PSEA NETWORK

JORDAN

Protection from Sexual Exploitation & Abuse in
Jordan: Strategy 2020-2021

Contents

Glossary of key terms

SEA refers specifically to acts committed against members of the affected population by humanitarian and development actors, including international and national personnel of the UN and of NGOs. SEA represents a failure on the part of organizations to provide protection and care for communities, especially for the most vulnerable members of the population.

- **Sexual abuse** – the actual or threatened physical intrusion of a sexual nature, whether by force or under unequal or coercive conditions.[1]
- **Sexual exploitation** – any actual or attempted abuse of a position of vulnerability, differential power, or trust, for sexual purposes, including, but not limited to, profiting monetarily, socially or politically from the sexual exploitation of another.[2]
- **Gender-based violence versus SEA** – GBV is the umbrella term for any harmful act that is perpetrated against a person's will and that is based on socially ascribed (i.e. gender) differences between males and females. It includes acts that inflict physical, sexual or mental harm or suffering, threats of such acts, coercion and other deprivations of liberty.[3] SEA can be seen as a form of GBV, as victims of SEA are often abused because of their vulnerable status as women, girls, boys or men. The focus of the PSEA Network is SEA complaints only.
- **Sexual harassment versus SEA** – SEA occurs against a beneficiary or member of the community. Sexual harassment occurs between personnel/staff and involves any unwelcome sexual advance or unwanted verbal or physical conduct of a sexual nature. Sexual harassment is not an area covered by the PSEA Network, although agencies' internal procedures for reporting sexual harassment allegations may be the same as for reporting SEA complaints. The distinction between the two is important so that agency policies and staff trainings can include specific instruction on the procedures to report each[4].
- **Community-Based Complaints and Referral Mechanism (CBCRM)** - a system blending both formal and informal community structures, where individuals are able and encouraged to safely report incidents of SEA. Local communities are involved in developing and approving the CBCRM so that the structure is both culturally and gender sensitive[5].
- **Humanitarian Aid Worker:** This term encompasses all persons involved in providing protection and/or assistance to affected populations and who have a contractual relationship with the participating organization/partners, including incentive workers from target communities. It refers to all staff of humanitarian agencies and organizations, including UN agencies, IGOs, NGOs, implementing partners, and relevant CBOs including paid staff, volunteers, contractors, incentive workers, and anyone performing a task on behalf of any humanitarian agency or organization, regardless of the type or duration of their contract.
- **Zero-tolerance policy.** The UN policy establishing that sexual exploitation and abuse by UN personnel is prohibited and that every transgression will be acted upon.[6]

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[1] Secretary General's Bulletin (ST/SGB/2003/13) Special Measures for Protection from Sexual Exploitation and Sexual Abuse, Section 1 Definitions

[2] Secretary General's Bulletin (ST/SGB/2003/13) Special Measures for Protection from Sexual Exploitation and Sexual Abuse, Section 1 Definitions

[3] Inter-Agency Standing Committee, 2015. *Guidelines for Integrating Gender-Based Violence Interventions in Humanitarian Action* - Reducing risk, promoting resilience and aiding recovery, IASC 2015.

[4] See Inter-Agency PSEA CBCM SOPs Key definitions. Available at:
https://interagencystandingcommittee.org/system/files/global_standard_operating_procedures_on_inter_agency_cooperation_in_cbcms.pdf

[5] https://publications.iom.int/system/files/pdf/best_practice_guide_web.pdf

[6] United Nations Glossary on Sexual Exploitation and Abuse. Thematic Glossary of current terminology related to Sexual Exploitation and Abuse (SEA) in the context of the United Nations. Second Edition. Available at:
https://hr.un.org/sites/hr.un.org/files/SEA%20Glossary%20%20%5BSecond%20Edition%20-%202017%5D%20-%20English_0.pdf

The Six Core Actions Relating to SEA (IASC Six Core Actions)

1. "Sexual exploitation and abuse by humanitarian workers constitute acts of gross misconduct and are therefore grounds for termination of employment.
2. Sexual activity with children (persons under the age of 18) is prohibited regardless of the age of majority or age of consent locally. Mistaken belief regarding the age of a child is not a defence.
3. Exchange of money, employment, goods, or services for sex, including sexual favours or other forms of humiliating, degrading or exploitative behaviour is prohibited. This includes exchange of assistance that is due to beneficiaries.
4. Any sexual relationship between those providing humanitarian assistance and protection and a person benefitting from such humanitarian assistance and protection that involves improper use of rank or position is prohibited. Such relationships undermine the credibility and integrity of humanitarian aid work.
5. Where a humanitarian worker develops concerns or suspicions regarding sexual abuse or exploitation by a fellow worker, whether in the same agency or not, he or she must report such concerns via established agency reporting mechanisms.
6. Humanitarian workers are obliged to create and maintain an environment which prevents sexual exploitation and abuse and promotes the implementation of their code of conduct. Managers at all levels have particular responsibilities to support and develop systems which maintain this environment."

This revision supersedes the original IASC Six Core Principles, 2002.

Introduction

Sexual Exploitation and Abuse by humanitarian aid workers (SEA) can occur in any humanitarian or development context but is well recognised as a particular risk in humanitarian contexts characterized by mass displacement and where large numbers of people may become more dependent on others for their survival and thus more vulnerable to SEA. Jordan, a country which presents complex humanitarian and development needs, has a high number of refugees[7] who face continuing economic hardship, food insecurity, limited access to basic social services and poor living conditions. This together with structural inequality, especially gender inequality, increases the vulnerability of refugees and affected host communities to SEA, as well as to other forms of gender-based violence[8] and discrimination. These factors together with a large presence of humanitarian workers in the country, heighten the risks of SEA.

Currently the COVID-19 Pandemic, which is raising startling predictions of additional disastrous humanitarian consequences in the Middle East and North Africa, is further heightening the risks of SEA. Recent guidance from the Inter-Agency Standing Committee (IASC) highlights how the surge in new responders (including non-traditional humanitarian responders) to address public health emergencies, combined with high demand and an unequal supply of food and health supplies increases the risk of SEA. The overall disruption of livelihoods, public services and restrictions of movement can further exacerbate SEA risks for the already vulnerable populations. It may lead to a concentration of power which could be wielded to the detriment of people in socio-economically vulnerable situations. Moreover, the use of isolation measures can limit access to information on PSEA and restrict the access of SEA victims to reporting channels and GBV and sexual and reproductive health (SRH) services. Children, especially girls, may be at particular risk if they are separated from caregivers. [9]

The PSEA Network in Jordan is the primary body for promoting awareness, prevention and oversight on SEA by international and national personnel of the entities providing humanitarian services to refugees in Jordan. This Strategy sets out the Network's vision, guiding principles, strategic objectives and approach and implementation plan in response to the risks of SEA presented by the Jordan context. The Strategy is a 'living document' and will be reviewed and adapted on an ongoing basis. This includes throughout the entire COVID-19 crisis, during which it is anticipated that many PSEA related activities may need to be carried out remotely, online, through partnership, as well as other means due to the international community's and Government of Jordan's isolation measures.

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[7] At 31 March 2020 there were 746,581 (49.2 per cent female; 50.87 per cent male) registered persons of concern with UNHCR Jordan, 87.9 per cent of whom were Syrian. 83.4 per cent of registered persons of concern live outside camps in urban areas (Registered Persons of Concern refugees Asylum Seekers Jordan. Available at: https://reliefweb.int/sites/reliefweb.int/files/resources/75096.pdf). Over 80% of out-of-camp refugees live below the national poverty line of ($100) per capita per month.

[8] GBV and violence against women and girls remain some of the most prevalent human rights issues in Jordan. Jordan ranks 138 out of 153 countries in the World Economic Forum Global Gender Gap Report Despite the growing needs, many are instead facing potential cuts to services because of a lack of funding. Resettlement options have greatly reduced in 2018 and 2019, meaning pressure on key services, such as cash assistance and health.

[9] Interim Technical Note. Protection from Sexual Exploitation and Abuse (PSEA) During COVID-19 response. Available at: https://interagencystandingcommittee.org/other/interim-technical-note-protection-sexual-exploitation-and-abuse-psea-during-covid-19-response.

Vision

The Strategy aims to ensure that **refugees and affected host communities in Jordan are able to access the protection and assistance that they need, with the dignity and respect they deserve, and without fear of exploitation or abuse by the humanitarian and development community**.

Underpinning the Strategy is the zero-tolerance policy towards SEA, which has no place within the delivery of humanitarian aid or development assistance in Jordan. The Strategy therefore strives for a sustainable, survivor-centered, system to prevent and respond to incidents of SEA. It seeks to ensure that communities are empowered to report incidents of SEA through an integrated Community Based Complaint and Referral Mechanism[10] (CBCRM), and that they feel confident that their complaints will be handled efficiently, safely and confidentially. The Strategy also focuses on the need for agencies to ensure that they have robust internal systems and processes so that where allegations are proven, perpetrators are held to account and disciplinary action is properly undertaken to promote justice and accountability, and to compensate victims and their communities.

The Strategy has been developed under the leadership of the Humanitarian Country Team (HCT) and the PSEA Coordinator. It reflects the Key Actions outlined in the *Draft IASC PSEA Country-Level Framework for Jordan* which outlines the priority results that Humanitarian Country Team (HCT) members will work jointly to achieve. The Strategy has gone through participatory, inclusive and consultative processes involving drafting and consultation with all members of the PSEA Network including UN agencies and I/NGOs in Amman and field level during the Workshop held in February 2020[11]. The Strategy also draws on the lessons and implementation experiences of the Network's members and the **Draft Revised Inter-Agency Community Based Complaint Referral Mechanism during the Workshop of 10 February 2020.**

Guiding Principles

The Strategy abides by the principles enshrined in the Secretary-General's Bulletin (SGB) on Special measures for protection from SEA (ST/SGB/2003/13/0), the UN Protocol on Allegations of Sexual Exploitation and Abuse involving Implementing Partners (2018), the IASC Revised Commitments on Accountability to Affected Populations and Protection from Sexual Exploitation and Abuse (2018), the IASC Principals' Statement on Protection Against Sexual Exploitation and Abuse (2015), and the Statement of Commitment on Eliminating Sexual Exploitation and Abuse by UN and Non-UN Personnel (2006).

The strategy in its principality follows the main tenets as outlined in the Secretary General's initiatives to prevent and respond to sexual exploitation and abuse, with focus on:

- **Prevention**
  To include Screening, Training, Outreach and awareness-raising, and Risk assessment[12].
  In order to be able to conduct these prevention measures and their associated activities/actions there is a need to improve strategic communication for education and transparency as well as engage in a wholistic approach the civil society and external partners.

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[10] definition of the interagency CBCM "A system blending both formal and informal community structures, built on engagement with the community where individuals are able and encouraged to safely report grievances – including SEA incidents – and those reports are referred to the appropriate entities for follow-up.

[11] 10th February 2020

[12] https://www.un.org/preventing-sexual-exploitation-and-abuse/content/prevention

- **Response**
  Defined as "All the actions taken following a report of possible misconduct, from receiving a complaint to ensuring that appropriate disciplinary action is taken against perpetrators"[13]
  There is a marked need to ensure that the measures in place target to 'end impunity' through strengthened reporting and investigations, including clarifying limitations on the United Nations to achieve criminal accountability'[14].
- **Victim Assistance**
  The strategy calls [..] to provide, in a coordinated manner, assistance to individuals with needs directly arising from an incident of sexual exploitation or sexual abuse. Such assistance can be, for example, medical care, psychosocial support, legal assistance, and immediate material needs such as food, clothing, and safe shelter[15]. This is to be conducted with an approach to prioritize the rights and dignity of the victims.

In addition, the Strategy enshrines by the following principles:
- ***Accountability to Affected People (AAP)***: AAP is an active commitment to use power responsibly by '*taking account of, giving account to, and being held to account*' by the people humanitarian organizations seek to assist. SEA of affected community members by anyone associated with the provision of aid constitutes one of the most serious breaches of accountability. The Strategy seeks to ensure *accountable humanitarian staff* who use their power responsibly and uphold the principles set by codes of conduct.
- ***The centrality of Protection***: Protection encompasses all activities aimed at ensuring full respect for the rights of the individual in accordance with human rights law, international humanitarian law. SEA represents a catastrophic failure to protect the people humanitarian organizations aim to serve.
- ***Gender Equality***: Both an AGD approach and a commitment to gender equality are keys to ensuring PSEA. The Strategy recognizes that women and girls and certain socio-economically marginalized groups may be particularly at risk of SEA because they are unable to access humanitarian services and assistance on an equal footing with others due to the various discriminatory socio-cultural norms. Gender equality is a human right and mainstreaming a gender perspective in the Network's activities in order to ensure safe and equitable access to services and to promote gender equality is an important aspect of addressing SEA.
- ***Sustainability***: the CBCRM must be sustainable so that the trust it builds in the community is not destroyed by the failure of the mechanism. To be sustainable, a robust inter-agency CBCRM needs to have the buy-in of all involved. This requires the active participation of affected communities and individuals, both during the design and implementation of the CBCRM. Prevention activities must be conducted along with implementing the CBCRM.
- ***Do no harm***: Do no harm is a core principle of humanitarian action. Humanitarian actors must ensure that their staff, operations and programmes do not present additional risks to people through their actions.

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[13] https://www.un.org/preventing-sexual-exploitation-and-abuse/content/response
[14] https://www.un.org/preventing-sexual-exploitation-and-abuse/sites/www.un.org.preventing-sexual-exploitation-and-abuse/files/fact_sheet_un_system-wide_sea_initiatives_march_2019.pdf
[15] https://www.un.org/preventing-sexual-exploitation-and-abuse/content/victim-assistance

Strategic Objectives & Approach

To achieve the overarching goal of the Strategy, the PSEA Network members have agreed to four strategic objectives building on the four pillars of the IASC's Minimum Operating Standards on PSAE[16]. In addition, the Network members have developed a complementary two-year Action Plan (see below), to support implementation of the Strategy, monitoring, joint action and accountability. The Action Plan incorporates PSEA actions required as a result of the current COVID-19 Pandemic, which aim to strengthen existing PSEA commitments to protect and assist people receiving humanitarian assistance in Jordan. The Action Plan will be revised regularly in consultation with PSEA Network members.

To ensure that the Strategy's implementation is coherent, harmonized and coordinated across Network members the Action Plan follows a:

- **Multi-sectoral approach:** incidents of violence, including of SEA, do not happen in isolation but as part of the wider context in which the person is navigating their lives. This is what makes addressing SEA complex, requiring a multi-faceted and multi-sectoral approach to both prevention and response.
- **Capacity building approach**: where those actors with technical personnel (whether UN or NGO) train and guide other network member organizations to reach the IASC and other minimum standards. For example, large international organizations should support local partner organizations to develop robust internal complaints reporting mechanisms, as well as strong human resource structures.
- **Inclusive approach**: While mandated accountability extends only to the UN and its partners, the approach of this strategy is to be inclusive of all interested organizations, thus fostering a community of information-sharing and a common understanding of zero tolerance across the board.

The Objectives of the Strategy stem from the SG's Initiative listed under the guiding Principles.

Objective 1: Prevention

"Prevention lies at the core of the UN strategy to combat sexual exploitation and abuse. It must be undertaken in a proactive and comprehensive manner across the UN system and in partnership with the Member States. Fundamental elements of this approach are screening and training staff, raising public awareness, and conducting risk assessments."[17]

The objective of prevention encompasses a number of areas for action. These areas of action aim to be as comprehensive as possible in order to cut off any potential for existence or prevalence of Sexual Exploitation and Abuse;

1.1 Screening

Selection of Humanitarian workers is a first step in prevention. Unfortunately, the incidents of SEA that have taken place by humanitarian workers indicated that one of the gaps that open the door for these incidents to occur was the lack of vetting upon recruitment for positions in the field of humanitarian assistance.

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[16] IASC Minimum Operating Standards on PSEA
[17] https://www.un.org/preventing-sexual-exploitation-and-abuse/content/prevention

As such, vetting and "screening" of applicants upon initial employment is a vital step in prevention effort. "…initial screening of candidates for every United Nations post is being strengthened, including the vetting of personnel for records of prior misconduct while in the service of another UN entity."[18]

There are several mechanisms that are used by UNHCR for screening of candidates/applicants at different levels of the stages of recruitment. These would include reference checks, checks (including contacting supervisors of the candidates in previous organizations/UN agencies) by the Risk and Oversight Unit in Division of Human Resources. Clearances for recruitment include those by Legal Affairs Section (LAS) and Inspector General Office (IGO).

Action: Review of procedures for local recruitment for UN, NGO, Partner (governmental and non-governmental) agencies to ensure that any staff being recruited does not have any recorded case of SEA or that the Person was not under investigation of SEA and quit/resigned prior to the completion of the investigation and outcome.

Action: Creation of Country Level Coordination Mechanism and registry, (possibly under SEA Network) to record staff who were dismissed from service in the humanitarian sector based on SEA accusation and those who quit/resigned their positions while they were under investigation for SEA without the completion of the investigation and outcome.

1.2 Training

Training of all Humanitarian staff and personnel on the Standards and codes of Conduct is an essential element in the fight against sexual exploitation and abuse.

Training is an integral activity in the efforts to prevent SEA as it does not only increase the level of personal knowledge of the individuals who receive training, but it also causes a ripple effect which is an invaluable tool to increase awareness about SEA in the targeted circles/communities.

Training should be designed for various categories of audience in order for it to be effective. There are three main Spheres of audience envisioned:
   i.   Generic training on PSEA aimed at all humanitarian workers.
   ii.   In-depth training for humanitarian staff who have been selected by their agencies to take on the role of PSEA Focal Points.
           This is to equip them with the information and tools they will require to carry out their role in advocating for the mainstreaming of PSEA within humanitarian programmes and for ensuring that appropriate systems exist to manage the receipt of complaints and the conduct of investigations
   iii.   Generic training on PSEA for Persons of Concerns and Local Communities

Training modules and facilitators' guides should be adapted to incorporate the context and realities of humanitarian work in Jordan.

It should be comprehensive enough to include definitions of terms, address cultural practices as well as cover the complaint and response mechanisms set in place or under creation.

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[18] Ibid

Action: Creation of Training Plan for the three categories of Audience (Humanitarian Workers, PSEA Coordinators and Focal Points, Persons of Concern and Local Communities).

Action: Adaptation of Training Manuals and customization to the Jordan context

Action: Creation of a team of trainers. This should be composed of the PSEA Coordinator, Agency PSEA Focal Point and supported by the Human Resource (HR) Manager/Officers. The PSEA training team should be supported by the appropriate technical staff handling Protection portfolios of GBV & Child Protection as well as any Gender Advisors.

1.3 Outreach and awareness-raising

Public awareness-raising about what is acceptable behavior by Humanitarian staff and personnel and how to report wrongdoing through the existing mechanisms.

A plethora of messages should be produced to spread the word on PSEA, definitions of terms, the concept of Zero tolerance for SEA, acceptable standards of behavior of the humanitarian staff, recognizing irregular behavior and reporting it as well as in-depth exposure of existing Community-Based Complaint and Referral Mechanisms (CBCRM). All messages should emphasize the safety, accessibility and confidentiality of the community-based complaint referral mechanisms.

Action: Create/update the PSEA messages targeting the various audiences identified.

1.4 Risk assessment

"An important way of preventing misconduct is identifying risks before misconduct occurs. Regular risk assessment visits and risk-mitigating actions are carried out by UN entities in their field locations, with a particular focus on risks related to sexual exploitation and abuse."[19]

There are marked benefits of incorporating risk management in the framework of PSEA:
- "Risk management enables Missions to be proactive in addressing SEA"[20].
- "Risk management supports better decision-making on SEA".[21]
- "Risk management provides a concrete way to hold Mission leadership, managers and commanders accountable on SEA."[22]

Risk management as such enables the operations and agencies to anticipate and prepare for future threats with the goal of reducing potential risk or its elimination all together. It also enables the decision makers to prioritize critical areas of intervention and hence make efficient use of the available resources. The creation of an accountability framework and its identification of who is responsible for addressing specific risks and what actions they must take enhances the concept of personal responsibility and creates an immediate drive for action, which is what is exactly needed when dealing with potential situations of SEA.

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[19] Ibid
[20] https://conduct.unmissions.org/sites/default/files/dpko-dfs_sea_risk_toolkit_28_june_2018_modified.pdf
[21] Ibid
[22] Ibid

Action: Create a Risk Assessment Register covering PSEA (or include it in the general risk registry under a PSEA subheading).

Action: Conduct Risk Assessment for populations of concern and enumerate the identified risk in the Risk Register.

Objective 2: Response

"An effective response encompasses all the actions taken following a report of possible misconduct, from receiving a complaint to ensuring that appropriate disciplinary action is taken against perpetrators."[23]

Community-based Complaint and referral Mechanism (CBCRM)

Active engagement from the agencies participating in the CBCRM is vital to the success of the mechanism. Agencies need to commit to participating in the conception, design, and implementation phases. Just as important, is the continued active involvement by committing the necessary resources – particularly staff time – to partake in CBCM activities, an ongoing willingness to coordinate with other agencies, and taking steps to ensure that PSEA activities are carried out in their own organizations.[24]

Action: Completion of the CBCRM SOP

Investigation & Interim measures

Key factors indicative of an efficient response mechanism include how quickly do the concerned entities initiate investigation into SEA claims/complaints, the level of thoroughness in reviewing the various factors linked to the claim, the comprehensiveness of interim measures that are activated while the investigation is underway as well as the extent to which the due process is followed in order to ensure fairness and impartiality in the handling of SEA claims and investigations. The various levels of accountability established (as part of prevention planning) play a crucial role in defining actions taken by the various actors to avoid duality, confusion regarding the exact roles of the various actors, as well as avoiding any potential conflict of interest.

The initiation of interim measures during the conduct of investigation should not preclude from undertaking immediate action upon receipt of the claim/complaint, since "urgent action upon receipt of a report of sexual exploitation and abuse creates the best conditions for investigations."[25]

Disciplinary actions and legal recourse

"When allegations of misconduct by […] personnel have been investigated and the allegations are substantiated, the perpetrators are held accountable and face sanctions that correspond to the seriousness of the offense. This can range from a reprimand to dismissal. If the acts may amount to

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[23] https://www.un.org/preventing-sexual-exploitation-and-abuse/content/response
[24] https://interagencystandingcommittee.org/accountability-affected-populations-including-protection-sexual-exploitation-and-abuse/documents-50

[25] https://www.un.org/preventing-sexual-exploitation-and-abuse/content/response

criminal conduct, the UN can refer the matter for criminal prosecution by the staff member's state of nationality."[26]

Action: Identify and map out investigative bodies as well as incorporation of referral pathways of complaints to investigation.

Action: Map out list of interim measures to be implemented based on preliminary recommendation of investigative bodies and/or upon direction by the responsible authority based on the accountabilities' matrix.

Objective 3: Victim Assistance

"…ensure that victims receive the support and attention they deserve, from the moment an allegation is received until there is an outcome."[27]
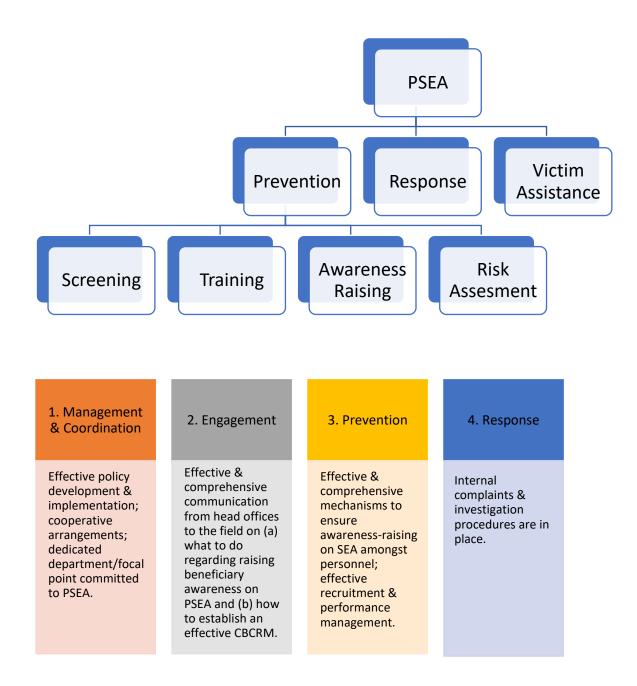
In order to ensure quick and appropriate assistance to the victims (survivors) of SEA, the various assistance modalities need to be mapped out and incorporated into the CBCRM. Assistance to be provided will be on two tiers; immediate assistance and long-term assistance.

The forms of assistance can include (but is not limited to) medical assistance, mental health and psycho-social support, material assistance as well as access to legal aid should the victim decide to pursue their own legal steps against the perpetrators of SEA under the existing national legal framework.

Safeguards to ensure the dignity, safety and confidentiality of the victims should be set in place at the moment of inception of the assistance modalities, as well as feedback mechanisms exist to share information with the victim on the progress/outcome of their complaint.

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[26] Ibid
[27] https://www.un.org/preventing-sexual-exploitation-and-abuse/content/victim-assistance

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    Prevention              Response              Victim Assistance
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Screening  Training  Awareness Raising  Risk Assesment
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1. Management & Coordination	2. Engagement	3. Prevention	4. Response
Effective policy development & implementation; cooperative arrangements; dedicated department/focal point committed to PSEA.	Effective & comprehensive communication from head offices to the field on (a) what to do regarding raising beneficiary awareness on PSEA and (b) how to establish an effective CBCRM.	Effective & comprehensive mechanisms to ensure awareness-raising on SEA amongst personnel; effective recruitment & performance management.	Internal complaints & investigation procedures are in place.

Objective 1. Coordination

The PSEA Network will focus on strengthening cooperative arrangements and ensuring dedicated and capacitated individuals responsible for PSEA across Network members. In line with the PSEA Country-Level Framework for Jordan, the PSEA Network will carry out various activities to ensure that each agency's SEA processing and investigation mechanisms adhere to ISAC Minimum Operating Standards and that these are applied to ensure zero tolerance to SEA in the refugee response in Jordan.

	Result (PSEA Country-Level Framework where applicable)	Activities	Target group	Timeline	Responsible	Costs
1.1	Updated PSEA Network focal points (output 4.4)	In response to the COVID-19 emergency, identify PSEA Focal points within health structures and inform health staff about the role of PSEA focal points.	Health staff/structures	Q2	PSEA Network members PSEA Co-chairs	
		PSEA Network includes PSEA technical focal points from all HCT members to strengthen the delivery of PSEA outcomes.	HCT		PSEA Co-chairs	
1.2	Updated roles and responsibilities for all actors within the inter-agency PSEA structure	Review roles and responsibilities of RC/HC, PSEA Coordinator, and PSEA Network to minimize the risks of SEA during the COVID-19 response.		Q2		
1.3	(Output 4.3) An inter-agency PSEA Network is in place with the resources and expertise necessary to deliver on PSEA outcomes.	Strengthened reporting by PSEA Network to the HCT (via the PSEA Coordinator.	PSEA Network members	Ongoing		
		PSEA Network works with members to establish what PSEA standards each agency has established & provides partners (HCT and PSEA Network) with training on the MoS and CHS PSEA Index to enable appropriate complaints receipt and handling.				

				2020 Q3-4	PSEA Network	
	Update CBCRM reporting mechanism on SEA analysis & trends	Develop online data submission mechanisms and information management, to enable for analysis of SEA trends in line with the updated CNCRM.		2020 Q3-4	PSEA Network	
	Updated PSEA FP ToR	Establish Terms of Reference for PSEA Focal Points to clarify responsibilities of agency Focal Points and establish experience and competencies needed ensuring the coordinated Victims services are available over the country.	PSEA Focal Points			

Objective 2. Prevention

The PSEA Network will work with its members to increase beneficiary awareness on PSEA and the CBCRM, taking into account COVID-19 response measures that may increase the risk of SEA and increase barriers to reporting.

	Result/output (PSEA Country-Level Framework where applicable)	Activities	Target group	Timeline	Responsible	Budget (US$)
2.1	Screening	Compile/draft cross-checks already in place for vetting staff considered for employment in any of the humanitarian agencies operating in Jordan		Q2-Q3	PSEA Focal Points & HR	
2.2		Create common registry with information on staff dismissed for SEA accusations as well as those who quit while an investigation was conducted.		Q2-Q3	PSEA Focal Points & HR	

3.1	Training	Assemble PSEA training team tasked with		Q2-Q3	PSEA Network	
		Ensure training manuals are updated and adapted to the Jordan context (including inclusion of materials in Arabic language)		Q2-Q3	PSEA Network	
		Create/update training plan to cater to the three categories of audience (Humanitarian and development staff dealing with PoCs, PSEA Focal points, Communities of PoC and host communities).		Q2-Q3	PSEA Network	
		Develop and implement ToT for PSEA Focal Points	PSEA Focal Points? HR?			
		Deliver PSEA training sessions	UN staff and affiliated workforce Partners, contractors and community volunteers			
	PSEA Network members have personnel trained on SEA guidelines and protocols for investigations, including survivor centered principles	PSEA Network member staff receive training on SEA guidelines and protocols	PSEA Network members		PSEA Network	25,000

		Identify online training courses on monitoring of progress on PSEA community awareness (output 1.2)				
2.2	**Awareness raising materials (Output 1.2)**	Short-term: Adapt, translate & disseminate key messages on PSEA through radio, tv, social media, print & other mediums. Ensure that key messages are included in public health messaging[28].	Refugees and affected host communities.	Q2 2020		
		Medium- to long-term: Using participatory approaches, develop **outreach materials** to be used by PSEA Network members to raise community awareness - including individual and social behavioral change communications.		Q3-	PSEA Network UNFPA	UNFPA core funding
2.3	**Sensitization plan**	In line with the deliverables of the PSEA FPs, develop a community sensitization plan so that refugees and affected communities are aware of: - Their right to file a complaint - The existence, purpose, parameters and process of the CBCRM.	Refugees & affected communities		PSEA Network members, PSEA FP with CBCRM Committee	
2.4	**PSEA Risk Assessment**	Conduct SEA Risk Assessment for populations of concern in Jordan: a. identify priority regions/areas for assessment and planning, including modality (single or joint agency, consultancy supported, etc) and tools	Refugees and affected host communities	To be determined in consultation with the PSEA network		

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[28] See p2 – Interim technical Note. Protection from Sexual Exploitation & Abuse (PSEA) During COVID-19 Response. Version 1.0. March 2020.

		b. Conduct the assessment c. Share results among the SEA network				
		Create risk registers for organizations of the PSEA Network an ensure it's periodic update			PSEA Network members, PSEA FP	

Objective 3. Response

The PSEA Network will strengthen SEA related systems and processes to ensure that SEA survivors are provided with effective and timely support, as well as a range of services to address their needs. The Network will ensure that prompt action is taken to refer allegations of SEA to appropriate investigation units for follow-up, including possible disciplinary action.

	Result/output	Activities	Target group	Timeline	Responsibilities	Budget (US$)
3.1	**Updated CBCRM with emphasis on community perceptions & communication preferences, including with respect to remote channels required in response to COVID-19**	Review CBCRM in order to establish or strengthen existing channels. Where in-person channels are suspended because of social distancing other channels will be developed, with full attention to preserving safety, confidentiality and victim-sensitivity.			PSEA Network CBCRM Committee	
		Consultations with diverse women, men, girls and boys of different ages and dis/abilities in refugee and affected host communities including through surveys and FGDs.		2020 Q3		
		PSEA Focal Points to clarify their responsibilities and establish experience and competencies needed ensuring a coordinated approach				

	Result/output	Activities	Target group	Timeline	Responsibilities	Budget (US$)
3.2	Referral forms created as prescribed in the SEA CBCRM SOPs	Create the SEA referral forms and referral pathways which map out the different interactions/processes involving various actions		Q3	CBCRM Committee	
		Examine & develop a plan to mitigate potential SEA risks in healthcare delivery settings. Including through training of healthcare providers.	Healthcare providers			
3.3	Monitoring mechanism (Output 1.2)	Develop a mechanism to monitor progress on PSEA consultation, awareness activities & community mobilization activities				
		PSEA Network members trained on Safe Referral.				
3.4	Mapping out investigative entities and sharing within PSEA Network	Network Members of identify investigative entities to be approached in case of identification of SEA complaints and referral system is established between the network members as needed.		Q2-Q3	PSEA Network	

Objective 4. Victim Assistance

	Result/output	Activities	Target group	Timeline	Responsibilities	Budget (US$)

	PSEA Network members have in place referral pathways for survivor assistance, as part of an integrated approach with GBV services (Output 2.2)	SGBV working group shares existing referral pathways and provides an orientation session on the Ammali application.	PSEA Network members		UNHCR/SGBV Sub-working Group	
	Link the Complaint Mechanism to Assistance Services	Service mapping		Q2-Q3	PSEA Network	
	Identify gaps in assistance provision and strengthen services	Service mapping		Q2-Q3	PSEA Network	

Annex 1: Roles and Responsibilities of the PSEA Network, the RC/HC

The Resident Coordinator/Humanitarian Coordinator in Jordan has system-wide responsibility for developing collective prevention of SEA (PSEA) strategies and ensuring that PSEA action plans are implemented, and assisting victims of SEA.[29] The HCT has a mandatory responsibility to ensure that a collective mechanism and approach to protection from SEA is in place, including a Code of Conduct for humanitarian workers.[30]

PSEA Network: The role of the national PSEA Network is to harmonize PSEA work, share information and materials, pool resources and support area-based working groups while streamlining processes as much as possible. Therefore, the PSEA Network will lead the development of joint planning and strategies to implement PSEA activities. In order to carry out its tasks efficiently, the PSEA Network will tap into existing coordination structures across both humanitarian and development fields and engage with donors and government counterparts as much as possible.

The PSEA Network is **not** responsible for investigation or adjudication of complaints, or for dealing directly with complainants. These functions rest exclusively with dedicated bodies of individual entities. Cases can be referred to UNHCR PSEA focal points for advice and guidance (i.e. Should investigation be conducted, relevant entities are encouraged, in respect of confidentiality and wishes of the survivor as well as in line with their internal accountability framework and complaint mechanism systems, to alert UNHCR on possible risks for individual refugees to ensure that adequate protection for victims and witnesses is ensured from the start of the individual agencies' investigation).Individual Agencies: Each individual UN agency or NGO is responsible for its own PSEA commitments, policies and response, including the reporting and investigation of complaints. The UN, I/NOGs and CBOs will take a strong leadership role in requiring one-hundred percent compliance amongst its own staff and implementing partner organizations.

PSEA Focal Points are officially designated by each entity to represent it and participate in the PSEA Network and are responsible for actively promoting the PSEA within their own organization. They are responsible for ensuring that appropriate response systems are established and implemented within their organization and with implementing partners, in line with the CBCRM, and ensuring that refugees and host communities are engaged in the prevention and response to complaints (Annex IV: PSEA Focal Points Roles and Responsibilities).

PSEA Focal Points are responsible for liaising with investigative bodies of their own organization and those of other entities, with other PSEA Focal Points and managers as appropriate to ensure safe assistance reception, referral and follow-up of SEA allegations. PSEA Focal Points are not considered to be the main entry point for allegations from refugees, as this is more likely to be front-line personnel in regular contact with refugees directly, for example field community workers, project officers. PSEA Focal Points are

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[29] *Management and Accountability Framework of the UN Development and Resident Coordinator System* 18 March 2019 version, UN Sustainable Development Group.

[30] Inter-Agency Standing Committee, *Standard Terms of Reference for Humanitarian Country Teams*, February 2017.

responsible for sensitizing on PSEA and providing training sessions for the staff and IPs, and for submitting statistical reports on SEA allegations as indicated in Recording and Reporting section of the CBCRM.

PSEA Focal Points facilitate the implementation of appropriate actions to respond to the received complaints in line with the agency's internal procedures and investigative body affiliated with their agency and as defined in its legal and project agreements. In the case where an agency does not have an agreement with an affiliated investigative body, either directly or through a project agreement or contract, or have the capacity to manage an investigation internally, the PSEA Focal Point/Management can refer to the PSEA network co-chairs for advice and guidance (e.g. should it be required, and upon request of individual entities, technical advice and investigative support could be made available in consultation with and through the Inspector General's Office (IGO), the investigative body of UNHCR). Individual entities are also encouraged, in respect of confidentiality and wishes of the survivor as well as in line with their internal accountability framework and complaint mechanism systems, to alert UNHCR on possible risks for individual refugees to ensure that adequate protection for victims and witnesses is ensured from the start of the individual agencies' investigation.

Annex 1: CBCRM

Annex 2: ToR of the PSEA Network

Annex 3: Useful Resources

[UN Protocol on the Provision of Assistance to Victims of Sexual Exploitation and Abuse](#) – outlines a common set of norms and standards for a coordinated, system-wide approach to the provision of assistance and support, which prioritizes the rights and dignity of victims of sexual exploitation and abuse.

[IASC Minimum Operating Standards on PSEA](#) – ensure that there is a common set of requirements that all agencies follow.

[IASC Strategy on PSEA](#) and [Acceleration Plan](#) – describe PSEA commitments at the outset of the response. In 2018 the IASC prioritized three areas of work toward accelerating PSEA at country level: safe and accessible reporting channels, Quality assistance to survivors and improved accountability.

[IASC Interim Technical Note. Protection from Sexual Exploitation and Abuse (PSEA) During COVID-19 Response. Version 1.0](#). Recommended actions related to PSEA with a focus on adapting to carry out remotely, online and through partnership.

[Core Humanitarian Standard on Quality and Accountability (CHS)](#) – sets out core commitments and provides a principles and people-centered approach.