee women, taking into account the local labour market.
- Host governments are encouraged to give refugees access to national vocational training programmes.
- In cooperation with host governments, donor governments need to be encouraged to fund proven, successful income generation programmes, which generate both short-term and long-term benefits.
- Host governments are encouraged to develop a system to recognize qualifications secured in refugees’ countries of origin. The right to decent work.

- Host governments are encouraged to grant work permits to refugees and asylum-seekers to ensure their self-reliance, facilitate durable solutions and limit the burden they might otherwise represent for the host country.
- Host governments, UNHCR and partners are encouraged to assist refugees to find employment, become self-reliant and contribute to the economies of host countries.
- UNHCR and partners need to assist women who have been forced into survival sex to support their families in finding alternative employment. Staff and refugee communities have to be sensitized to the reasons why some women engage in survival sex.

GC15

Human Rights Watch, "You Will Get Nothing" - Violations of Property and Inheritance Rights of Widows in Zimbabwe, 24 January 2017

II. Findings: Property Grabbing from Widows During our research, dozens of widows told Human Rights Watch that their in-laws grabbed their property after their husbands died. They described myriad ways in which this happened. Widows said their in-laws threatened, physically intimidated, and insulted them. Some were forced out of their homes immediately. Others had distant in-laws turn up years after their husbands' deaths, demanding property. Still others had their livelihoods constricted as in-laws stole or commandeered their productive assets like fields, cattle and other livestock, and gardens. They told Human Rights Watch how in-laws forcibly evicted them; attempted to obtain title to their land and marital homes behind their backs; sold off their inventory from family shops; and diverted their income from rental properties. Widows also said that their in-laws had made the painful insinuation that the widows themselves might be responsible for the deaths of the husbands. Many widows told us how they lost everything. **The Impact of Property Grabbing on Widows' Lives** Widows described the various ways in which property grabbing affected their lives. Many said it drove them into poverty; some said they became homeless; and others said their children dropped out of school because they could no longer pay school fees.

UN High Commissioner for Refugees (UNHCR), *Survivors, Protectors, Providers: Refugee Women Speak Out*, 2011

Many displaced women indicated that they do not wish to return to the land from which they have been displaced, even if this were possible. They fear that they will experience more violence and will not be able to resume their previous livelihoods. Other women, in particular indigenous women, want to reclaim their traditional lands and asked for support to return to their homes as soon as possible.

We, the participants, ask for: Safe return to our land.

- Property rights of women must be acknowledged and respected. Communities need to protect women's property rights and support their access to land.
- The traditional ownership of indigenous lands and the right of indigenous people to voluntary return have to be recognized.
- Effective return plans need to be established with those families who wish to return to their places of origin, and need to include: the provision of land to ensure self sustainability; help in reconstructing destroyed houses; land mine clearance where relevant; and the restoration of essential services such as schools, transport and health care. Security has to be guaranteed by re-establishing police and legal structures.

GC16

UN Security Council, *Report of the Secretary-General on conflict-related sexual violence*, 15 April 2017

13. There is a demonstrated link between economic security and autonomy, and physical security and autonomy. The present report finds that the vast majority of victims of conflict-related sexual violence come from marginalized, destitute and often displaced communities. Cross-national patterns show a strong correlation between economic desperation and exposure to sexual violence/exploitation, including trafficking, forced prostitution, and resort to harmful coping mechanisms, such as child marriage. **The effect of sexual violence employed as a tactic of**

war or terrorism is to spread fear among the civilian population, with a range of economic consequences, including facilitating the capture of land and property by forcibly displacing residents, with high levels of sexual violence seen during flight and in displacement settings. In addition, this fear restricts women's freedom of movement to continue vital economic activities. The suppression of women's employment and education increases their risk of being exposed to sexual violence, whereas economically empowered women have been shown to provide a buffer against the recruitment and radicalization of their children and other family members and thus against widening and repeating cycles of violence. Livelihood support and structurally transformative reparations can help to break the cyclical connection between poverty and sexual violence. However, despite being the measures that survivors themselves most often demand, they are precisely those least seen in responses to date.

UNHCR Policy Development and Evaluation Service. Evaluation of UNHCR's efforts to prevent and respond to sexual and gender-based violence in situations of forced displacement. October 2008

The prevention of and response to all types of SGBV grouped under one programme

59. UNHCR and its Implementing Partners commit themselves to the use of the broadest current definition of sexual and gender-based violence denoting physical, sexual and psychological violence in the family and in the community, including battering, sexual abuse of children, dowry-related violence, marital rape, female genital mutilation and other traditional practices harmful to women, non-spousal violence, violence related to exploitation, sexual harassment and intimidation at work, in educational institutions and elsewhere, trafficking in women, forced prostitution, and violence perpetrated or condoned by the state (Articles 2 and 1 of the UN Declaration on Violence against Women, 1993). This basic conceptual approach of UNHCR is highly appropriate, since only within such an approach is it possible to understand that gender based violence not only refers to women and to sexual violence, but also extends to all forms of violence that are rooted in some form of 'patriarchal ideology' resulting in gendered power inequities that exploit distinctions between males and females.

60. However, in practice, UNHCR's programmes usually tend to concentrate predominantly on just a few types of sexual and gender based violence, predominantly sexual violence against women, while other forms of psychological, economic, or sociocultural gender based violence are less commonly addressed.

277. Economic marginalisation accounted for additional exposures to SGBV. Due to lacking opportunities for gainful employment and a meaningful role in society, adolescents are vulnerable to the lure of participating in armed conflict and prostitution.

United Nations High Commissioner for Refugees (May 2011) Driven by Desperation: Transactional Sex as a Survival Strategy in Port-au-Prince IDP Camps

1. The phenomenon of women and adolescent girls engaging in transactional sex within IDP camps in Port-au-Prince is widespread and exemplifies the exacerbation of their precarious and vulnerable conditions. 100% of the 15 focus groups consulted reported survival sex in their camps, portraying it as an invisible but common (and mainly as a new, post earthquake) practice. This behavior can be understood as an imposed survival strategy to face a basic physical need (hunger/food insecurity) and as a coping mechanism to respond to the various levels of physical suffering endured in these new living conditions in the camps. The immense psychological trauma suffered by these women also plays a role in this equation.

2. Nearly all women interviewed mentioned the need to feed their children as their first priority. It can be argued that women's primary motivation for engaging in transactional sex is not just their personal survival but the survival of their children. Based on the feedback from the participants, transactional sex appears to be a common means practiced by women to feed their family in the absence of gainful employment and/or any informal income generating activity. They face insurmountable obstacles to accessing humanitarian aid and support from local and national authorities and international actors.

3. The study revealed that there is a nexus between food insecurity and survival sex in the IDP camps selected. The more food insecure these vulnerable IDPs are, the more inclined they are to engage in extreme coping mechanisms, including survival sex. In a humanitarian crisis, it is acknowledged that levels of food insecurity have an impact on the SGBV pattern, especially for

vulnerable groups. This study does not intend to establish causation between food insecurity and transactional sex; rather it seeks to examine the correlation between these two factors.

4. The women's testimonies describe a "disconnect" (more precisely information and communication problems, diversion, abuses of power and "rerouting" of the humanitarian resources by the IDP committees) between humanitarian actors and the IDP communities, particularly during aid distribution. This exacerbates the entrenched gender inequality in post-earthquake living context, particularly in light of social upheaval, absence of the State (rule of law) and lack of economic opportunities. In many cases, NGO activities were not in accordance with SPHERE standards or other international codes, such as the Inter Agency Standing Committee (IASC) Gender Guidelines. The camps surveyed had neither camp management organizations in charge, nor authorities present (DPC/Civilian Protection, local authorities), but received some assistance through sporadic interventions.

GC17

UNHCR Handbook for the Protection of Women and Girls, 2008

"The men who had been negotiating didn't feel that they [women] had any right to be there. These men felt they had a right to be there because they were fighters or had been elected to the parliament before the war escalated. But Burundi women who had suffered so much didn't have any legitimacy in their eyes. But by bringing women in, the documents have more legitimacy now."

- Conclusion following a women's conference organized to enable women to contribute to the Burundi Peace Accords

Security Council resolution 1325 (2000) emphasizes the importance of women's equal participation as active agents in peace and security. It calls for

- increased participation of women at all decision-making levels in conflict prevention, management, and resolution,
- support for local women's peace initiatives and indigenous processes for conflict resolution,
- measures that support women's participation in peacebuilding processes and in all implementation mechanisms of peace agreements; and
- action by governments, parties to armed conflict, the UN Secretary General, and other UN bodies to achieve this.

Responsibility: UN and UNHCR

UN agencies have a responsibility to work together to ensure negotiation processes are adapted to consider the specific needs of women and to support women in strengthening their capacities to assume leadership roles. UNHCR staff and partners should be aware of gender inequalities and obstacles women and girls face when they seek to participate in what are often highly-charged political processes. They should work with male leaders and women and girls in the community to tackle these obstacles. How to respond in order to support women's and girls' equal participation in peace processes and their enjoyment of their political rights, UNHCR, together with local, national, and international partners should carry out the following actions:

Security Council Resolution 2106 (2013)

1. Urges Member States, in light of the High-level Review, to assess strategies and resourcing in the implementation of the women, peace and security agenda, reiterates its call for Member States to ensure increased representation of women at all decision-making levels in national, regional and international institutions and mechanisms for the prevention, and resolution of conflict, encourages those supporting peace processes to facilitate women's meaningful inclusion in negotiating parties' delegations to peace talks, calls upon donor countries to provide financial and technical assistance to women involved in peace processes, including training in mediation, advocacy, and technical areas of negotiation, as well as providing support and training to mediators and technical teams on the impact of women's participation and strategies for women's effective inclusion, further encourages the meaningful participation of civil society organizations at international and regional peace and security meetings, as appropriate, including donor conferences to help ensure gender considerations are integrated in the development, prioritization, coordination, and implementation of policies and programmes, and encourages the hosts of such meetings to give due consideration to facilitating a cross representation of civil society participants;

5 (c) Expresses its intention to invite civil society, including women's organizations, to brief the Council in country-specific considerations and relevant thematic areas, as well as the Under-Secretary-General/Executive Director of UN-Women and the Under-Secretary-General/Special Representative of the Secretary-General on Sexual Violence in Conflict to brief more regularly on country situations and relevant thematic areas of work on its agenda including on matters of urgency for women and girls in conflict and crisis;

6. Expresses its intention, when adopting or renewing targeted sanctions in situations of armed conflict, to consider designating, as appropriate, those actors, including those in terrorist groups, engaged in violations of international humanitarian law and violations and abuses of human rights, including sexual and gender-based violence, forced disappearances, and forced displacement, and commits to ensuring that the relevant expert groups for sanctions committees have the necessary gender expertise;

11. Emphasizes the important role that can be played by women, civil society, including women's organizations, and formal and informal community leaders in exerting influence over parties to armed conflict with respect to addressing sexual violence;

GC18

UN Security Council, *Report of the Secretary-General on conflict-related sexual violence, 15 April 2017*

13. There is a demonstrated link between economic security and autonomy, and physical security and autonomy. The present report finds that the vast majority of victims of conflict-related sexual violence come from marginalized, destitute and often displaced communities. Cross-national patterns show a strong correlation between economic desperation and exposure to sexual violence/exploitation, including trafficking, forced prostitution, and resort to harmful coping mechanisms, such as child marriage. The effect of sexual violence employed as a tactic of war or terrorism is to spread fear among the civilian population, with a range of economic consequences, including facilitating the capture of land and property by forcibly displacing residents, with high levels of sexual violence seen during flight and in displacement settings. In addition, this fear restricts women's freedom of movement to continue vital economic activities. **The suppression of women's employment and education increases their risk of being exposed to sexual violence, whereas economically empowered women have been shown to provide a buffer against the recruitment and radicalization of their children and other family members and thus against widening and repeating cycles of violence.** Livelihood support and structurally transformative reparations can help to break the cyclical connection between poverty and sexual violence. However, despite being the measures that survivors themselves most often demand, they are precisely those least seen in responses to date.

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women, while other forms of psychological, economic, or sociocultural gender based violence are less commonly addressed.

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United Nations High Commissioner for Refugees (May 2011) *Driven by Desperation:*

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2. Nearly all women interviewed mentioned the need to feed their children as their first priority. It can be argued that women's primary motivation for engaging in transactional sex is not just their personal survival but the survival of their children. Based on the feedback from the participants, transactional sex appears to be a common means practiced by women to feed their family in the absence of gainful employment and/or any informal income generating activity. They face insurmountable obstacles to accessing humanitarian aid and support from local and national authorities and international actors.

3. The study revealed that there is a nexus between food insecurity and survival sex in the IDP camps selected. The more food insecure these vulnerable IDPs are, the more inclined they are to engage in extreme coping mechanisms, including survival sex. In a humanitarian crisis, it is acknowledged that levels of food insecurity have an impact on the SGBV pattern, especially for vulnerable groups. This study does not intend to establish causation between food insecurity and transactional sex; rather it seeks to examine the correlation between these two factors.

4. The women's testimonies describe a "disconnect" (more precisely information and communication problems, diversion, abuses of power and "rerouting" of the humanitarian resources by the IDP committees) between humanitarian actors and the IDP communities, particularly during aid distribution. This exacerbates the entrenched gender inequality in post-earthquake living context, particularly in light of social upheaval, absence of the State (rule of law) and lack of economic opportunities. In many cases, NGO activities were not in accordance with SPHERE standards or other international codes, such as the Inter Agency Standing Committee (IASC) Gender Guidelines. The camps surveyed had neither camp management organizations in charge, nor authorities present (DPC/Civilian Protection, local authorities), but received some assistance through sporadic interventions.

GC19

UNHCR Policy Development and Evaluation Service. Evaluation of UNHCR's efforts to prevent and respond to sexual and gender-based violence in situations of forced displacement, October 2008

Recommendations related to UNHCR's policy and priorities in preventing and responding to SGBV with regard to: Self-reliance while awaiting durable solutions

- With regard to SGBV, the full integration in the host country with all opportunities to participate in all aspects of the economic, social, cultural, civil and political life constitutes the most effective protection strategy. UNHCR should advocate for full access to the labour market and educational systems in order to empower refugee communities in terms of self-help, self-management and self-reliance.
- Even when a truly durable solution is not immediately available for all people of concern, UNHCR has a responsibility to refugees to ensure, as an interim measure, that their time in the host country is spent productively. UNHCR should prioritize the systematic inclusion of livelihood activities in all UNHCR programmes. The provision of livelihood activities should therefore be introduced as the fifth main sector in UNHCR's SGBV prevention and response strategy.

- Self reliance strategies should be even enhanced prior to departure to prepare refugees for reintegration. The amount of self-reliance gained prior to repatriation is one of the most important determinant variables of success for reintegration.

GC20

UNHCR Policy Development and Evaluation Service. Evaluation of UNHCR's efforts to prevent and respond to sexual and gender-based violence in situations of forced displacement. October 2008

6.2. The current state of attitudes and knowledge of UNHCR staff

Awareness on SGBV related issues of UNHCR staff

131. As identified during workshops with UNHCR staff and through questionnaires, most UNHCR staff agrees that SGBV prevention and response should be treated as a high priority issue. Major steps have been made to develop a shared philosophical and theoretical foundation with regard to SGBV within the institution. Today, UNHCR field staff widely accepts the premise that UNHCR has a responsibility to address the problem of SGBV as part of its core protection mandate and there is now common agreement that many types of SGBV are occurring and causing serious harm

132. However, SGBV is a complex issue, deeply rooted in individual and cultural values, beliefs, and long-standing practices. More complex questions of gender and local cultures are often bypassed. Consequently, some important types of SGBV, e.g. the discrimination of and violence against lesbians, gays, bisexuals and transgender people are still not widely discussed and hardly addressed by any UNHCR's programmes. In this regard, semi-structured interviews and workshops conducted during the evaluation on this issue revealed conflicting views due to cultural and religious norms even within UNHCR staff.

133. The issue of SGBV is connected with intimate and emotional connotations; people tend to develop blind spots, repeat their own taboos or assume a harmful position of cultural relativism, or simply remain silent on the issue.

134. Further complications arise from fundamental divergences between the individualistic cultures from which the majority of international staff stem, and the more collective ones of many of their local colleagues. These differences may hamper efforts to empower local staff members to take charge of high-level responsibilities.

142. The majority of UNHCR staff expressed the urgent need for specialized training on the issue. Likewise, all SGBV focal points asked for additional support by training either through UNHCR headquarters staff, external consultants or via remote-learning courses.

143. Knowledge gaps have been predominantly identified with regard to medical and psychological response mechanisms related to SGBV which leave UNHCR staff unable to effectively plan and monitor programme components in these working areas. We could not identify effective recruitment strategies aimed at attracting UNHCR staff with specific profiles and expertise, e.g. in medical and psychosocial issues. Managers do not always see it as their responsibility to ensure that qualified personnel are hired.

144. The assessment of a survivor's traumatic experience of SGBV may be key to their entitlement to refugee status or resettlement, yet the necessary psychological expertise is often not available in the field offices

151. The Guidelines on SGBV, especially in connection with other inter-agency manuals, provide in general an excellent framework for SGBV prevention and response and good practical guidance on most SGBV-related tasks. However, the evaluation revealed that UNHCR field staff is generally requesting more specific guidance and training on the implementation of the guidelines. Again, this demonstrates that guidelines cannot be a substitute for direct SGBV training.

152. It is necessary to develop a basic understanding of SGBV and the related prevention and response strategies in the field. Guidelines can be excellent but if they are not read and not discussed regularly they will only be applied to limited extent. The main aim must be to develop local capacities to practically deal with SGBV prevention and response in the field. Besides training it is important that senior managers facilitate an active communication process on these issues.

153. As part of a multifaceted approach, the Guidelines are important in reinforcing a message. However, constraints like limited time resources or reluctance to deal with the sensible and

complicated issue of SGBV often lead people to not reading them. Keep in mind that extensive research suggests printed materials by themselves, do not produce behavior change. Usually, G

7.2. Assessment methods employed by UNHCR in relation to the issue of SGBV

171. Currently, there is no systematic approach on how to address SGBV related issues in the AGDM assessments. Certainly, SGBV is a sensitive subject for all stakeholders involved in the AGDM assessments. For persons of concern it is not easy to discuss issues related to SGBV in public. It takes time and repeated efforts to build trust with individuals and communities to address and prevent such problems and to move beyond the more immediate problems to in-depth dialogue and analysis.

172. UNHCR staff's feelings of insecurity and shame in addressing this sensitive issue further contribute to the under-representation of SGBV related issues in the AGDM assessments. As indicated during workshops and interviews with UNHCR staff, many UNHCR staff would rather not directly address SGBV related issues during the assessments. Furthermore, many UNHCR staff indicated not to have the necessary expertise or experience to deal with the suffering of survivors of SGBV. Semi-structured interviews with UNHCR staff involved in the AGDM assessments revealed "feelings of embarrassment related to the sensitive issue of SGBV" and "insecurity about how to address the subject". Obviously, even the best participatory assessment tool can become ineffective if staff responsible for its implementation is not experienced in addressing a sensitive issue like SGBV.

173. In addition, many UNHCR staff conducting the assessment expressed insecurity in facilitating SGBV focus group discussions, indicating that they had not received sufficient training. Although the guidance on M&E in the UNHCR's SGBV Guidelines on SGBV and in the UNHCR Tool for Participatory Assessment in Operations was generally appreciated, this could not balance the lack in training encountered by many UNHCR staff. However, even when no training was received, a majority of community services staff felt more confident in facilitating focus group discussions than other UNHCR staff. This is not surprising since Community Services personnel, with their professional background in social sciences, are often more experienced in conducting participatory assessments.

Recommendations related to the assessment methods employed by UNHCR in relation to the issue of SGBV:

Develop a systematic approach on how to include SGBV related information in the AGDM assessments:

- Train UNHCR staff in facilitating focus group discussions on SGBV: Participatory assessments are only as good as the people facilitating the assessment and will necessarily fall short if staff are not properly trained to conduct focus group discussion and interviews on sensitive issues like SGBV.
- Mandate Community Services Staff with facilitating AGDM assessments on especially sensitive issues like SGBV: Given their professional background, community services staff are often more experienced in dealing with sensitive issues like SGBV and conducting qualitative focus groups discussions.

4.2. UNHCR's efforts to establish SGBV prevention and response in a participatory, community-based and rights-based approach

72. In particular, the AGDM framework is a fundamental achievement in order to establish a participatory, rights-based and community-based approach. However, findings from the case studies and country missions show that the actual application of participatory approaches, in particular the AGDM framework, varies significantly across the countries. Some of them devoted substantial resources and time to beneficiary consultation and participatory planning and there was evidence that the participatory approaches improved information flows substantially and, in some operations, created new decision making mechanisms.

73. Nevertheless, participatory approaches, especially the AGDM approach, were not equally applicable in every setting. Especially in urban settings, difficulties were encountered to engage a representative number of people of concern during the AGDM assessments.

74. While the systematic implementation of participatory assessments in most UNHCR operations is a major step forward in order to establish a community based approach, in some settings the participatory approach of UNHCR's field offices appeared to be rather formal instead of being driven by content or process. On the ground, financial and time constraints and high staff turn-over may have led to a situation in which participation seems too complicated and

conflictive and also seems to take up too much time. Participatory approaches also require a kind of training many UNHCR staff-members do not have.

75. Further shortcomings have been identified in the areas of communication between UNHCR, Implementing Partners and the refugee community, participatory planning and programme implementation, the principal relationship between UNHCR staff and people of concern, the amount of training and the leadership positions in refugee committees:

- In many operations, the participatory approaches such as beneficiary consultations during the AGDM assessments focused on information flow from the refugee/IDP community to UNHCR staff and feedback (e.g. after the AGDM assessments) from UNHCR staff to the people of concern has not
- always been satisfactory. In some settings, UNHCR field staff were more likely to respond to senior management staff and NGOs rather than to people of concern
- In several operations, there was no evidence that increased participation during the AGDM assessments empowered people of concern substantially in participatory planning and programme implementation and thereby enhanced their ownership and motivation. Consequently, beneficiary participation often achieved rhetorical rather than real results, leading to low motivation to engage in future participatory assessments.
- The way that participatory or bottom-up approaches have been implemented did not always offer an effective solution, because they did not alter the principal relationships among policy-makers, field staff, and people of concern. People of concern often do not really have the authority to hold UNHCR staff accountable and they control few resources and therefore have little power in decision-making and in controlling their lives.
- Other problems related to UNHCR's participatory approaches relate to training and the leadership positions in refugee committees. Without clear criteria for refugee leadership positions and transparent election processes combined with support in terms of training the successful performance of and continuous cooperation with refugee leaders, difficulties were encountered in some operations and non-elected refugee leaders exerted even more influence.

Recommendations related to UNHCR's efforts to establish SGBV prevention and response in a participatory, community-based and rights-based approach

- Instead of applying a uniform participatory approach to all country settings, the design of participatory approaches needs to be based on a thorough understanding of local realities in project areas. The need for pilot testing of such measures is important, and this should be followed by an evaluation of the pilot testing before more widespread application.
- Depending on specific conditions, alternative forms of participation may be explored, such as those focusing on the establishment and strengthening of direct relationships between people of concern and UNHCR staff and making providers more accountable to the people of concern.

GC21

Executive Committee Conclusion No. 105 (LVII), 2006, Women and Girls at Risk.

(vi) establish and/or implement codes of conduct, including on the elimination of sexual exploitation and abuse, for all humanitarian staff, including those working in the delivery of services and for other staff in authority, such as border guards, and ensure that confidential and accessible complaints systems are in place which include investigation and follow-up, so as to encourage the reporting of abuse and exploitation where codes of conduct are breached.

(k) The empowerment of displaced women and girls is to be enhanced including by partnerships and actions to:

(i) strengthen women's leadership, including by enhancing their representation and meaningful participation in displaced community and camp management committees, in decision making, and in dispute resolution systems, by enhancing their access to and control over services and resources, promoting their rights and leadership skills and supporting implementation of UNHCR's Five Commitments to Refugee Women;

(ii) strengthen women's and girls' capacities, including by enabling their access to quality education, including secondary education, in safe school environments and by enhancing food

security, livelihood opportunities, freedom of movement and economic independence, including where appropriate through access to labour markets; and
(iii) work with the displaced community, including men and boys, to rebuild family and community support systems undermined by conflict and flight and to raise awareness of the rights of women and girls and understanding of gender roles.

UN High Commissioner for Refugees (UNHCR), *Survivors, Protectors, Providers: Refugee Women Speak Out*, 2011

Women taking up leadership positions in their homes, families, communities and in broader society face numerous challenges, which were discussed at length. Women were unanimous in every site that this has to change if their status in society is to improve. Women reported that they are often marginalized by men in their homes and routinely excluded from meaningful positions in their families and communities. Many are denied education, which can exclude them from learning the languages used in meetings. In addition to cultural obstacles, negative stereotyping of refugee women by people in the community may also obstruct their empowerment and hinder their capacity to take up leadership responsibilities. Women reported that the lack of leadership opportunities is worsened by their often “tokenistic” inclusion in decision-making processes. Refugee women and girls have not yet attained substantive leadership roles in community and camp management committees, or community justice systems. Displaced women are seldom included in consultations on potential durable solutions and conflict resolution. The participants observed that being appointed to committees is not enough. Women need training to ‘give them the right words to use’, help them to understand their rights, and develop more self confidence. “We can defend ourselves and do things like men if we have leadership skills.” But practical challenges also get in the way. In order to attend meetings, many women need childcare, assistance with transport, or compensation for lost income. As one woman phrased it: “To come to this training, it costs the same as one egg. I have two teenage sons who work as labourers. Every week I try and buy one egg to share between them on Sunday. So I have to choose between the egg for my sons or to come to the training.” This overall lack of participation means that the special needs of women and girls, in particular the most vulnerable, are often not adequately acknowledged or addressed, with long-lasting consequences for themselves and their communities. Their knowledge, expertise and capacity are lost in these processes.

We, the participants, ask for: Knowing our rights.

- Context-specific and gender-sensitive training in human rights and women’s rights needs to be provided to both displaced men and women, to enable them to understand the changes flight and refuge might mean to their traditional culture and to assist women and girls to develop the skills they need to participate effectively in leadership positions. Participating in decisions that affect our lives.
- UNHCR and NGOs need to engage women to take on an active role in camp committees and consultations, and recruit them when paid work is available.
- The participation of women has to be supported by providing childcare during meetings and training sessions, facilitating transport and, if necessary, ensuring some compensation for attending events. When required, the presence of interpreters has to be ensured.
- Governments and all agencies working with refugees and displaced persons have to support the meaningful participation of women in the design, implementation, monitoring and evaluation of policies, programmes, and activities

GC22

UNHCR Policy Development and Evaluation Service, *Evaluation of UNHCR’s efforts to prevent and respond to sexual and gender-based violence in situations of forced displacement*, October 2008

240. In many refugee communities, survivors of SGBV are often isolated and rejected by families and neighbours. Immediate relocation to other areas or cities is not always an option for survivors of SGBV. Survivors of SGBV therefore regularly remain without shelter and provision of basic services. Many survivors of SGBV and many women at risk are referred for resettlement but the procedure takes time and is only applicable to persons who meet the resettlement criteria.

today, I am something! Refugee Women at Risk Speak Out. A report of consultations with refugee women at risk on successful settlement, good services, gaps and challenges held by SSI and CRR Sydney, Australia, May 21 and 22, June 5, 2014

Much of the discussion in the consultation focused on the practical settlement services offered on arrival, which are addressed below. However, major and recurring themes were:

- the importance of recognition of the impact of violence and abuse on the settlement experience;
- the need for respect and dignity;
- the need to regain their identity as people of worth;
- recognition of their capabilities and acceptance into the host community.

The women noted that these needs are in addition to the essential needs of housing, income, health and education for all refugees. Without all of these factors the women did not think successful settlement could occur.

Overcoming the legacy of violence and abuse

The women described how the violence and abuse of their pre-arrival experiences comes with them to Australia and that this legacy impacts significantly on their settlement. Many are still grieving for children and other family members left behind. The women shared many common ideas of what is 'successful settlement'. At its core was the need to feel safe and secure. The women often framed their hopes and dreams for their new lives in terms of what they wanted to leave behind: war, discrimination, 'this dangerous life'. Without this it was impossible for women to move forward with their lives. Some struggle to find affordable accommodation in which they feel safe and secure. Loss of trust in officials and authority figures can make it difficult to navigate Australia's systems and institutions. Women who have been denied the opportunity of education or who are suffering from post-traumatic stress face additional barriers to finding work. Sometimes women struggle with parenting children who may adapt more quickly than they do to a new way of life, or who have difficulties settling. Furthermore, their own community is not always welcoming of them due to their status as a single woman or single mother, the stigma of rape and sometimes having children of rape. This can lead to social isolation for these women that other refugees do not face.

GC23

UNHCR Handbook for the Protection of Women and Girls- 2008

5.1 Access to information

"We are kicked like a ball from one service to the next and we don't get the help we need... The implementing partner's offices are all in fenced compounds. When we go there for help, we have to take a token and wait outside in line. There is no shelter from the sun and no drinking water. We often have to wait most of the day and those who are sick and old can't do it." - Refugee women at a workshop in New Delhi, India, on the identification and protection of women at risk, September 2005

The right to access information underpins all other human rights. It is essential if women and girls are to be able to access and enjoy other rights. Access to information allows them to make informed choices regarding their rights, gender roles, power relations, their current situation, and their future. It allows them to protect themselves and represent their own interests more effectively. Sharing information also helps empower a community, including women and girls. It is important that women and girls, as well as men and boys, are able to access information and know about:

- decision-making structures, assistance and services;
- rights, including women's rights, gender equality and the rights of children;
- livelihood projects, education and training programmes;
- SGBV prevention and response activities;
- the Secretary-General's Bulletin on special measures for protection from sexual exploitation and abuse and related complaints mechanisms;
- return programmes; and
- who is accountable for delivering in each of these areas.

Summary of challenges

Some of the challenges faced by UNHCR and its partners in sharing information with forcibly displaced and returnee communities and ensuring women and girls of concern can access the right information include:

- ensuring we do it regularly and in an appropriate and timely manner;
- reaching all members of the community regardless of the setting and in particular women and adolescent girls;
- ensuring awareness of power relations between UNHCR and the community;
- ensuring awareness of women's and girls' position in society;
- avoiding the concentration of information with a few representatives creating elitism and manipulation of access to information;
- ensuring that women and girls living in urban settings have access to information; and
- avoiding security risks for people who speak out, including in situations of internal displacement.

Challenge: Women's and girls' position in society

For women and girls, information is often in even shorter supply as their position in society often leaves them with fewer opportunities to get information because they lack education and basic literacy skills and also because they are less likely to be invited to meetings or attend them due to other chores.

They are also less likely to be members of decision-making bodies in their community which are often the main target of our information sharing activities. Regular dialogue with UNHCR staff has confirmed that we most frequently target leaders, who because of gender roles are more likely to be men, and that, even when we have offices who work closely with women, the focus can be on certain leaders.

UN High Commissioner for Refugees (UNHCR), *Survivors, Protectors, Providers: Refugee Women Speak Out*, 2011

Women taking up leadership positions in their homes, families, communities and in broader society face numerous challenges, which were discussed at length. Women were unanimous in every site that this has to change if their status in society is to improve. Women reported that they are often marginalized by men in their homes and routinely excluded from meaningful positions in their families and communities. Many are denied education, which can exclude them from learning the languages used in meetings. In addition to cultural obstacles, negative stereotyping of refugee women by people in the community may also obstruct their empowerment and hinder their capacity to take up leadership responsibilities. Women reported that the lack of leadership opportunities is worsened by their often "tokenistic" inclusion in decision-making processes. Refugee women and girls have not yet attained substantive leadership roles in community and camp management committees, or community justice systems. Displaced women are seldom included in consultations on potential durable solutions and conflict resolution. The participants observed that being appointed to committees is not enough. Women need training to 'give them the right words to use', help them to understand their rights, and develop more self confidence. "We can defend ourselves and do things like men if we have leadership skills." But practical challenges also get in the way. In order to attend meetings, many women need childcare, assistance with transport, or compensation for lost income. As one woman phrased it: "To come to this training, it costs the same as one egg. I have two teenage sons who work as labourers. Every week I try and buy one egg to share between them on Sunday. So I have to choose between the egg for my sons or to come to the training." This overall lack of participation means that the special needs of women and girls, in particular the most vulnerable, are often not adequately acknowledged or addressed, with long-lasting consequences for themselves and their communities. Their knowledge, expertise and capacity are lost in these processes.

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GC24

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Appendix 3: Details of suggested models of good practice

Good Practice Examples

UN High Commissioner for Refugees (UNHCR), Operational Protection in Camps and Settlements. A Reference Guide of Good Practices in the Protection of Refugees and Other Persons of Concern, (2006), Available at: <http://www.refworld.org/docid/44b381994.html>

UN High Commissioner for Refugees (UNHCR), UNHCR Review of Gender Equality in Operations, (2016). Available at: <http://www.refworld.org/docid/57f3b5c14.html>

UN High Commissioner for Refugees (UNHCR), UNHCR Handbook for the Protection of Women and Girls, (2008). Available at: <http://www.refworld.org/docid/47cfc2962.html>

GC1

UN High Commissioner for Refugees (UNHCR), The Heightened Risk Identification Tool, (2010), Second Edition. Available at: <http://www.refworld.org/pdfid/4c46c6860.pdf>

The UNHCR Heightened Risk Identification Tool has been developed to enhance UNHCR's effectiveness in identifying refugees at risk by linking community-based / participatory assessments and individual assessment methodologies. It has been designed for use by UNHCR staff involved in community services and / or protection activities (including resettlement) and partner agencies. The Heightened Risk Identification Tool serves to: (i) implement ExCom Conclusion 105 on Women and Girls at Risk, ExCom Conclusion 107 on Children at Risk and UNHCR's Global Strategic Objectives for 2007-09; ii) strengthen needs-based planning, identification methodologies and case management systems; and iii) promote age, gender, and diversity mainstreaming.

UN High Commissioner for Refugees (UNHCR), The Heightened Risk Identification Tool (User Guide), (2010), Second Edition. Available at: <http://www.refworld.org/docid/46f7c0cd2.html>

The purpose of this User Guide is to assist UNHCR staff and partners to use the HRIT effectively. The guide contains a comprehensive overview of the uses of the tool, the two basic methodologies, guidance on the preparation phase, and the steps required for implementation.

GC2

Inter-Agency Standing Committee (IASC) Guidelines for Integrating Gender-Based Violence Interventions in Humanitarian Action: Reducing risk, promoting resilience and aiding recovery, (2015). Available at: https://gbvguidelines.org/wp-content/uploads/2015/09/2015-IASC-Gender-based-Violence-Guidelines_lo-res.pdf

The Guidelines were developed to assist humanitarian actors and communities affected by armed conflict, natural disasters and other humanitarian emergencies to coordinate, implement, monitor and evaluate essential action for the prevention and mitigation of gender based violence (GBV) across all sectors of humanitarian action. The guidelines goals are: (1) To reduce risk of GBV by implementing GBV prevention and mitigation strategies across all areas of humanitarian response from pre-emergency through to recovery stages; (2) To promote resilience by strengthening national and community-based systems that prevent and mitigate GBV, and by enabling survivors and those at risk of GBV to access care and support; (3) To aid recovery of communities and societies by supporting local and national capacity to create lasting solutions to the problem of GBV.

UN High Commissioner for Refugees (UNHCR), UNHCR Tool for Participatory Assessment in Operations, (2006). Available at: <http://www.refworld.org/pdfid/462df4232.pdf>

This Tool outlines a series of steps to follow for conducting a participatory assessment with refugees or other persons of concern. This Tool provides additional guidance with the aim of promoting a more systematic approach to participatory assessment and of assisting in

systematizing the findings for more effective incorporation into planning processes. The overall goal of this Tool is to assist offices in strengthening partnerships with persons of concern, in gathering baseline data for age, gender, and diversity analysis and in developing the most appropriate protection strategies through: (1) Analysing protection risks and incidents together with persons of concern; (2) Involving refugees in the design, planning, implementation, monitoring, and evaluation of services throughout the programme cycle; (3) Being accountable to the populations that UNHCR serves.

ActionAid, People's Action In Practice: ActionAid's Human Rights Based Approach 2.0, (2012). Available at: http://www.actionaid.org/sites/files/actionaid/1_peoples_action_in_practice_final_20_07_2012.pdf

This essential resource book systemises the rich experiences of ActionAid working with a HRBA framework in a variety of. Part one outlines key concepts, history, theory of change and the principles that guide their HRBA work. Part two provides specific resources around the 'five strategic objectives' and '10 key change promises'. It includes case studies, practical tools and checklists. Part three addresses in-depth monitoring and evaluation framework and outlines the core cycle Actionaid's HRBA including: appraisal, strategy development, implementation and evaluation.

GC3

WaterAid, Menstruation Matters: A resource for improving menstrual hygiene around the world, (2015). Available at: <http://www.wateraid.org/what-we-do/our-approach/research-and-publications/view-publication?id=02309d73-8e41-4d04-b2ef-6641f6616a4f>

This comprehensive resource brings together examples of good menstrual hygiene practice from around the world, provides guidance on building competence and confidence to break the silence surrounding the issue and encourages increased engagement in advocacy on menstrual hygiene. Nine modules and toolkits cover key aspects of menstrual hygiene in different settings, including communities, schools and emergencies.

GC4

UN High Commissioner for Refugees (UNHCR), Operational Standards for Registration and Documentation, (2007). Available at: <http://www.refworld.org/docid/4ae9ac8f0.html>

The new guidelines and standards for registration are designed to ensure that registration systems and procedures protect women's access to protection, assistance and livelihoods. Women's access to and equal treatment in registration processes may be compromised by direct or indirect forms of gender-based discrimination. If women cannot access the registration process, or if they are unfairly or unequally treated during it, the international community's ability to protect these women is severely diminished. In some locations sexual exploitation has been linked to registration processes. Special care must be taken to ensure that single women are not put at risk during registration and that women are encouraged and permitted to fully represent themselves during registration interviews.

UN High Commissioner for Refugees (UNHCR), Practical Guide to the Systematic Use of Standards & Indicators in UNHCR Operations, (2006). Available at: <http://www.refworld.org/docid/47062dc82.html>

UNHCR has developed a tool for the delivery of quality protection and assistance activities and to the optimal use of limited resources; to enhance its programming and accountability. UNHCR has made great efforts in mainstreaming Standards and Indicators in the context of Results-Based Management within the organization. This Guide provides enhanced quantifiable data for an increased number of situations, illustrating the well-being of the population of concern, and also allow global comparisons between UNHCR operations. Thus, through the use of indicators in this Guide, UNHCR has a monitoring tool covering UNHCR operations worldwide.

GC5

UNHCR, Sexual and Gender-Based Violence against Refugees, Returnees and Internally Displaced Persons: Guidelines for Prevention and Response), 2003 Available at: <http://www.unhcr.org/3f696bcc4.pdf>

These guidelines offer practical advice on how to design strategies and carry out activities aimed at preventing and responding to sexual and gender-based violence. Intended for use by UNHCR staff and members of operational partners involved in protection and assistance activities for refugees and the internally displaced, they also contain information on basic health, legal, security and human rights issues relevant to those strategies and activities. The guidelines were developed in consultation with UNHCR's partners in refugee protection: governments, inter-governmental agencies and non-governmental organisations.

Women's Refugee Commission (WRC), I'm Here: Adolescent Girls in Emergencies: Approach and tools for improved response. (2014). Available at: <http://reliefweb.int/sites/reliefweb.int/files/resources/I-m-Here-report-FINAL.pdf>

The eGAIM helps humanitarian actors determine how results from the Girl Roster, focus group discussions and secondary data sources will be mainstreamed and integrated into emergency response design, implementation and evaluation. The eGAIM informs the planning and implementation of emergency programming by supporting technical staff to outline adolescent girls' vulnerabilities and needs; answer key girl analysis questions; and determine how to incorporate these considerations into their work.

UNHCR'S Division of Programme Support and Management (DPSM). *Biometric Identity Management System Enhancing Registration and Data Management (2015)*. Available at: <http://www.unhcr.org/550c304c9.pdf>

In February 2015, DPSM and the Division of Information Systems and Telecommunications (DIST) completed development of UNHCR's new biometric identity management system (BIMS), building on the successful use of biometrics across a number of UNHCR operations globally. When rolled out, BIMS will support all standard registration activities and help to better register and protect people, verify their identity and target assistance for the forcibly displaced in operations around the world.

Women's Refugee Commission (WRC), *Complete Urban GBV Risk Assessment Tool*, (2016). Available at: <https://www.womensrefugeecommission.org/gbv/resources/1353-urban-gbv-tools>

The Women's Refugee Commission's (WRC) Urban GBV Risk Assessment Guidance contains essential urban risk questions that are intended to supplement whatever GBV risk assessment tools are currently being used by humanitarian practitioners in urban areas.¹ The questions are based upon input provided by urban refugees themselves, collected by WRC through focus group discussions and interviews conducted in four cities throughout 2015: Beirut, Lebanon; Kampala, Uganda; Quito, Ecuador; and Delhi, India. These tools, currently in pilot form, help practitioners to assess and respond to urban refugees' risks of gender-based violence.

World Health Organization/United Nations High Commissioner for Refugees. *Clinical Management of Rape Survivors: Developing protocols for use with refugees and internally displaced persons Revised edition*, (2004). Available at: <http://www.unhcr.org/en-au/protection/health/403a0b7f4/clinical-management-rape-survivors-developing-protocols-use-refugees-internally.html>

This guide describes best practices in the clinical management of people who have been raped in emergency situations. It is intended for adaptation to each situation, taking into account national policies and practices, and availability of materials and drugs.

GC6

UNHCR, *Sexual and Gender-Based Violence against Refugees, Returnees and Internally Displaced Persons: Guidelines for Prevention and Response*, 2003 Available at: <http://www.unhcr.org/3f696bcc4.pdf>

These guidelines offer practical advice on how to design strategies and carry out activities aimed at preventing and responding to sexual and gender-based violence. Intended for use by UNHCR staff and members of operational partners involved in protection and assistance activities for refugees and the internally displaced, they also contain information on basic health, legal, security and human rights issues relevant to those strategies and activities. The guidelines were developed in consultation with UNHCR's partners in refugee protection: governments, inter-governmental agencies and non-governmental organisations.

UN High Commissioner for Refugees (UNHCR), *Mobile court scheme launched in Uganda's Nakivale refugee settlement, 16 April 2013*, available at: <http://www.refworld.org/docid/516e64ad4.html>

The project, at the Nakivale settlement in the country's southwest, is being pioneered by UNHCR and the Ugandan government. It aims to benefit some 68,000 refugees and 35,000 Ugandan nationals by providing them with quicker access to justice and legal assistance. This 'mobile' court model is the first of its kind in Uganda. UNHCR's hope is that the mobile courts will speed the rate at which cases are heard, and serve to deter crime by bringing lawyers and a magistrate directly to both refugees and Ugandans in the settlement.

GC7

Front Line *The International Foundation for the Protection of Human Rights Defenders, Protection Handbook for Human Rights Defenders, 2007*, Available at: <https://www.frontlinedefenders.org/en/resource-publication/protection-handbook-human-rights-defenders>

This handbook is intended to give HRDs practical advice on how to deal with the threats, intimidation and attacks, which they may have to deal with in their work as human rights defenders. This handbook is designed as a quick reference tool in which HRDs will find helpful and practical suggestions on steps to improve their personal security situations. For Front Line Defenders, the most important thing is that HRDs are able to continue their work for the protection of the human rights of others.

Front Line, *Workbook on Security: Practical Steps for Human Rights Defenders at Risk, 2011* Available at: <https://www.frontlinedefenders.org/en/resource-publication/workbook-security-practical-steps-human-rights-defenders-risk>

The Workbook is based on the *Protection Manual for Human Rights Defenders*, discussions with security specialists, and contributions from workshop participants and other HRDs on-the-ground in difficult environments who have discussed risks with us and shared their survival strategies. The Workbook takes you through the steps to producing a security plan – for yourself and for your organisation (for those HRDs who are working in organisations). It follows a systematic approach for assessing your security situation and developing risk and vulnerability reduction strategies and tactics.

GC8

UNHCR, *Sexual and Gender-Based Violence against Refugees, Returnees and Internally Displaced Persons: Guidelines for Prevention and Response*, 2003 Available at: <http://www.unhcr.org/3f696bcc4.pdf>

These guidelines offer practical advice on how to design strategies and carry out activities aimed at preventing and responding to sexual and gender-based violence. Intended for use by UNHCR staff and members of operational partners involved in protection and assistance activities for refugees and the internally displaced, they also contain information on basic health, legal, security and human rights issues relevant to those strategies and activities. The guidelines were

developed in consultation with UNHCR's partners in refugee protection: governments, inter-governmental agencies and non-governmental organisations.

UN High Commissioner for Refugees (UNHCR), UNHCR Manual on a Community Based Approach in UNHCR Operations, March 2008, Available at: <http://www.refworld.org/docid/47da54722.html>

This manual is intended to support staff in implementing a community based approach in United Nations High Commission for Refugees (UNHCR) operations to ensure that people of concern are placed at the centre of all decisions affecting their lives. The manual is designed to be read and applied by everyone at policy, operational, advocacy and monitoring levels.

GC9

Inter-Agency Standing Committee (IASC) Guidelines for Integrating Gender-Based Violence Interventions in Humanitarian Action: Reducing risk, promoting resilience and aiding recovery. 2015. Available at: https://gbvguidelines.org/wp-content/uploads/2015/09/2015-IASC-Gender-based-Violence-Guidelines_lo-res.pdf

The Guidelines for Integrating Gender-Based Violence Interventions in Humanitarian Action were developed to assist humanitarian actors and communities affected by armed conflict, natural disasters and other humanitarian emergencies to coordinate, implement, monitor and evaluate essential action for the prevention and mitigation of gender based violence (GBV) across all sectors of humanitarian action. The guidelines goals are: (1) To reduce risk of GBV by implementing GBV prevention and mitigation strategies across all areas of humanitarian response from pre-emergency through to recovery stages; (2) To promote resilience by strengthening national and community-based systems that prevent and mitigate GBV, and by enabling survivors and those at risk of GBV to access care and support; (3) To aid recovery of communities and societies by supporting local and national capacity to create lasting solutions to the problem of GBV.

UNHCR Division of International Protection, Action against Sexual and Gender-Based Violence: An Updated Strategy, June 2011, Available at: <http://www.refworld.org/pdfid/4e01ffeb2.pdf>

The implementation of UNHCR's SGBV prevention and response strategy, **Action against Sexual and Gender-Based Violence: An Updated Strategy**, launched in 2011, has strengthened UNHCR's focus on six key action areas:

- Protection children of concern against SGBV
- Addressing survival sex as a coping mechanism in situations of displacement
- Engaging men and boys as agents of change and survivors of SGBV
- Providing safe environments and safe access to domestic energy and natural resources
- Protecting LGBTI persons of concern against SGBV
- Protecting persons of concern with disabilities against SGBV

UN High Commissioner for Refugees (UNHCR), UNHCR Handbook for the Protection of Women and Girls, (2008). Available at: <http://www.refworld.org/docid/47cfc2962.html>

This Handbook describes some of the protection challenges faced by women and girls of concern to the Office of the United Nations High Commissioner for Refugees (UNHCR) and outlines various strategies we should adopt with our partners to tackle these challenges. It sets out the legal standards and principles that guide our work to protect women and girls and outlines the different roles and responsibilities of States and other actors. UNHCR's own responsibilities in this respect are explained, both as part of its mandate to secure international protection and durable solutions and as a United Nations (UN) agency. Suggestions for actions by UNHCR and partners to support women's and girls' enjoyment of their rights are also included. Examples of innovative practices from the field illustrate how these principles can be applied.

UN High Commissioner for Refugees (UNHCR). UNHCR Manual on a Community Based Approach in UNHCR Operations, March 2008. Available at: <http://www.refworld.org/docid/47da54722.html>

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GC10

UNHCR. The Graduation Approach Newsletter, January 2014, available at: [http://trickleup.org/wpcontent/uploads/2016/05/2014 UNHCR Graduation Pilots Newsletter 1.1.pdf](http://trickleup.org/wpcontent/uploads/2016/05/2014_UNHCR_Graduation_Pilots_Newsletter_1.1.pdf)

Since 2013, UNHCR field teams and partners, with the support of Trickle Up, have been piloting the Graduation Approach in five countries. It has become a powerful tool that enables vulnerable refugees to:

- Meet basic needs
- Develop skills
- Adopt healthy savings habits
- Determine a path of entrepreneurship or find employment opportunities in the local job market.

Under the Graduation Approach, each refugee participant has a personal mentor who actively works to link them to existing offerings. This makes existing programmes more personalised and responsive to individual protection needs. The mentor builds a relationship of trust and confidence with the participant, helping them to:

- Access services and rights
- Receive the right livelihoods support at the right time
- Follow a clear road map towards graduation by a clear target date.

Protection safeguards

Graduation caseworkers are trained on response and referral mechanisms, including when it comes to sexual and gender-based violence (SGBV), and are able to respond to many concerns through their close collaboration and consistent follow-up with the participants. Caseworkers are able to detect protection risks early and support refugees by ensuring they engage in safe and decent work.

Grameen Bank, Breaking the vicious cycle of poverty through microcredit, available at: <http://www.grameen.com/breaking-the-cycle-of-poverty/>

The Grameen Bank is based on the voluntary formation of small groups of five people to provide mutual, morally binding group guarantees in lieu of the collateral required by conventional banks. The assumption is that if individual borrowers are given access to credit, they will be able to identify and engage in viable income-generating activities – simple processing such as paddy husking, lime-making, manufacturing such as pottery, weaving, and garment sewing, storage and marketing and transport services. Women were initially given equal access to the schemes, and proved not only reliable borrowers but astute entrepreneurs. As a result, they have raised their status, lessened their dependency on their husbands and improved their homes and the nutritional standards of their children. Today over 90 percent of borrowers are women. Intensive discipline, supervision, and servicing characterize the operations of the Grameen Bank, which are carried out by “Bicycle bankers” in branch units with considerable delegated authority. The rigorous selection of borrowers and their projects by these bank workers, the powerful peer pressure exerted on these individuals by the groups, and the repayment scheme based on 50 weekly installments, contribute to operational viability to the rural banking system designed for the poor. Savings have also been encouraged. Under the scheme, there is provision for 5 percent of loans to be credited to a group fund and Tk 5 is credited every week to the fund. The success of this approach shows that a number of objections to lending to the poor can be overcome if careful supervision and management are provided. For example, it had earlier been thought that the poor would not be able to find remunerative occupations. In fact, Grameen borrowers have successfully done so. It was thought that the poor would not be able to repay; in fact, repayment rates reached 97 percent. It was thought that poor rural women in particular were not bankable;

in fact, they accounted for 94 percent of borrowers in early 1992. It was also thought that the poor cannot save; in fact, group savings have proven as successful. It was thought that rural power structures would make sure that such a bank failed; but the Grameen Bank has been able to expand rapidly. Indeed, from fewer than 15,000 borrowers in 1980, the membership had grown to nearly 100,000 by mid-1984. By the end of 1998, the number of branches in operation was 1128, with 2.34 million members (2.24 million of them women) in 38,957 villages. There are 66,581 centres of groups, of which 33,126 are women. Group savings have reached 7,853 million taka (approximately USD 162 million), out of which 7300 million taka (approximately USD 152 million) are saved by women.

UNHCR and International Rescue Committee, Integrating Cash Transfers into Gender-based Violence Programs in Jordan: Benefits, Risks and Challenges, November 2015.
<http://www.cashlearning.org/downloads/erc-irc-action-research-web.pdf>

Changes in women's roles

The explicit targeting of women as recipients of cash transfers significantly shifted their roles in financial decision-making during the assistance period, as men (either husbands, fathers or brothers) are traditionally responsible for financial decisions. As will be discussed further below, it appears that these changes were largely temporary and did not change financial decision-making roles in the long-term unless women accessed other income sources. Below are some examples of women describing how their role in financial decisions changed by receiving cash transfers:

"[In Jordan], I'm doing everything a man must do. I take the UNHCR assistance and vouchers. Everything you can imagine a man should do, I do it. I don't like this but I must do this role. When I receive money directly, I feel powerful. I can help others and give to others and my husband also appreciates this."

"Since I don't have to ask him for money, I am free and can make my own decisions but he tells me I have to pay for the rent and the bills and then I can take the money and use it for what I want."

"I still ask my husband for financial decisions. But one change is that before I had to ask permission to go out and now I just let him know that I'm leaving."

"Now I can buy anything without asking my husband's permission. I can determine my own needs and purchases."

Interestingly, some women recipients make financial decisions completely independently while others negotiated with their husbands in financial decision-making, even though they held access to the money. Only a limited number of women said that they continued to allow males to make all financial decisions related to the cash assistance. Notably, none of the male FGD participants said that a woman's role or status would change as a result of receiving cash assistance. Most expressed the expectation that a woman would spend the money on rent and goods for the household and children, while some men expected her to give part or all of the cash to her husband to manage.

Cash transfers, GBV and GBV risks -Domestic violence

Women in the FGDs perceived the cash assistance to reduce household tensions, as well as domestic violence against women and between parents and children. Counselors and cash assistance officers, who regularly monitor cases and the impact of cash distributions, also corroborated a link between cash transfers and reduced domestic violence.²³ However, this does not occur in all cases and there are a few case reports and other research findings of cash exacerbating tensions, which highlights the need for thorough monitoring, preferably through case management, throughout the duration of cash transfers. According to the latest PDM survey, the most frequently noted change as a result of receiving cash assistance was that 'there is less tensions/problems within households' according to respondents.²⁴ In the FGDs, women often concluded that financial troubles were a significant cause of domestic violence and that cash assistance, by reducing financial troubles, helped mitigate GBV: "There used to be tensions at home but after we received the cash assistance, violence reduced in the house. My children are more comfortable now [after receiving the cash], and so am I. When the money is in the house, there are no problems in the house."

Conclusion

In conclusion, IRC's use of cash in its WPE programming supports evidence that cash can be an adequate tool to mitigate risks of GBV, with the conditions that the main source of the protection

risk is a lack of financial resources, and that cash and protection programming are used in tandem. Because of its discretion and accessibility, cash assistance is well-suited for a program targeting women and girls in a way that in-kind assistance is not. At the same time, cash also presents potential risks by challenging entrenched gender roles (and inequalities) in a context where these roles have already been affected by exile, loss, and the challenges of surviving as refugees. To fully realize the objectives of providing comprehensive support to respond to and mitigate the risks of GBV, some program areas require further attention, such as ensuring that the program is grounded in a comprehensive gender analysis, tightening the sequencing of cash and Gender Discussion Groups and case management, strengthening the referral process, and simplifying the targeting criteria and monitoring systems to suit the program's purpose. Lastly, to capture the sustained outcomes of both WPE and ERD services, PDM and assessment indicators should be clearly linked to the factors which make women and girls vulnerable. One major challenge to this has been the program siloes across two program units. As cash is a tool to strengthen protection of women and girls as a temporary measure, the development and management of the criteria and monitoring should continue to be heavily informed by specialized women's protection staff.

GC11

Centre for Refugee Research (CRR) Beyond resettlement to sustainable solutions. Improving the protection of refugee women at girls at risk and other vulnerable groups in New Delhi, India. (2013). Available at:

https://www.arts.unsw.edu.au/media/FASSFile/Stage_2_Final_Report_June_2013.pdf

The Refugee Community Development Project (RCDP) was an innovative refugee community led project based in New Delhi, India. It was developed by the Centre for Refugee Research in partnership with the Afghan and Somali Refugee communities and UNHCR in New Delhi. The project incorporates education, livelihoods, and women's safety and social support initiatives. It has received multi-year funding (2012 – 2106) from the Department of immigration's Displaced Persons Program (DPP) and was jointly managed by CRR and BOSCO Delhi. The Project was grounded in the principles of human rights and community development with a focus on safe livelihoods and sustainable outcomes. The methodology is based on work developed over a number of years by the CRR; with the concept developed from its close work with refugee communities and in partnership with UNHCR.

Centre for Refugee Research (CRR), Women at Risk: Protection and Integration in Australia.

Available at: <https://www.arts.unsw.edu.au/research/forced-migration-research-network/projects/?status=Current&advanced=Search>

The Centre for Refugee Research (CRR) and Australian National Committee on Refugee Women (ANCORW) received ARC Linkage funding for three years to look into the experience of women at risk once they are resettled in Australia, in both urban and regional centres. The study used community development techniques and a human rights framework to research the resettlement experiences of women at risk using a methodology which includes women as active participants in the process. It focused on engaging existing capacities and capabilities of refugee women, including strategies to foster social participation; explored the role which participatory strategies designed to foster autonomy and empowerment might play in assisting refugee women to integrate and settle well in Australia; and explored the impact of place of resettlement on successful integration, and the implications of this for service provision and social cohesion in rural and regional situations and urban settings.

Centre for Refugee Research (CRR) UNHCR Extended Dialogue Methodology. Available at:

<https://www.arts.unsw.edu.au/research/forcedmigrationresearchnetwork/projects/?status=Current&advanced=Search>

The UNHCR Extended Dialogue Methodology was developed from the Centre for Refugee Research's Reciprocal Research methodology, for use by UNHCR staff and partners in field situations. These resources are intended as additional resources to the UNHCR Extended Dialogue Methodology guide.

UNHCR Extended Methodology session slides

- Session 1: Introduction and Confidentiality Agreements
- Session 2: Human Rights and Responsibilities
- Session 3: The Matrix Exercise
- Session 4: Storyboards
- Session 5: Future Planning
- Session 6: Feedback and Celebration
- Session 7: Presentation to Stakeholders

Training booklets

- Tips for Trainers (PDF) [766 Kb]
- Community Consultation Skills (PDF) [649 Kb]
- Working with Interpreters (PDF) [390 Kb]

GC12

UN High Commissioner for Refugees (UNHCR), UNHCR Accountability Framework for Age, Gender and Diversity Mainstreaming, (2007). Available at: <http://www.refworld.org/docid/47a707950.html>

The UNHCR's Age, Gender and Diversity Mainstreaming (AGDM) strategy UNHCR's age, gender and diversity mainstreaming (AGDM) strategy supports the meaningful participation of girls, boys, women and men of all ages and backgrounds, who are of concern to the Office. AGDM operates to make their participation integral to the design, 1 UNHCR Handbook for the Protection of Women and Girls: Chapter 2: Principles and Practices for Gender Equality implementation, monitoring and evaluation of all UNHCR policies and operations so that these impact equitably on everyone of concern. Its overall goals are gender equality and the enjoyment by everyone of concern of their rights regardless of their age, sex, gender or background. Their attainment is the responsibility of all staff.10 A rights- and community-based approach is fundamental to the strategy and should underpin all activities.

UN High Commissioner for Refugees (UNHCR), UNHCR Tool for Participatory Assessment in Operations, (2006) Available at: <http://www.refworld.org/docid/462df4232.html>

This Tool outlines a series of steps to follow for conducting a participatory assessment with refugees or other persons of concern. This Tool provides additional guidance with the aim of promoting a more systematic approach to participatory assessment and of assisting in systematizing the findings for more effective incorporation into planning processes. The overall goal of this Tool is to assist offices in strengthening partnerships with persons of concern, in gathering baseline data for age, gender, and diversity analysis and in developing the most appropriate protection strategies through: (1) Analysing protection risks and incidents together with persons of concern; (2) Involving refugees in the design, planning, implementation, monitoring, and evaluation of services throughout the programme cycle; (3) Being accountable to the populations that UNHCR serves.

UN High Commissioner for Refugees (UNHCR), UNHCR Manual on a Community Based Approach in UNHCR Operations, (2008). Available at: <http://www.refworld.org/docid/47da54722.html>

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GC13

UN High Commissioner for Refugees (UNHCR), Operational Standards for Registration and Documentation, (2007). Available at: <http://www.refworld.org/docid/4ae9ac8f0.html>

The new guidelines and standards for registration are designed to ensure that registration systems and procedures protect women's access to protection, assistance and livelihoods. Women's access to and equal treatment in registration processes may be compromised by direct or indirect forms of gender-based discrimination. If women cannot access the registration

process, or if they are unfairly or unequally treated during it, the international community's ability to protect these women is severely diminished. In some locations, sexual exploitation has been linked to registration processes. Special care must be taken to ensure that single women are not put at risk during registration and that women are encouraged and permitted to fully represent themselves during registration interviews.

UN High Commissioner for Refugees (UNHCR), Practical Guide to the Systematic Use of Standards & Indicators in UNHCR Operations, (2006). Available at: <http://www.refworld.org/docid/47062dc82.html>

UNHCR has developed a tool for the delivery of quality protection and assistance activities and to the optimal use of limited resources; to enhance its programming and accountability. UNHCR has made great efforts in mainstreaming Standards and Indicators in the context of Results-Based Management within the organization. This Guide provides enhanced quantifiable data for an increased number of situations, illustrating the well-being of the population of concern, and also allow global comparisons between UNHCR operations. Thus, through the use of indicators in this Guide, UNHCR has a monitoring tool covering UNHCR operations worldwide.

GC14

UN High Commissioner for Refugees (UNHCR), UNHCR Handbook for the Protection of Women and Girls, (2008). Available at: <http://www.refworld.org/docid/47cfc2962.html>

This Handbook describes some of the protection challenges faced by women and girls of concern to the Office of the United Nations High Commissioner for Refugees (UNHCR) and outlines various strategies we should adopt with our partners to tackle these challenges. It sets out the legal standards and principles that guide our work to protect women and girls and outlines the different roles and responsibilities of States and other actors. UNHCR's own responsibilities in this respect are explained, both as part of its mandate to secure international protection and durable solutions and as a United Nations (UN) agency. Suggestions for actions by UNHCR and partners to support women's and girls' enjoyment of their rights are also included. Examples of innovative practices from the field illustrate how these principles can be applied.

GC15

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GC16

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GC17

Asia Pacific Refugee Rights Network (APRRN), Women & Girls at Risk Working Group Available at: <http://aprrn.info/our-work/thematic-working-groups/women-girls-at-risk/>

In recognition of the specific insecurities faced by displaced women and girls, APRRN established the Women And Girls at Risk Working Group (WAGAR) to highlight the centrality of their challenges. The aim of WAGAR is to improve the lives of refugee/migrant women and girls, advance their rights and empower them to actively participate in self-advocacy. WAGAR aims to engage with NGOs and community-based organisations (CBOs) in the region to strengthen protection and access to justice for refugee women and girls and to promote concrete gender sensitive initiatives at regional, national and local levels. WAGAR also aims to explore how the other thematic working groups intersect with gender and develop joint activities in this regard. The specific objectives of the women and girls at risk working group include:

1. Increasing understanding of refugee/women's experiences, challenges and gaps in gender protection in the three APRRN sub-regions: South Asia, Southeast Asia and East Asia;
2. Increasing participation and opportunities for women to advocate for themselves at the local, national, regional and international levels and become active partners of change; and
3. Enhancing national, regional and international advocacy tailored to the experiences and needs of women and girls at risk.

GC19

UN High Commissioner for Refugees (UNHCR), Handbook for Self-Reliance, (2005). Available at: <http://www.refworld.org/docid/4a54bbf40.html>

The Handbook for Self-reliance provides UNHCR field-based staff and their partners with an invaluable operational tool for formulating and implementing self-reliance strategies. Based on the realization that employment and the opportunity to make a sustainable income are building blocks not only for self-reliance but also for local economic growth, the Handbook also contains practical material that will guide Field Offices to promote employment-oriented strategies in conflict-affected settings.

GC20

Centre for Refugee Research (CRR), Tips for Trainers, Available at: https://www.arts.unsw.edu.au/media/FASSFile/Final_UNHCR_Tips_for_Trainers.pdf

Training course and tips for trainers which is designed to be participatory and actively involved, advance skills and knowledge in refugee communities.

Centre for Refugee Research (CRR), Community Consultation Skills Considerations for the planning of community consult. Available at: https://www.arts.unsw.edu.au/media/FASSFile/Final_UNHCR_Community_Consultation_Skills.pdf

When planned carefully and run well, community consultations are an essential and empowering step in engaging communities and working together with community members to implement services and solutions that they themselves identify.

STARTTS, Community Development Evaluation Manual: A guide to planning and evaluating community development work with refugee communities (2012). Available at:

<http://www.startts.org.au/media/Services-Community-Development-Evaluation-Manual.pdf>

Evaluation is part of the process of being involved in community development projects, and provides valuable and necessary insights for all involved. It is not something that should be left only to a consultant or an 'expert'. This manual has been developed for the use of anyone undertaking community development work in a refugee context. This may include project officers, service providers and refugee community organisations. The manual is primarily a resource to help you plan the evaluation of your own community development projects. We hope it helps to demystify evaluation and provides useful tools, examples and ideas.

GC21

UN High Commissioner for Refugees (UNHCR), Leadership Training for Young Refugee Women, (2006). Available at: <http://www.refworld.org/docid/464ab7ea2.html>

The purpose of the is to identify a range of leadership roles and activities which can be taken by refugee women and girls in camps and urban refugee settings. The training builds the capacity of participants to undertake those roles and activities. Introduced the idea that all human beings, women and men, have the right to participate in decision making processes which impact on their lives the lives of their families and communities. That all people have the right to be leaders. Explores what leadership means and how women can build on their existing leadership skills for the benefit of their communities.

Asia Pacific Refugee Rights Network (APRRN), Women & Girls at Risk Working Group Available at: <http://aprrn.info/our-work/thematic-working-groups/women-girls-at-risk/>

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GC22

Centre for Refugee Research (CRR), Women at Risk: Protection and Integration in Australia. Available at: <https://www.arts.unsw.edu.au/research/forced-migration-research-network/projects/?status=Current&advanced=Search>

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community development techniques and a human rights framework to research the resettlement experiences of women at risk using a methodology which includes women as active participants in the process. It focused on engaging existing capacities and capabilities of refugee women, including strategies to foster social participation; explored the role which participatory strategies designed to foster autonomy and empowerment might play in assisting refugee women to integrate and settle well in Australia; and explored the impact of place of resettlement on successful integration, and the implications of this for service provision and social cohesion in rural and regional situations and urban settings.

GC23

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9. Enhancing national, regional and international advocacy tailored to the experiences and needs of women and girls at risk.

*UN High Commissioner for Refugees (UNHCR), Leadership Training for Young Refugee Women, (2006). Available at: <http://www.refworld.org/docid/464ab7ea2.html>*The purpose of the is to identify a range of leadership roles and activities which can be taken by refugee women and girls in camps and urban refugee settings. The training builds the capacity of participants to undertake those roles and activities. Introduced the idea that all human beings, women and men, have the right to participate in decision making processes which impact on their lives the lives of their families and communities. That all people have the right to be leaders. Explores what leadership means and how women can build on their existing leadership skills for the benefit of their communities.

GC24

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Commonwealth of Australia, Getting Settled: Women Refugees in Australia, (2013). Available at: https://www.dss.gov.au/sites/default/files/documents/01_2014/sc_update_women_at_risk.pdf

The booklet *Getting Settled: Women Refugees in Australia* aims to raise awareness of the issues and challenges that highly vulnerable refugee women face in their settlement journey. It contains the personal stories of a number of refugee women who have settled in Australia and who have gone on to make a significant contribution to their communities and to the broader Australian society. It also outlines a range of good practice approaches to service delivery, many of which were provided by HSS service providers. We thank the various HSS service providers who generously provided examples of good practice approaches to service delivery for use in the booklet.

