IASC Inter-Agency Standing Committee

EXTERNAL REVIEW

GLOBAL REPORT ON PROTECTION FROM SEXUAL EXPLOITATION AND ABUSE AND SEXUAL HARASSMENT

2021

UNFPA

ACKNOWLEDGEMENTS

The External Review was commissioned by the 2021 IASC Champion for Protection from Sexual Exploitation and Abuse and Sexual Harassment, Dr. Natalia Kanem, the Executive Director of the United Nations Population Fund (UNFPA) on behalf of the Inter-Agency Standing Committee (IASC). An Advisory Group comprising representatives from CARE International, the Core Humanitarian Standard Alliance, the IASC Secretariat, the International Council of Voluntary Agencies, the International Federation of Red Cross and Red Crescent Societies, InterAction, the International Organization for Migration, the United Nations Office for the Coordination of Humanitarian Affairs, the Office of the Special Coordinator for improving the United Nations response to sexual exploitation and abuse, the Office of the Victims' Rights Advocate, Plan International, the Steering Committee for Humanitarian Response, World Vision International, UNFPA, the United Nations High Commissioner for Refugees and the United Nations Children's Fund guided the Review, which was written by Moira Reddick, an independent consultant.

Created by United Nations General Assembly resolution 46/182 in 1991, **the Inter-Agency Standing Committee (IASC)** is the longest-standing and highest-level humanitarian coordination forum of the United Nations system. It brings together the executive heads of 18 organizations to formulate policy, set strategic priorities and mobilize resources in response to humanitarian crises.

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FOREWORD

What will it take for us to collectively prevent and mitigate sexual exploitation and abuse? How can we ensure all our staff and affiliated personnel uphold professional standards? And should an incident occur, how can we put the victims' interests first?

This review offers insights into these challenging questions.

Effective protection from sexual exploitation and abuse with a victim-centred approach is a top priority for me as Emergency Relief Coordinator.

As the review notes, IASC members have made good progress in in recent years, but more needs to be done, as individual agencies and working together. With the insights and recommendations from this review, the IASC will continue to place PSEA at the heart of operational effectiveness and integrity.

The IASC will foster partnerships that enforce our commitments to build local capacity, we will seek deeper community engagement, particularly with women and girls. We will address gender imbalance in our operations and better manage the risk of misconduct by our staff. We will gather evidence of what is working, and the impact of differing PSEA approaches. We will ensure that this responsibility is recognised and taken seriously by the humanitarian community as a whole.

Tackling sexual exploitation and abuse and sexual harassment is critical to retaining trust in the humanitarian system. I urge you to reflect on the findings of this wide-ranging review and commit to push ahead with fresh energy and insight.

Martin Griffiths,
Emergency Relief Coordinator and
Under-Secretary-General for Humanitarian Affairs

Throughout the last decade, the Inter-Agency Standing Committee (IASC) has declared its commitment to Protection from Sexual Exploitation, Abuse and Sexual Harassment (PSEAH), and as PSEAH Champion for 2021, I built upon the leadership of my predecessors, William Lacy Swing of IOM, Henrietta Fore of UNICEF, and most recently Filippo Grandi of UNHCR.

My year's focus was on strengthening PSEAH capacities and effectiveness, for which I delineated three key priorities: I) bolstering country prevention and response mechanisms; II) improving victims' access to high quality assistance and information; and III) strengthening coordination and collaboration in the humanitarian sphere. Full-time interagency PSEAH coordinators were appointed to manage country-level networks. We developed an Interagency PSEAH Experts Roster. Rights-based PSEAH information was provided to over 1.5 million people, mainly in community-based settings. Meanwhile, priority was given to closer interagency coordination and coherence at all levels.

In line with my Championship priorities, UNFPA commissioned an independent external review of IASC's collective progress on PSEAH in humanitarian crises across agencies. The review outlines areas of progress during the past decade, particularly regarding guidance, country-level assistance and leadership. The report was welcomed by IASC Principals, and I look forward to working with them to take forward recommendations on future measures to institutionalize PSEAH systems and promote needed culture change.

Zero tolerance for SEAH is fundamental to a principled and effective humanitarian response, and we must continue to work together to ensure comprehensive inter-agency PSEAH prevention and a swift and decisive response. Now, however, let's also look beyond — to deepen exchanges with victims and families affected, civil society, and women's groups. Communities must become the locus of action to ensure a truly victim-centered approach.

Ending SEAH is about dignity, and it is also a matter of bodily autonomy and power. We all must wield our power as a sword to interrupt and expose misconduct, to right the deep injustice of SEAH — and to prevent it from ever occurring, through the assertion of their inherent power by anyone who may be in a vulnerable position.

Dr. Natalia Kanem
Executive Director of the United Nations Population Fund,
2021 IASC Champion for Protection from Sexual Exploitation and Abuse and Sexual Harassment

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LIST OF ACRONYMS

AAP	Accountability to affected populations
AFP	Agencies, funds and programmes
CBCM	Community-Based Complaints Mechanism
CEB	United Nations System Chief Executives Board for Coordination
CHS	Core Humanitarian Standard on Quality and Accountability
DRC	Democratic Republic of the Congo
FAO	Food and Agriculture Organization
FST	PSEA Field Support Team
FVRA	Field Victims' Rights Advocate
GBV	Gender-based violence
HC	Humanitarian Coordinator
HCT	Humanitarian Country Team
HRP	Humanitarian Response Plan
IASC	Inter-Agency Standing Committee
ICRC	International Committee of the Red Cross
ICVA	International Council of Voluntary Agencies
IFRC	International Federation of Red Cross and Red Crescent Societies
INGO	Inter-governmental organization
IOM	International Organization for Migration
MOS	Minimum Operating Standards
MDS	Misconduct Disclosure Scheme
NGO	Non-governmental organization
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
OHCHR	Office of the United Nations High Commissioner for Human Rights
OIOS	United Nations Office of Internal Oversight Services
OSCSEA	United Nations Office of the Special Coordinator on improving the United Nations response to Sexual Exploitation and Abuse
OVRA	Office of the Victims' Rights Advocate
PSEA	Protection from sexual exploitation and abuse
PSEAH	Protection from sexual exploitation and abuse and sexual harassment
RC	Resident Coordinator
SEA	Sexual exploitation and abuse
SCHR	Steering Committee for Humanitarian Response
SVRO	Senior Victims' Rights Officer
TEG	Thematic Experts Group on PSEA
UNCT	United Nations Country Team
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UN-Habitat	United Nations Human Settlement Programme
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
VRA	Victims' Rights Advocate
WFP	World Food Programme
WHO	World Health Organization

A NOTE ON TERMINOLOGY

This note explains how a few critical terms will be used in this Review. It is recognized that terms can vary depending on context and documentation. Additional definitions are provided in Annex 3.

Protection from sexual exploitation and abuse (PSEA)/protection from sexual exploitation and abuse and sexual harassment (PSEAH)

The 2018 Inter-Agency Standing Committee (IASC) Championship Strategy seeks to promote long-term cultural and attitudinal change towards all forms of sexual misconduct and systematically outlines how prevention and response to both SEA and sexual harassment are top priorities and commitments of the IASC. This decision did not apply to country-level activity of the PSEA Network and inter-agency activity. Therefore, for this Review, the term "protection from sexual exploitation and abuse and sexual harassment" (PSEAH) will be used in reference to global-level initiatives from 2018 onwards, such as the IASC PSEAH Championship. The term "protection from sexual exploitation and abuse (PSEA)" will be used in reference to global-level IASC initiatives prior to 2018 as well as all IASC activities at country level from 2011 to 2021, such as PSEA Coordinator and PSEA Network.

Victim and survivor

This Review will primarily use the term "victim", while acknowledging that the term "survivor" is also appropriate and preferred in certain contexts (for instance, in the context of responding to gender-based violence). While the two terms are interchangeable, "victim" is often used in the legal and medical sectors, whereas "survivor" is generally preferred in the psychosocial support sector to refer to a person who has experienced gender-based violence in its various forms as reference documents state it implies resilience[1]. "Victim" is in accordance with terminology used across the United Nations system, and "survivor" is used as a more empowering term, acknowledging fully that victims of sexual misconduct are also survivors.

Victim assistance and support (also gender-based violence support services)

According to the United Nations Comprehensive Strategy on Assistance and Support to Victims of Sexual Exploitation and Abuse by United Nations Staff and Related Personnel (adopted in 2007), alleged victims of sexual exploitation and abuse should receive basic assistance and support in accordance with their individual needs directly arising from the alleged sexual exploitation and abuse. This assistance and support will comprise medical care, legal services, and psychosocial support. Also immediate material support and care, such as emotional support, safety planning, links to social activities and peer groups, food, clothing, emergency, and safe spaces and shelter, as necessary. These services are offered irrespective of whether the victim initiates or cooperates with an investigation or any other accountability or resolution procedure.

Victim-centred approach

The definition of "victim-centred approach" has been adopted from the UNHCR Policy on a Victim-Centered Approach in UNHCR's response to Sexual Misconduct, which is the most recent definition. It states that in the context of sexual exploitation and abuse and sexual harassment, a victim-centred approach prioritizes listening to victims, avoids traumatization and systematically focuses on the safety, rights, well-being, expressed needs and choices of the victim, thereby giving back as much control to victims as feasible and ensuring empathetic delivery of services and accompaniment in a non-judgmental manner.

PSEA Network

This term refers to the inter-agency PSEA Network at country level.

PSEA Coordinator

This term refers to the coordinator of the inter-agency PSEA Network at country level.

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1. Reference the UN Glossary on Sexual Exploitation and Abuse and the IASC Guidelines for Integrating Gender-Based Violence Interventions in Humanitarian Action

EXECUTIVE SUMMARY

INTRODUCTION

The Inter-Agency Standing Committee (IASC) has been working as a collective on protection from sexual exploitation and abuse (PSEA) since 2002, when the Six Core Principles Relating to PSEA[2] were issued, although individual IASC agencies were working on PSEA prior to this. The IASC assumed coordination oversight for PSEA following the last IASC external review of PSEA in 2010. PSEA is the only IASC priority for which the IASC has a Principal or Executive Head as Champion to lead efforts to better address sexual exploitation and abuse (SEA) and sexual harassment[3]. Protection from sexual exploitation and abuse and sexual harassment (PSEAH) is also the only issue that has been a standing item on the agenda of the IASC Principals since 2015.

The global Championship Strategy on PSEA and sexual harassment and the IASC Plan for Accelerating PSEA in humanitarian response at country level which were endorsed by the IASC Principals in 2018 called for the strengthening of the leadership and coordination structures of every humanitarian response. The plan required commitment to three priority outcomes: safe and accessible reporting, quality assistance for survivors of SEA, and enhanced accountability including investigations.

PURPOSE AND SCOPE OF THE EXTERNAL REVIEW

The IASC External Review of PSEAH was commissioned by the 2021 IASC PSEAH Champion, United Nations Population Fund (UNFPA) Executive Director Dr. Natalia Kanem, under her Championship.

The purpose of the review was to provide an independent assessment of the progress since the IASC review of PSEA in 2010 and to consider the impact and effectiveness of the IASC approach to PSEAH. The primary audience for the review was the IASC Principals.

The scope of the review is global. However, it was agreed that the focus would be upon the 2018-2021 period given the increase in IASC activity from 2018 onwards. The breadth of the review was a limitation as were the prevailing

2. https://psea.interagencystandingcommittee.org/update/iasc-six-core-principles.
3. In 2018, the IASC agreed to seek greater convergence on the issues of sexual exploitation and abuse and sexual harassment by aid workers by naming a single IASC Champion for protection from both sexual exploitation and abuse and sexual harassment in recognition of the commonalities of root causes. This convergence did not include an obligation for inter-agency coordination on sexual harassment at country level. This report will use the terminology "protection from sexual exploitation and abuse and sexual harassment (PSEAH)" when referring to global IASC initiatives after 2018, and "protection from sexual exploitation and abuse (PSEA)" when referring to global work before 2018, and when referring to work at country level (e.g. PSEA Network).

COVID-19 restrictions on travel. Despite this, a validation visit to Haiti was undertaken to understand PSEAH efforts as part of the humanitarian system response to the 14 August 2021 earthquake.

As the purpose of the review was to assess progress made by the IASC members on PSEAH, work of other, non-IASC humanitarian actors was not considered.

The review is organized around four themes: victim-centred approach, community engagement and accountability, leadership at global and country level, and sexual harassment.

CONCLUSIONS

The Review concluded that the IASC has made PSEA a consistent priority during the last decade. During that time, standards have been endorsed, strategic priorities have been set and communicated, inter-agency initiatives to address strategic priorities (such as coordination at country level, inter-agency complaint mechanisms, and reference-checking schemes) have been designed and agreed, responsibilities have been delineated at the country level, and guidance and tools have been developed. None of this was in place at the time of the last Review in 2010 and these IASC commitments should be recognised.

However, the pace of progress has not been steady. The Review has found that the IASC has not clearly articulated the change that was desired, set measurable targets, or monitored the effectiveness of activities. IASC activity has been siloed and lacks sequencing. On some elements that the IASC Principals identified as critical priorities, in particular those related to accountability, little progress has been made on identifying next steps.

The UN has made commitments on a victim centred approach and improving accountability. These commitments have been cited by the IASC in statements and plans, however IASC members do not currently have a shared understanding and plan for resourcing and delivery of these responsibilities at country level.

The IASC has also made commitments to addressing sexual harassment on many occasions, but it is unclear to most of those consulted during the Review how those commitments are to be realised. The Review concluded that a sustained commitment by the Principals and senior management across all IASC members is necessary to reach a consensus on what is required to prevent and address sexual harassment.

The IASC now has an opportunity to capitalise on the considerable investments they have already made. The foundations are established, tests and pilots have been conducted, commitments have been endorsed. The challenge is now to scale up actions at country level with investment, from the global level if necessary, in agreed high risk contexts and to monitor change.

VICTIM-CENTERED APPROACH

The review has concluded that the IASC agencies as a collective were not able to evidence that they are working to develop or have a joint victim-centred approach, and they have no joint policy or standards. There is no shared understanding of what fulfilling the existing commitments to a victim-centred approach means in practice for IASC agencies globally and at country level. The review found that an IASC-wide dialogue on the implications for the way agencies work, guide staff, and consider risk would be helpful as the start of a process of identifying and dismantling barriers to a victim-centred approach. The extent of change required across the IASC and across the humanitarian sector is significant and will take time. As such, the review proposes a five-year Programme of Action on PSEAH including timelines for delivering on a change agenda, ensure monitoring of the prioritised and sequenced work agreed, and therefore meet strategic and operational PSEAH commitments and outcomes more transparently.

One conclusion that has not changed since the 2010 IASC Review is that services for gender-based violence (GBV) are either not readily available or accessible to SEA victims (and all GBV survivors) or are not robust enough to meet demand according to most interviewees. It is a collective challenge for all IASC members to ensure that these services are adequately resourced and should not solely be the responsibility of service providers.

Efforts to adapt investigations to become more victim-centred are not leading to change. While investigations must remain independent, reconsidering and resetting the framework within which individual IASC agency investigation mechanisms operate is within the purview of the IASC Principals. It is not currently clear what the Principals consider their options to be or what their intentions regarding change over the medium- and long-term will be. In the short term, recommendations already made in other reports to support collective independent investigation capacity in high-risk contexts should be reconsidered and acted upon. The Office for the Coordination of Humanitarian Affairs (OCHA) Fund for investigations into sexual exploitation, abuse and sexual harassment is not being drawn upon and should also be reconsidered and potentially repurposed.

COMMUNITY ENGAGEMENT

There is not sufficient evidence that the IASC members are applying their knowledge of barriers to reporting or effectively ensuring customization of community feedback and complaints mechanisms. Interviewees repeatedly stated that consultation is not robust enough, nor is it repeated frequently enough or undertaken through sufficiently diverse enough mechanisms to capture different voices.

Interviewees also overwhelming feel that community consultation is not community-led or woman- or girl-led. It is not budgeted for or included in planning and design documents. The trust-building exercise of returning to communities to share what has changed is also lacking. Investment in the PSEA capacity of national organizations, particularly womens' groups, should by now be standard practice

to build the capacity of such organizations to address their own needs as well as to partner in inter-agency PSEA activity, especially regarding community engagement. However, this is not the case.

The IASC inter-agency community-based complaints mechanism (CBCM) was designed according to agreed principles. Its purpose is to create a means to organize and coordinate potential multiple mechanisms and to ensure that the system will respond to the wishes and expressed needs of the complainant. The CBCM has been a major and a sustained IASC investment through almost a decade. It does not currently enjoy the full support of all IASC members, some of which have asserted that it would be more effective for them to operate independently. These actors suggest that the CBCM is confusing and is failing in its objectives and that the guidance is not fit for field purpose. There is limited evidence to the contrary, as systematic monitoring is not part of the CBCM application. Despite claims that there are multiple contexts where the CBCM is functioning and adding value this is not documented and verification has not been possible during the review

The first evaluation of a CBCM has just taken place and drew positive conclusions. However, this was in a context where PSEA activity had been prioritised, well supported and resourced, and where the overall humanitarian response has been well funded over many years. The evaluation findings are feeding into ongoing work and proposals to redesign the CBCM and produce a series of more digestible and shorter guidance documents, including some targeted at clusters/sectors. These would include risk mitigation checklists and monitoring indicators. There is an urgent need for IASC stakeholders to come together to consider the future of the CBCM as well as the implications of not supporting the CBCM approach. This will need to be based upon discussion of the implementation challenges and a proposal on how to move forward. There is already a substantive body of knowledge to build upon and bring to the working level for consideration and further recommendation to the Principals.

LEADERSHIP AND ACCOUNTABILITY

On the issue of the visibility of leaders advocating for PSEAH and having the confidence to clearly explain obligations to staff, there has been marked progress since 2010. Both IASC leadership and country-level leadership have demonstrated understanding of their responsibilities and, in most cases, have been able and willing to speak about this issue. There is a broad shared agreement about the relationship between power and SEA and the need for structural change. There is no doubt that PSEA is included in coordination and management meetings at global and country level although it is reported to focus more on processes such as annual reporting than on underlying issues or on the removal of barriers. It is not yet the case that PSEA is mainstreamed and features at cluster/sector level.

Sexual harassment appears to be more challenging for leaders at country level, who are uncertain about what commitments the IASC has made, the implications of these commitments, and how they should be communicating these commitments and responsibilities to staff and partners.

Trust amongst stakeholders that humanitarian organizations will be accountable and transparent on SEAH was not re-established

during the last decade. Staff repeatedly expressed disquiet about cultural norms and a prevalent acceptance of these norms. There is a strong sense that leadership and management have not adequately targeted power structures, structural change, and mainstreaming of PSEAH. Progress overall has been inconsistent during the last decade.

The IASC Principals identified the correct levers for change in the priority outcomes outlined in 2018. Despite this, it is not clear what the IASC intends to achieve over a three- or five-year time frame. There is an opportunity now for the IASC to build on the foundational work of the last three years and to craft a joint five-year vision and programme of action that identifies the desired change, defines targets, and ensures efforts will be resourced and monitored.

Resident Coordinators and Humanitarian Coordinators (RCs/HCs) understand their responsibility, although they question whether the IASC Principals are effectively communicating to Country Representatives the need to provide support to inter-agency networks and activities. The IASC Principals should continue their dialogue with HCs to determine how systematic resourcing, technical advice and monitoring can best be supported. In contexts where the HC can explain why inter-agency networks and activities cannot be supported by HCT, support from the global level must be provided.

The establishment of, and support to, inter-agency PSEA Networks has only really occurred in the last three years, and this continues to be through ad hoc approaches. A clear strategy is required. Due to an absence of monitoring, there is not yet sufficient evidence that the PSEA Network model is effective. To determine effectiveness would require monitoring in a variety of contexts with trained PSEA Coordinators in place and resources to carry out activities over a two- or three-year period.

PSEA capacity is not a systematic part of surge and scale-up in response to crisis. This should have been standard by 2021, based on lessons identified and previously documented. Similarly, ensuring that PSEA mechanisms remain in place to receive complaints after humanitarian programmes have closed should by 2021 be regular practice.

The establishment of Clear Check and the Misconduct Disclosure Scheme (MDS) provide an opportunity to build on this, to ensure IASC members use these services, and to investigate how they can be used at national level. There is currently a significant difference between the number of candidates being screened out in the international non-governmental organization (INGO) sector (75) and the number being screened out in the United Nations system (1). Understanding why this is the case would be helpful in advancing the systems. For MDS, it was reported that agencies sometimes hesitated to join based on legal advice that, without a legal process that led to discipline or dismissal, disclosure of misconduct could pose a legal risk. More inter-agency discussion on risk of this nature is required and should be part of the IASC dialogue on the implications of the victim-centred approach. The discussion should focus on the risk to potential victims of not disclosing misconduct.

SEXUAL HARASSMENT

Many of those interviewed for this review were reluctant to provide their views on sexual harassment feeling that it was outside their remit, that they did not have the experience to comment, that they did not see the linkages to SEA, or that they did not have the language to be able to express themselves. Some, including senior leaders at country level, expressed the view that sexual harassment was not within the IASC remit and were surprised to hear about IASC commitments already made.

However, the review found that a clear majority of those interviewed, particularly women, believe that humanitarian agencies have not taken sufficient action to address sexual harassment. The IASC Principals have committed to addressing sexual harassment on many occasions, but the implications of these commitments and the responsibilities are not sufficiently widely understood at the member or country level. The review concluded that increased clarity on this followed by clear communication and consistent guidance across all IASC members would be helpful in moving the agenda forward. This will require a sustained focus by the Principals and senior management across all IASC members to reach a consensus on sexual harassment. This issue should be considered urgent.

Leaders and managers may require support to clearly communicate with staff and external stakeholders (such as governments) on the issue of sexual harassment and the change that should be expected because of IASC policy, purpose, and intended actions.

These are modest conclusions but reflect the reality of the current level of preparedness to act at country level and within many IASC organizations. Clarity on what the IASC Principals intend to achieve over the next one-, three- and five-year periods, with established targets and monitoring of progress, will be important in providing the impetus to drive the change required.

It is a collective failure when SEA happens. We lose trust. We must have a major behavioural change within the system where everyone recognizes that they have a responsibility.

– The late Ambassador William Lacy Swing, Director General of the International Organization for Migration and the first IASC Champion for PSEA

1. HISTORY OF IASC COMMITMENT TO PROTECTION FROM SEXUAL EXPLOITATION AND ABUSE AND SEXUAL HARASSMENT

A brief background on the commitment by the Inter-Agency Standing Committee (IASC) to protection against sexual exploitation and abuse and sexual harassment (PSEAH).
A more detailed account is provided in Annex 4.

Photo: OCHA/Federica Gabellini

IASC COMMITMENTS

The IASC is a unique inter-agency forum for coordination, policy development and decision-making that was established in 1992. Its members comprise the United Nations operational humanitarian agencies, including the United Nations Development Programme (UNDP), the United Nations Children's Fund (UNICEF), the United Nations High Commissioner for Refugees (UNHCR), the World Food Programme (WFP), the Food and Agriculture Organization (FAO), the World Health Organization (WHO), the United Nations Human Settlement Programme (UN-Habitat), the United Nations Office for the Coordination of Humanitarian Affairs (OCHA) and the International Organization for Migration (IOM).[4] Standing invitees comprise the International Committee of the Red Cross (ICRC), the International Federation of Red Cross and Red Crescent Societies (IFRC), the International Council of Voluntary Agencies (ICVA), Interaction, the Office of the United Nations High Commissioner for Human Rights (OHCHR), the Steering Committee for Humanitarian Response (SCHR), the United Nations Population Fund (UNFPA), the Special Rapporteur on the Human Rights of Internally Displaced Persons, and the World Bank. In practice, no distinction is made between members and standing invitees. For the purposes of this Review, all parties will be referred to collectively as members unless there is a United Nations-specific obligation to be discussed.

The IASC has been working as a collective on protection against sexual exploitation and abuse (PSEA) since 2002, when the Six Core Principles Relating to PSEA[5] were issued, although individual IASC agencies were working on PSEA prior to 2002. The long-standing IASC intent to establish effective PSEA within all humanitarian response operations and to support Humanitarian Coordinators (HCs) and Humanitarian Country Teams (HCTs[6]) in PSEA activity has driven this IASC Principal commitment. The IASC assumed coordination oversight for PSEA following the last IASC external Review of PSEA in 2010.

In 2018, the IASC agreed to seek greater convergence on the issues of sexual exploitation and abuse (SEA) and sexual harassment by aid workers in recognition of the commonalities of the root causes. This convergence did not include an obligation for inter-agency coordination on sexual harassment at country level. This external Review report will use "PSEAH" when referring to global IASC initiatives after 2018, and "PSEA" when referring to global work before 2018 and when referring to work at country level (e.g. PSEA Network).

PSEAH is the only issue that is a standing item on the agenda of all meetings of the IASC Principals. At the country level, in the humanitarian context, HCs have system-wide responsibility for developing collective PSEA strategies and ensuring that action plans are implemented. The standard terms of reference for HCTs, endorsed by the IASC in 2017, reinforced the principle that PSEA is a collective, mandatory responsibility.

In 2012, the IASC adopted the Minimum Operating Standards (often referred to as the

4. https://interagencystandingcommittee.org/the-inter-agency-standing-committee.
5. https://psea.interagencystandingcommittee.org/update/iasc-six-core-principles.
6. For more information on the roles of the HC and HCT, see Who does what? | HumanitarianResponse

MOS) on PSEA, which were supplemented by guidelines in 2013.[7] The 2002 Core Principles were Reviewed and updated in 2019.[8] The Core Principles and the MOS were the first sector-wide frameworks and together have provided a basis for policies and procedures on PSEA within the humanitarian sector.[9] Subsequent IASC policies, statements, strategies and guidance routinely reference the Core Principles and the MOS. The foundation for action has therefore been in place for at least a decade.[10] There has been a visible increase of IASC initiatives related to PSEAH since 2018. Some – though not all – of these initiatives are detailed in Annex 5.

IASC CHAMPION ON PSEA AND SEXUAL HARASSMENT

PSEAH is the only issue for which the IASC has a Principal or Executive Head as Champion (see Annex 3). In 2011, Ambassador William Lacy Swing, the Director General of the IOM, became the first IASC PSEA Champion. He convened a meeting twice a year with PSEA Senior Focal Points (at the Deputy level) to follow PSEA progress.[11] During this time, the MOS were developed and agreed upon, PSEA was included in HC responsibilities, PSEA was made a standing item at annual HC retreats, and the groundwork was laid for PSEA Coordinators and for setting global benchmarks on progress in PSEA. The IASC Principals recognized the priority and importance of an inter-agency approach to PSEA and commissioned the inter-agency Community-Based Complaints Mechanism (CBCM) pilot project in 2012 to create a replicable system for jointly handling SEA allegations. All these achievements directly fed into the Principals Statement of 2015, which made explicit the responsibility of HCs to have in place a jointly developed response-wide system for handling SEA complaints. A toolkit, developed in 2016, defined several of the roles and functions of PSEA actors at the country level that were then highlighted in the introduction of the 2018 PSEA Acceleration Plan.

When UNICEF Executive Director Henrietta Fore assumed the IASC PSEAH Champion role in 2018, the priority of her Championship was to accelerate PSEA at the country level. Strengthening a global IASC community of practice on PSEA through improving knowledge management and tracking country-level progress was the second priority of the UNICEF Championship. Therefore, the IASC invested in resourcing country-level PSEA systems and services, supporting senior leadership and deploying technical PSEA specialists in crisis-affected communities. The IASC PSEA Country-Level Framework for HC/HCTs was

7. interagencystandingcommittee.org/iasc-task-force-protection-sexual-exploitation-and-abuse/guidelines-implement-minimum-operating-standards-psea
8. The IASC continues to strive for ever clearer language. At the time of writing, a plain language version of Principle 4 was being developed
9. Many organizations had PSEA policies and procedures in place prior to 2003.
10. www.oecd.org/dac/gender-development/dac-recommendation-on-ending-sexual-exploitation-abuse-and-harassment.htm
11. This meeting was discontinued when PSEA became a standing item on the agenda of IASC Principals meetings. These senior focal points should not be confused with technical global focal points who are now participating in the FST or the TEG or with agency focal points at country level.

launched (subsequently updated in 2021)[12], the IASC PSEA Field Support Team (FST) was established, and the IASC PSEA website and global dashboard were launched.

The global IASC Strategy and PSEA Acceleration Plan, endorsed by the IASC Principals at the end of 2018, called for strengthening the leadership and coordination structures in each humanitarian response.[13] The plan required commitment to three priority outcomes:

1. safe and accessible reporting,
2. quality assistance for the survivors of sexual exploitation and abuse and
3. enhanced accountability, including investigations.

The IASC intended to meet these outcomes, primarily outcomes 1 and 2, by "strengthened leadership and coordination structures at country level" including the already agreed upon inter-agency PSEA Coordinator function to the inter-agency PSEA Network in support of an HCT PSEA Steering Committee. The purpose of the PSEA Network was to support and coordinate the work of PSEA Focal Points from across the members of the humanitarian sector in country.[14] The 2018 Acceleration Plan was described as a "call to action" to IASC members to dedicate resources and support the collective endeavour on PSEA.

To assess needs and support implementation of the Acceleration Plan, the IASC conducted a mapping of country-level PSEA systems in 2018. In 12 countries facing humanitarian crises, less than 25 per cent of the affected population had access to a channel for reporting SEA. Access to assistance for victims and survivors was also limited, with only four out of 34 HCTs estimating that 75 per cent or more of women and children could access gender-based violence (GBV) services. Most HCTs could not indicate an approximate time frame for triggering an investigation after an SEA allegation was reported.

The United Nations High Commissioner for Refugees, Filippo Grandi, assumed the IASC PSEAH Champion role in 2019. His three priorities were:

1. to bolster prevention, ensuring that all personnel, and people served by humanitarian workers understood their rights to access protection and assistance free from SEA,
2. to expand safe spaces, remove barriers to reporting, make the victim-centred approach a reality and protect both survivors and witnesses and

12. As mentioned above and based on the Minimum Operating Standards, the three objectives are described in the PSEA Acceleration Plan and the UNICEF Championship commitments (see Annex 2). As of 2021, all RCs/HCs are required to submit a Country-Level Action Plan to Prevent and Respond to Sexual Exploitation and Abuse to the Secretary-General. The original 2018 Model Template was derived from the IASC Minimum Operating Standards and Acceleration Plan and outlines the minimum actions by United Nations Country Team/HCT members and is intended to be adapted and contextualized at country level. This has been replaced by the 2021 Country Action Plan, as requested by the Secretary General of all RCs (and therefore HCs as well). The IASC and the United Nations have harmonized the frameworks. The 2021 Country-Level Action Plan has 5 outcomes, which are further articulated at output level (16), followed by indicator level (49). The expectation is that this will support allocation of responsibility and mobilization of resourcing and provide a basis for tracking progress.
13. The IASC Strategy and Action was a joint UNHCR, UNICEF and OCHA Principal-level strategy subsequently adopted by all Principals.
14. The 2008 terms of reference for PSEA Focal Points was updated in 2021. interagencystandingcommittee.org/accountability-and-inclusion/country-psea-focal-point-generic-terms-reference-tors-2021 . The terms of reference (TORs) clarify that: "The role of the Focal Point is limited to PSEA. Although the PSEA Focal Points need to be able to identify links between SEA and other forms of staff misconduct, they are not responsible for implementing activities beyond PSEA [If designated as Sexual Harassment Focal Point, separate TORs will be needed]."

3. to promote a respectful use of authority, including addressing imbalances of power, accountable workplaces, zero tolerance of misconduct, and that senior management embodies and enforces ethical standards.

UNFPA Executive Director Dr. Natalia Kanem assumed the IASC PSEAH Champion role in 2021. Her top priorities were:

1. to bolster PSEAH country-level mechanisms, including further strengthening inter-agency PSEA networks;
2. to strengthen access to quality information and assistance for SEA victims through specialized GBV support and
3. to strengthen coordination and coherence.

For deliverables from the Championships please see Annex 3.

IASC PSEA TECHNICAL SUPPORT

The IASC Thematic Experts Group (TEG) on PSEA comprises approximately 30 institutional members across the IASC membership, as well as independent invited experts and the United Nations Office of the Special Coordinator on improving the United Nations response to sexual exploitation and abuse (OSC) and the Office of the Victims' Rights Advocate (OVRA). The terms of reference of the TEG were revised in 2020, and its role is to support the implementation of the IASC Results Group 2 PSEAH workplan.15

The IASC PSEA Field Support Team (FST)[16] is an inter-agency team of technical focal points from IASC members. The FST provides remote advisory support, coordinates training and/or undertakes targeted missions to support HCs/HCTs in accelerating support to scale up inter-agency PSEA, for example in the Central African Republic. The FST meets monthly and until recently was supported by a full-time FST Coordinator provided by UNICEF.

UNITED NATIONS SYSTEM-WIDE APPROACH

The United Nations and all humanitarian personnel have been subject to the Secretary-General's Bulletin on Special Measures for Protection from Sexual Exploitation and Abuse since it was issued in 2003. In 2017, the Secretary-General released a four-pronged Strategy [A/71/818] to prevent and respond to SEA across the United Nations system, including: (1) prioritizing the rights and dignity of victims; (2) ending impunity through strengthened reporting and investigations, including clarifying limitations on the United Nations to achieve criminal accountability; (3) engaging with civil society and external partners; and (4) improving strategic communication for education and

15. psea.interagencystandingcommittee.org/about-thematic-experts-group . The TOR does not include SH.
16. psea.interagencystandingcommittee.org/psea-field-support-team

transparency. Also, in 2016, the United Nations Special Coordinator on improving the United Nations response to sexual exploitation and abuse was appointed to strengthen the United Nations response to SEA and to work across all United Nations offices. Part of the role of the Special Coordinator is to standardize the implementation of the strategy across the United Nations and to ensure a harmonized approach through aligned mechanisms, procedures and standardized protocols and tools.

To operationalize the first prong of the strategy, the Secretary-General created the post of Victims' Rights Advocate (VRA) at the Assistant Secretary-General level and the Office of the Victims' Rights Advocate (OVRA). He also instructed that Field Victims' Rights Advocates (FVRAs) be appointed in four countries, as well as advocates in other settings where they might be required. The role of the VRA and the FVRAs is United Nations system-wide, and tasks them to ensure that a comprehensive response is adopted in line with the United Nations Comprehensive Strategy on Assistance and Support to Victims of Sexual Exploitation and Abuse by United Nations Staff and Related Personnel adopted by the United Nations General Assembly in 2007 (A/RES/62/214), as well as the more recent 2019 United Nations Protocol on the Provision of Assistance to Victims of Sexual Exploitation and Abuse. OVRA supports IASC activity but is not an official member.

Photo: UNICEF/ Gonzalez Far

2. PURPOSE AND SCOPE OF THE REVIEW

The purpose, scope and intended audience of the External Review.
More detail is provided in Annex 1 (Terms of Reference) and Annex 2 (Methodology).

Photo: OCHA/Alioune Ndiaye

This Review was undertaken by an external consultant engaged by UNFPA as the managing agency.[17] The consultant was administratively supervised by the IASC PSEAH Champion (UNFPA) and worked under the technical guidance of the IASC Senior Coordinator for Protection from Sexual Exploitation and Abuse (PSEA) and Sexual Harassment and the Advisory Group of this Review.

The purpose of the 2021 Review was to provide an independent assessment of progress made since the 2010 IASC inter-agency PSEA Review[18] and to consider the impact and effectiveness of the IASC approach to PSEAH.[19] The intended audience of the Review is the IASC Principals.

The scope of the Review is global and stretches over a decade. The Advisory Group and Review Management agreed that the major focus should be the period 2018–2021, given the increase in IASC activity during that time.[20]

The Review examines the collective work of the IASC and inter-agency PSEA Networks at country level. The focus is on the accountability and responsibilities of IASC members at country level, not upon national actors, unless they are members of inter-agency PSEA Networks.[21] Recognizing this limitation, mitigation efforts have been made in terms of document review and in requesting PSEA Coordinators to identify representative national expertise to interview in as many contexts as possible.

Data collection was primarily done through document review, 159 individual key informant interviews, as well as remote meetings with four PSEA Networks. One validation field visit to Haiti took place, during which meetings with the HCT, the PSEA Network, three women's groups, one community group and one group of national non-governmental organizations (NGOs) were conducted. Humanitarian coordination meetings were also observed.

The breadth of the scope of the Review meant that the areas of focus and methods evolved throughout the process. The evolution and the decisions taken are detailed in the approach and methods section in Annex 2. As a result of the evolution that took place, the original objectives and thematic areas will now be presented in this report under four main thematic areas: Victim-Centred Approach, Community Engagement, Accountability and Leadership at the Global and Country Levels, and Sexual Harassment.

17. The consultant, Moira Reddick, also led the 2010 IASC External Review.
18. Protection from Sexual Exploitation and Abuse Review Draft (pseataskforce.org).
19. The 2010 Review focused on the PSEA policies, strategies and mechanisms of the individual IASC members. The terms of reference for the 2021 Review directed that the findings from 2010 were to be applied more broadly to the subsequent inter-agency PSEAH initiatives. Therefore, some findings, such on management focus and individual agency investments, cannot be tracked.
20. See Annex 1, which demonstrates the increased IASC activity from 2018 onwards.
21. The limited engagement with national actors as well as affected communities is a limitation. However, it was in the design of the Review from the outset. The Review is focused on the accountability of IASC members.

3. FINDINGS

Findings are organized under the following headings:

3.1. Victim-centred approach

3.2. Community engagement

3.3. Leadership, coordination and accountability

3.4. Sexual harassment

Photo: OCHA/Giles Clarke

3.1. VICTIM-CENTRED APPROACH

The 2010 Review found that 10 out of the 14 IASC agencies had "victim assistance" policies but found few examples of where this had resulted in victim assistance pathways or systems being in place. One 2010 country case study quoted senior staff as saying that "complaints would be required to drive demand before victim assistance could be resourced and prioritized." The 2010 Review had no specific recommendation on victims' rights or assistance, other than the conclusion that individual agencies should raise awareness of their victim assistance policies at the country level and monitor PSEA activity. Since that time, many individual IASC members and invitees have worked to develop safe and appropriate inter-agency national GBV referral pathways for victim assistance and have advocated for support to multisector GBV prevention and response services for GBV survivors, including victims of SEA.

The two quotations below are representative of the current collective IASC re-emphasis on the need to understand and deliver an agreed PSEAH response to victims.

> **IASC Principals are committed to ensuring a victim-centred approach. We agreed that this required robust systems, sufficient capacities, and resources to ensure victims of Sexual Exploitation and Abuse and Sexual Harassment and Abuse are provided the support, services and remedies to which they are entitled.**
>
> *– Emergency Relief Coordinator, June 2018*[22]

> **We still talk about reputational risk a lot. I don't see a victim-centred approach being discussed amongst IASC members. The new CHS Alliance victim-centred approach takes it a bit further.**
>
> *– Donor representative*

> **I want us to take a rights-based approach to PSEA: that it is your right not to be abused. In practice, that would mean staff being taken to court if [they] are not living up to that. It is about accountability.**
>
> *– INGO senior manager*

22. Unless otherwise stated, all quotations are from interviews conducted for this Review.

This 2021 Review was tasked with finding evidence of whether IASC members have focused on delivering a victim-centred approach, incorporating the principles of "do no harm"[23], victim-informed decision-making, and victim-led determination of needs. In offering support to SEA victims, the United Nations and its partners are guided by the essential service package for women and girls subjected to violence, through the Inter-Agency Minimum Standards for GBV in Emergencies Programming[24], the standard operating procedures of the GBV Area of Responsibility, and the Interagency Gender-based Violence Case Management Guidelines.[25]

The victim centered approach focus was agreed during the inception phase of the Review. Subsequently, IASC members had strong and differing views as to whether "victim" or "survivor" was the preferred term to be used in this report, arguing that each was an important reference point for the IASC. (See **A Note on Terminology** at the beginning of this report for definitions and the rationale for terms adopted.) Some members also advocated that a "victim-centred approach" should instead be labelled a "rights-based" approach, as under the Secretary-General's Special Measures for Protection from Sexual Exploitation and Abuse, prioritizing "victims' rights and dignity" is part of "institutionalizing a victim-centred approach."

IASC APPROACH TO VICTIM/SURVIVOR-CENTRED APPROACH AND VICTIM/SURVIVOR ASSISTANCE

The IASC has no official, shared, or agreed definition of a 'victim/survivor-centred assistance'[26] approach across all members and staff of IASC agencies have expressed different views on victims' rights and assistance as well as on obligations towards victims. The Review found that the IASC as a collective has not yet fully discussed and concluded what a victim/survivor-centred approach would require of all members or the implications on organizational culture, services, and resources.

The IASC has only one policy and strategy document related to the Victim/Survivor Centred Assistance section on the PSEA website: the 2019 United Nations Protocol on the Provision of Assistance to Victims of Sexual Exploitation and Abuse.[27] The protocol states that, for the United Nations, there is a prioritized increased duty of care for victims of SEA.

The protocol references the IASC as follows: "The Protocol also contributes to implementation of the Inter-Agency Standing Committee Plan for Accelerating Protection from Sexual Exploitation and Abuse in

23. A "do no harm" approach involves taking all measures necessary to avoid exposing people to further harm as a result of the actions of humanitarian actors. Reference: The Sphere Project, Humanitarian Charter and Minimum Standards in Humanitarian Response, https://spherestandards.org/handbook/.
24. www.unfpa.org/minimum-standards reliefweb.int/report/world/interagency-gender-based-violence-case-management-guidelines
25. resourcecentre.savethechildren.net/document/interagency-gender-based-violence-case-management-guidelines-providing-care-and-case/
26. As the section on the IASC website is headed.
27. psea.interagencystandingcommittee.org/victim-survivor-centered-assistance

Humanitarian Response at Country Level, which aims to provide prompt, quality assistance to all victims of sexual exploitation and abuse." The protocol asserts the rights of victims to assistance regardless of whether the "victim initiates or cooperates with an investigation or any other accountability procedure." Furthermore, as soon as "information indicating that an individual may be a victim of sexual exploitation or abuse is received in any way or form", the assistance decided upon should be driven by the individual needs of the victim, and the victim should have an informed decision-making role on the assistance provided. The protocol indicates that common services to be provided include safety and protection, medical care, psychosocial support, education support, livelihood support, basic material assistance, legal services and support for children born because of SEA.

Some IASC representatives interviewed were not fully aware of the substance of the 2019 protocol or able to discuss the implications of the norms and standards, although there was consensus and understanding around the principle that each case is unique. One interviewee observed, "We can't have a manual for victims' rights, as every case is different."[28]

Interviews at the global and country level consistently demonstrated that IASC members and personnel do not share the same views on how responsibilities to a victim of SEA are to be understood and fulfilled in practice. This includes understanding the responsibility to prioritize victims of SEA, the extent of obligations over the longer term, and the extent to which these obligations are collective. Some IASC members already have their own policy and clear articulation of the definitions and responsibilities including the responsibilities of partners.[29] The global roll-out of the United Nations Victim Assistance Protocol is under way with PSEA Coordinators, and a training package has been developed.[30] There is also a forthcoming IASC technical guidance note

> **The hierarchy of survivors is a massive problem when all GBV services are so under resourced. SEA victims are GBV survivors. Creating silos does not help with advocacy. We understand that the IASC Principals agree we should consider all survivors together.**
>
> *– GBV expert, IASC member agency*

> **Conflation with GBV work is a failure to understand that there is a 'hierarchy' of victims and response, and we have a higher duty. The IASC Principals understand and are committed to this.**
>
> *– United Nations official at global level*

28. The interagency GBV case management guidelines, currently being updated, will add modules on PSEA. It will be increasingly important for the IASC to ensure coherence of approach and agreement on principles as such tools are revised. interagency-gbv-case-management-guidelines_final_2017_low-res.pdf (reliefweb.int).
29. UNHCR - Policy on a Victim-Centred Approach in UNHCR's response to Sexual Misconduct
30. The training package was undertaken by UNICEF in collaboration with the VRA, the United Nations Secretariat (Department of Management Strategy, Policy and Compliance), UNHCR, UNFPA, IOM and the IASC PSEA TEG.

to accompany the 2019 protocol, and this will be helpful if it provides clarity on these issues, recognizing that ultimately each case will be unique.[31] In addition, a PSEAH training package for GBV practitioners to address the needs of individual victims of SEA is being developed under the UNFPA 2021 IASC Championship. It should be noted that at country level the Review found evidence of coordination and collaboration between PSEA and GBV experts and coordinators most of the time. Interviews and communication have indicated that this may not be the case at the global level, with GBV actors expressing a sense of exclusion from PSEA coordination and vice versa.

The field visit to Haiti provided additional insight into the challenges of operationalizing the victim-centred approach and highlighted where IASC members may need to consider their responsibilities more broadly. This example relates primarily to the United Nations in Haiti, where there is a Senior Victims' Rights Officer (SVRO) from OVRA. Most of the victims/survivors who are receiving assistance experienced sexual exploitation and/or abuse several years ago, during the previous United Nations stabilization mission, MINUSTAH, in 2010. Some United Nations agencies in Haiti were unclear on the extent of the whole of United Nations obligation to victims/survivors,[32] and had assumed that the United Nations Trust Fund in Support of Victims of Sexual Exploitation and Abuse (Trust Fund)[33], supported by the Member States, would be central to supporting victims. Agencies were not aware that while the fund approves projects that provide victim assistance, it does not directly provide financial support to individual victims. Agencies were uncertain of how long and in what capacity they could continue to assist victims, as well as how ongoing or new needs would be met.

This was a live issue at the time of the field visit, as individuals who had experienced sexual exploitation and abuse in 2010 were also affected by the August 2021 earthquake, and therefore also in need of new assistance and support. The SVRO in Haiti was advocating on behalf of these victims to ensure that they were prioritized for support and that services were provided through the Trust Fund, the Association of Volunteers in International Service Foundation (GBV implementing partner) or referrals to other agencies. Confusion about the function of the Trust Fund[34] was mentioned several times in interviews in Haiti[35,36]. There were also debates around how best to ensure that the principle of responsibility to SEA victims (who were receiving certain forms of assistance prior to the 2021 earthquake but were also affected by the earthquake) was balanced with the humanitarian principle of impartiality and prioritization of the most vulnerable households directly affected by the earthquake in relief and recovery response, especially in a setting with already limited resources.

The 2021 Office of Internal Oversight Services (OIOS) Evaluation Report described in greater detail the operational challenges in ensuring Trust Fund resources reach victims in both

31. The forthcoming Technical Guidance Note with accompanying training and the PSEAH training package for GBV practitioners, which will be piloted in 2021, were not available while this Review was being conducted.
32. This was not discussed with non-United Nations agencies apart from the partner managing the Trust Fund project, although the broader principles of a victim-centred approach were discussed.
33. Trust Fund in Support of Victims of Sexual Exploitation and Abuse.
34. https://www.un.org/preventing-sexual-exploitation-and-abuse/content/trust-fund.
35. Haiti is one of the 24 countries where the Trust Fund has supported 12 projects since it was launched.
36. In global interviews, knowledge of the existence of the Trust Fund more generally was limited to countries where there have been projects. Interviewees in other countries were largely not aware of it.

Haiti and the Democratic Republic of the Congo (DRC).[37]

Following the field visit, global stakeholders stated that the obligations to victims (through the Comprehensive Strategy and the 2019 Victim Assistance Protocol) and the role of the Trust Fund are clear, and there should be no confusion. However, it emerged that several IASC members at the global and country levels were not clear on all aspects of the protocol and they maintained that more orientation and discussion is required to ensure understanding of responsibilities. This does not indicate any dispute about the principle of the rights of SEA victims. The questions are related to the operationalization or application of these principles in some contexts. At a minimum, the IASC Principals need to know that these dilemmas and case studies are emerging and consider what action may be required to eliminate confusion, understand the implications at country level, consider the implications for members who already have their own policies, and provide guidance and support to IASC members.

PROVISION OF VICTIM/SURVIVOR ASSISTANCE

Members of IASC agencies agree that the persistent under resourcing of GBV services underpins the inadequacy of provision of quality, predictable, and comprehensive assistance to all GBV survivors, including victims of SEA. Advocacy for increased funding of GBV services has been relentless, but both GBV and PSEA specialists interviewed during this Review point to the fact that funding remains inadequate, accounting for less than 1 per cent of humanitarian assistance.[38]

This under resourcing has been well evidenced, most recently in 2020, when UNFPA conducted a global analysis on improving safe and ethical access for victims of SEA to GBV support services. The UNFPA analysis concluded, "GBV support services are lacking entirely in some contexts (6 per cent of respondents said there are no services at all in the location where they work) or they are grossly under-funded."[39] Separately, OVRA initiated a pilot project to map assistance and services in 13 countries in field settings in which the United Nations operates. The project, which concluded in 2020, built on work already undertaken and provided an overview of gaps, overlaps, lessons learned and best practices on the legal, medical, psychosocial, safety, shelter and livelihood support being provided to victims.[40] The findings align with, and support, previous research on gaps in victim assistance. In addition, the research concluded that it is frequently the case that GBV service providers are not able to support all needs of SEA victims, such as extended legal aid, including for paternity cases.

37. Evaluation of the prevention, response and victim support efforts against sexual exploitation and abuse by United Nations Secretariat staff and related personnel. Report of the United Nations Office of Internal Oversight Services, paragraphs 111-116, 2021.
38. Gender-based violence: A closer look at the numbers | OCHA (unocha.org).
39. UNFPA, Gender-based violence, protection from sexual exploitation and abuse, and referral systems: Improving Safe and Ethical Access for Victims of SEA to GBV Support Services, 2021. Available upon request.
40. Office of the Victims' Rights Advocate | Preventing Sexual Exploitation and Abuse (un.org).

> **There is a perception that we know what to do for SEA victims, as we have GBV resources. However, there is a responsibility to provide a broader range of services than we generally have access to in GBV. Survivors' attention is often on immediate medical attention and less on the longer term legal, safety, well-being issues.**
>
> *– GBV expert*

As also pointed out by the surveys and mappings referenced above, referral pathways for GBV services, including information about PSEAH, are often lacking, leaving specialists unclear as to how to proceed.[41] The results of the 2020 country-level PSEA Network survey by the IASC indicated that only 57 per cent of the 39 countries surveyed had articulated the integrated GBV referral pathways[42] in the standard operating procedures of their PSEA Network.[43] Of those 39 countries, almost half (40 per cent) concluded that only a quarter or less of the affected population would be able to access these GBV services. In two contexts described as "high-risk" countries consulted during the Review, this work had not yet begun.[44] During the Haiti field visit the Review team was informed that the mapping, which had been delayed due to a lack of funding, would start very soon.

This does not mean that there has been no assistance to victims of SEA in these contexts or that services do not exist. It does, however, make it more challenging for service providers to understand what type of victim assistance is available, what has been provided versus the number of cases, and thereby to better understand needs and plan accordingly. It also is likely to have implications for the good functioning of any inter-agency CBCM or individual agency complaints mechanism.

Country-level key informant interviews indicated that there is often a lack of certainty as to whether survivors of SEA are being assisted appropriately and adequately. Interpretations of confidentiality, mandatory reporting obligations, availability of data, and zero-tolerance policies mean that often managers, PSEA Coordinators, and HCs, are unsure of whether support services are being delivered in a timely fashion, according to the needs expressed, and in a safe and confidential manner.[45] This is linked to the critical principle of confidentiality and may present an unresolvable dilemma for IASC agencies.

41. The GBV community is charged with undertaking and maintaining this mapping in coordination with the PSEA Coordinator.
42. Conducted by or in cooperation with the GBV sub-sector or sub-cluster.
43. https://psea.interagencystandingcommittee.org/resources/inter-agency-psea-sops-annexes-2020.
44. There have been different approaches presented and different lists of what the IASC considers "high risk" countries, but there is a consistency to these lists. The IASC Secretariat has a project that aims to prioritize countries based on a proxy risk ranking of SEA. The tool being developed will mix quantitative indicators and qualitative data and make room for expert judgment. This of course is highly dependent on the availability of reliable and accurate data, but it will consider various indicators available from existing humanitarian data sets (from OCHA, INFORM and others) and weigh them. Countries will be ranked based on their scores. Those scoring highest will be prioritized.
45. This is not meant to indicate that these post-holders should ever have information about the specifics of different complaints. Rather, they should be aware of whether needs are being met in individual cases, locations, and overall, across the caseload.

SEA victims/survivors should be supported, where possible, through GBV referral pathways and support services which are currently under resourced. This responsibility does not appear to be seen as an IASC responsibility, making it a responsibility of those agencies that do not directly provide services but need support for victims.

INVESTIGATION

Interviewees explained that there had not been a clear level of ambition defined for outcome 3 of the Acceleration Plan: "the ability to offer survivors prompt, confidential and respectful investigations". This was prioritized in 2018 because delivering such investigations was recognized to be vital to ensuring a victim-centred approach and because of the importance of gaining ground on this issue to build trust amongst all stakeholders, particularly victims and communities. It was understood that making collective progress on this issue would be a medium-term objective. Reports and evaluations, some of which have already been highlighted in this Review, repeatedly cite the difficulties of victims in securing information and feedback and the long delays in the process. Some interviewees contend that the process of investigation and securing such feedback would not be a priority for many victims who want only the services they have they asked to receive. There is no consensus on what was intended and what should be measured in terms of progress on outcome 3. Some additional information on activity following the Acceleration Plan is included in section 3.3 of this report under Accountability.

Photo: OCHA/Viviane Rakotoarivony

3.2. COMMUNITY ENGAGEMENT

Many IASC members and invitees have their own community feedback and complaints mechanisms in place. However, this Review will focus on the inter-agency Community Based Complaints Mechanism, as this mechanism has IASC-wide relevance and has been one of the sustained investments made by the IASC during the last decade.

BARRIERS TO REPORTING

The 2010 Review reported on the barriers that agencies were aware of and that were contributing to underreporting of SEA: "Reports published by the Humanitarian Accountability Project [HAP] and Save the Children in 2006 and 2008 established that under-reporting of SEA is chronic. This is due to multiple factors, including transactional sex being a coping strategy for vulnerable individuals and communities; fear of losing material assistance if complaints are made; fear of stigma or rejection by families or communities if complaints are known to have been made or sexual abuse is known to have taken place; fear of retribution or retaliation by those against whom complaints have been made; lack of knowledge about how to report or the existence of confusing reporting procedures; fear of not being believed or lack of access to adequately powerful people within the organisation to whom complaints could be made; and a sense that a complaint would not receive an adequate response."

> **The question is whether this can be a functional pathway for complaint in context x? Is it holistic? What about accompaniment? With such questions around functionality, it is near unethical to ask victims/ survivors to report.**
>
> *– INGO staff member at global level*

In relation to the issue of trust, research between 2010 and 2021 continues to show that it is important to work with women and girls (all research being discussed here focused on women and girls) and that building trust requires organizations to demonstrate to communities over time how reporting systems work. This involves a significant time commitment and investment, which interviewees during the 2021 Review noted managers still resist. The principle of do no harm entails understanding how the delivery of humanitarian response may be exacerbating power differentials and risk, and that fear of losing access to humanitarian support is also a factor. Speed of response and streamlined reporting and response mechanisms were repeatedly stressed as important to communities. It is also important to understand when the involvement of community leaders is seen as a security threat by women and girls. Underpinning all of this is that women and girls should understand that they have the right to

report and that communicating this to women and girls in a meaningful way is critical.

UNICEF research in DRC identified several factors that proved to be powerful barriers to reporting, including shame and stigmatization, a lack of faith in the national justice system, unfair power dynamics, a lack of knowledge about reporting systems, language barriers, and the inability to report in French. There was also a lack of belief that powerful aid workers would be held to account for their actions. It was also found that women are less likely to report exploitation (as opposed to abuse), and in the case of violence and exploitation, that they fear reprisal and further violence.[46]

Oxfam research found that "members of the community do not speak with Oxfam representatives about SEA but if they do, they talk to field staff who may not then use formal systems to pass those reports on within the organization." Oxfam also found that, across the three countries[47], trends indicated that for SEA involving locally hired personnel there was a distinction between the "insider" perpetrator, where community resolution was preferred, and hypothetical situations where the alleged perpetrator was an international, where formal institutional reporting would be used.[48] As well as customizing reporting mechanisms for context, it may also be important to customize them based on the risk analysis and where power and opportunity for SEA exists. The Oxfam research noted that – at least in camp settings – agencies can be judged on their responsiveness to minor issues - such as repair of facilities - and highlighted the importance of responding properly to every complaint that was made through the complaint mechanism, even if it was not about SEA.

Following the 2010 Review, agencies committed to do more to understand these barriers and design mechanisms accordingly. The CBCM takes much of this into account, as was evidenced by field validation and pilots. However, interviews with agencies and academics researching barriers to SEA reporting indicated that planning PSEA work together with affected people – to ensure that awareness-raising and reporting mechanisms are accessible, safe and trusted – is still very much a work in progress. The issue is implementing in accordance with lessons and design already in place.

Interviewees felt that the humanitarian sector is not applying the knowledge or lessons learned about barriers to reporting. Understanding whether potential victims of SEA feel secure, and trust community-based mechanisms is pivotal to a victim-centred approach. Partnering customized design with strong risk mapping by sector is critical, as is involving all cluster/sector leads to maximize reach, using resources efficiently, avoiding duplication of efforts, minimizing confusion, and establishing mechanisms that can be sustained. Report after report indicates that humanitarians know that communities do not have trust and that agencies know the theory of how to change practice, but very few examples of adaptation and learning being applied were provided during this Review.

46. Social sciences analytics cell (CASS)
47. Ghana, Iraq, Myanmar
48. policy-practice.oxfam.org/resources/factors-influencing-misconduct-reporting-a-meta-analysis-621022

> **Stage 1 was complaints boxes. We realized that this didn't work, so now the answer to every problem is a hotline.**
>
> *– PSEA Coordinator*

Representatives of the United Nations Conduct and Discipline Team who were interviewed for the 2010 and the 2021 Reviews provided the same feedback on the comparative lack of dedicated resourcing and staffing experienced by their humanitarian counterparts. They speculated that this was the main reason for the apparent additional challenges faced by the humanitarian community in relation to CBCM implementation. They felt that this lack of resourcing to support PSEA activity was visible in the day-to-day community outreach. When validating these observations with representatives of the PSEA Network in the same countries, they firmly agreed.

In common with other technical areas of humanitarian work, there is a tendency to reinvent the wheel. During this Review, many countries shared their intention to establish a new hotline, either as an agency-specific or inter-agency mechanism, in response to questions about proposed or existing effective community-based mechanisms. Not all were able to detail consultations or research that led to the conclusion that the establishment of a new hotline would be the best way forward. In many contexts, there is still a multiplicity of feedback and complaints mechanisms. We do not yet appear to be effectively sharing experience, applying multiple approaches, or adapting approaches based on our knowledge of communities – which is, in part, what the inter-agency CBCM seeks to address.

IASC INTER-AGENCY COMMUNITY-BASED COMPLAINTS MECHANISM

The 2010 Review noted, "If you are not receiving complaints, your complaints systems and feedback mechanisms are not working." It also recommended, "Wherever possible inter-agency mechanisms should be established as a) one joint mechanism will be easier for communities to understand and b) will also maximize resources and be easier to maintain."

The IASC CBCM[49] does not preclude individual agencies including feedback and complaints mechanisms within their own programmes but ensures that these are linked. CBCM guidance outlines a model of how reporting should be received. This can be through multiple context-appropriate mechanisms, which are well organized and coordinated enough that the system will respond to the wishes of the complainant. Communication should be according to local preference. Staff, partners, or community representatives who receive allegations would know how to describe options to victims, pass on reports if this were the choice of the victim, and understand how to access the referral pathway. The CBCM is intended to be customized in every response to fit the context.

49. Where the term CBCM is used in this Review it refers to the IASC inter-agency CBCM.

We took a high-level visitor to a remote distribution site. There were posters in two languages, PSEA messaging and information about the community feedback mechanism. When I asked the women there about the poster, none of them could read it. Then, I asked if any of them had a phone. They laughed and said, 'Has the phone network come here now?' The real community feedback mechanism was on market days, when a local NGO sat under trees and asked for feedback about the NGO, what problems the NGO might be able to help with, and for advice on what was needed. The group of women said this NGO listened.

– OCHA staff member

The CBCM should set the right framework for a variety of actors and agencies to work flexibly and appropriately. However, there is a consistently high level of skepticism across IASC members that the model is delivering at field level.[50]

While we have information on the inter-agency complaint mechanisms in operation now, including those which are the IASC agreed upon minimum requirements for an inter-agency mechanism, as a humanitarian community we still need to agree on what is considered 'successful' and how we measure it.

– Senior representative of IASC member

Interviewees, particularly those at the global level, described the CBCM as confusing and failing in its objective. They reported consistently receiving reports from field teams about uncertainty as to what they were supposed to be achieving. Several interviewees also asserted that the approach was "over-engineered", that the mechanism could not be described to practitioners in a few sentences, and that the guidance was not fit for field purpose. In several cases, however, PSEA Coordinators interviewed saw real value in the approach. Indeed, two PSEA Coordinators claimed the 300-page manual was a resource that addressed many of their issues. However, even in both those cases where country-level staff provided positive feedback, neither interviewee felt qualified to explain the CBCM to others, and they were uncertain that the modalities and linkages would work in their context. Alternatively, those working directly on the design and evolution of the CBCM argued that there were many active and functional CBCMs. The apparent lack of monitoring and

50. A challenging request from Advisory Group members was for the Review to identify the level and type of reports coming through the CBCM for assessment. This was not possible, as this type of data is not kept either at country level or globally.

a lack of monitoring mechanisms in place at country level or documented experience of CBCM implementation makes measurement challenging.

Immediately prior to this Review, there was a positive evaluation of the cross-border Syria CBCM work. This was the first such evaluation of a CBCM. IOM, which leads the work on CBCMs for the IASC, had reflected on feedback already received and was working to produce a set of more digestible and shorter guidance documents configured at the sectoral level, such as food; water, sanitation, and hygiene; etc. These include risk mitigation checklists at cluster level, examples of best practices and monitoring indicators. Consideration is also being given to how monitoring can be systematized.

Some IASC agency representatives indicated that they may no longer be committed to fully investing in inter-agency CBCMs and that this discussion should be elevated to understand what conditions would need to be met to re-endorse the process. Overall, this is part of a larger picture about how IASC members monitor and consider the effectiveness of their PSEA investments.

Interviewees raised questions about the role of local authorities and national governments in CBCMs, noting a gap in some contexts in terms of identifying governmental bodies, such as human rights authorities or gender ministries, with which they could work to build community trust and accountability. They also observed that partnership with governments or authorities was a clear area of risk. This has been acknowledged in many contexts, but it is not often adequately addressed with the authorities or mitigated, for fear of consequences such as bad relationships or lack of access. It is likely that increasing attention will be paid to this risk[51], with a focus on what humanitarian agencies are doing to understand, mitigate against, monitor, and address risk as cases arise. Some interviewees were generally uncertain as to what extent any victims of SEA, where the SEA was conducted by a government representative supporting or leading a humanitarian programme funded or supported by an IASC member, could be the obligation of the IASC agencies. Others challenged any suggestion that this might be the case in a forthright way. Examples were provided of awareness-raising with authorities, but this is quite rare, as such discussions are considered too risky. The types of relationships that would accommodate these conversations may not be typical for humanitarian actors and may be more prevalent in the development community.

Many inter-agency complaint mechanisms that were put in place are no longer in use or used only to a limited extent. This is due to lack of funding and capacity-building, high staff turnover [of PSEA Coordinators and Focal Points], and differing levels of commitment. As the current guidance is IASC inter-agency, we should all ensure system-wide commitment in analysing how to improve design and guidance for implementing inter-agency complaint mechanisms

– Senior manager of IASC member

51. www.thenewhumanitarian.org/investigations/2021/7/26/sex-for-food-aid-allegations-in-burkina-faso.

Photo: OCHA/Eve Sabbagh

As referenced above, agencies believe that most complaints come from staff – not communities – and that staff tend to report directly through agency mechanisms, not through agency mechanisms or therefore CBCMs.[52] Consideration of whether this is correct could be important research to influence future direction and to provoke additional reflection on the implications of community mistrust of reporting systems.

> **We still have a noticeable lack of reported SEA allegations, which does not indicate the scale of the problem. […] We know there are gaps in our mechanisms, including inter-agency mechanisms.**
>
> *– Senior manager of United Nations agency at global level*

52. This agrees with findings from research conducted on barriers to reporting, which is referenced in section 3.2 of this report.

3.3. LEADERSHIP, COORDINATION, AND ACCOUNTABILITY

Section 3.3 focuses on leadership of the IASC at global and country level (HCs and HCTs) and technical expertise. There was less focus on management. This section will also touch upon accountability.

IASC PRINCIPALS

On global leadership, the 2010 Review recommended that:

- IASC Principals should accept that leadership on PSEA should sit with the IASC and ensure that PSEA is institutionalized within the humanitarian sector.
- Principals should ensure that IASC members address recommendations both as individual agencies and collectively.
- The IASC Secretariat should effect coordination on prevention and response, including on victim assistance.
- IASC Principals and the IASC Secretariat should promote greater accountability and transparency.

The IASC Principals did accept a return of leadership to the IASC and have been consistent in allocating time to oversee collective, coordinated action on PSEA/PSEAH over the last decade. Inter-agency momentum resulting in country-level investment appears to have slowed after the Minimum Operating Standards were issued in 2012 until around 2017, when a series of high-profile allegations, investigations and media reports increasingly focused on humanitarians. This does not mean that there was an absence of attention from senior leadership. Biannual, Championship-led meetings where IASC members reported on activity and focus continued throughout this period.

It may be that, following the conclusions of the 2010 Review, it was necessary during this time for individual IASC members to focus on operationalizing their internal PSEA policies and mechanisms. This may explain some of the more discouraging findings and conclusions of the 2021 Review.

Had the level of inter-agency activity over the last 4 years been sustained over the last 10 years, the IASC may have been closer to demonstrating that the commitments are resulting in change at country level.

It may have been advisable to conduct a Review on progress earlier than 2021 so that the Principals could have addressed the pace of change.

> **Around 2016 was a shift for the United Nations thinking: that it wasn't about peacekeepers, but it was about [humanitarians]. It makes [staff] feel safer to speak out. INGOs reacted later, but perhaps we have moved quicker.**
>
> *– INGO global manager*

For the last six years, PSEAH has been the only issue that has been a standing agenda item of IASC Principals meetings.[53] This is in addition to being the only priority that has benefitted from the revolving Championship at the Principal level. The strong commitment, tone, and intentionality of IASC Principal statements is clear, as have been the instructions to Resident Coordinators (RCs)/HCs about their accountability on this issue. In summary, unlike 2010, the 2021 Review finds that there has been concerted IASC leadership time devoted to PSEAH.

Senior leaders of IASC members who were interviewed for this Review expressed widely different views on progress and the pace of progress. However, no one queried whether PSEAH should continue to be a top IASC priority or that it was still needed. There is a lack of alignment within IASC leadership on whether the IASC has made sufficient progress in demonstrating zero tolerance on SEAH and how much more was required – in focus, direction, clarity, transparency, and resourcing. This is understandable, as only basic data is available through the monitoring systems put in place over the past two years. As a result, change resulting from increased activities and resourcing has not yet been analysed.

IASC COORDINATION ON PSEA

Following the 2010 Review, an IASC Task Force on PSEA was established to provide the necessary coordination. In 2014, the Task Force merged with the IASC Task Team on Accountability to Affected Populations (AAP) to become the AAP/PSEA Task Team. In 2018, this structure was replaced by IASC Results Group 2 on Accountability and Inclusion. Structural changes have posed challenges for this Review in terms of tracking how collective decisions were taken, progress was monitored, and priorities were set. It has also proved difficult to source records and to understand how technical consultations and agreements at the working level were undertaken. In many cases, accounts do not tally.

53. This report notes elsewhere that exactly the same comment was made – repeatedly – about the position of PSEA on the HCT agenda.

Our agency is siloed: compliance, HR, investigation. Not only should it come together, but some pieces are missing. Similarly, our presence within the IASC is fragmented. We need the IASC to do more strategically, for example, a working group on working with and engaging Member States on PSEAH. We need to know where we can contribute as a member where others cannot or don't want to. We also need to understand how leadership is being advised on technical decisions related to PSEA.

– Senior United Nations leader

It was only in 2018 that an IASC Senior Coordinator for PSEAH was appointed, and most interviewees from the IASC membership agree on decisions that were taken from that point onwards, although given that this is recent it would be unusual if this were not the case. Over the last four or five years, there has been increasing activity and contributions from a wider group of IASC members and invitees. For example, in 2016 the OSCSEA created the United Nations SEA Working Group, a forum to create United Nations policy (such as the Victim Assistance Protocol) that meets every two weeks. Increased coordination between the United Nations Secretariat and the IASC has resulted in more awareness, tools, and guidance.

More recently, there has been insightful monitoring and documentation, beginning in the form of PSEA missions by the FST and the inclusion of PSEA in other IASC missions, such as Emergency Directors Operational Peer Reviews and Peer-2-Peer support missions.[54]

IASC CHAMPIONSHIP STRATEGY ON PSEA AND SEXUAL HARASSMENT

As outlined in section 1 of this report, in 2018, the IASC Principals committed to three high-level and critical outcomes under the IASC Championship on PSEA and Sexual Harassment and the Acceleration Plan.[55] To deliver these outcomes, an enhanced PSEA structure at country level was articulated that builds on existing good practices in the field and contributes to a broader accountability strategy. The vision outlined in the Acceleration Plan is high level, and the timeline is not stated. However, in 2021 the strategy was re-endorsed,

54. These are conducted with teams of senior United Nations and NGO peers to identify specific HCT actions that will strengthen the ability to deliver assistance effectively and collectively. Home - Peer 2 Peer Support (deliveraidbetter.org) and a PSEA HC Dialogue HC Dialogue: PSEA - Peer 2 Peer Support (deliveraidbetter.org).

55 interagencystandingcommittee.org/iasc-champion-protection-sexual-exploitation-and-abuse-and-sexual-harassment/strategy-protection-and-response-sexual-exploitation-and-abuse-and-sexual-harassment-2021 The 2008 IASC Strategy was updated in 2021.

and the UNFPA 2021 Championship has continued to frame its priorities based on the three outcomes.

As opposed to the conclusions of the external Review conducted 10 years ago, pilots have been conducted, lessons have been collected, and risks are better understood. As articulated in the 2018 IASC Strategy and Acceleration Plan, scaled-up implementation is still now required, with monitoring to ensure PSEA activity is attuned to context and to understand what is effective globally and in different contexts. If the IASC wishes to continue investing in the models adopted since 2010, dedicated capacity for PSEA Coordinators, PSEA Networks and activities must be provided to properly evaluate these models. Investment in this area has been ad hoc over the last three years, and as a result it is difficult to assess the value of the approach.

So far, progress does not equate to the level of ambition expressed in the Acceleration Plan. However, these ambitions were not quantified. Going forward, quantifying ambition would help to measure progress. For example, in agreed priority/high-risk countries[56] this would include quantifying the number of countries with Humanitarian Response Plans (HRPs) or pooled funding that are allocating resources against agreed PSEA Network workplans and the number of CBCMs that are established, sustainable and performing effectively[57].

Despite the amount of time the IASC Principals and senior officials have committed to PSEAH, there is little evidence in terms of sustainable structures at field level, inter-agency investment moving from ad hoc to predictable funding and resourcing or HCs/HCTs/inter-agency coordinators meaningfully reporting incremental progress against Country Action Plans. Given the scale of the remaining challenges, the Review has sympathy for those interviewees who suggested that the briefings to Principals on the issue of PSEAH are too reassuring. Those interviewees expressed a sense that the Principals are hearing that technical fixes are being put in place and noted that there is a risk that the reporting is overly focused on activities and not sufficiently centered on change or outcomes.

When asked about putting more structured monitoring in place, several global focal points said that they believe that more research and evidence is needed before a longer term set of objectives and monitoring structures can be put in place. They also urged the IASC to adopt a more systematic approach to investing in effective interventions for scaling up PSEAH. Monitoring results should include the impact of investment. There should be an ability to track the relationship between investment and change.

> **We're not learning lessons, merely documenting practice unless the lessons are actually applied.**
>
> *– Report of the Senior PSEA Technical Support Mission to the Democratic Republic of the Congo, Emergency Directors Group, IASC, 2020*

56. The IASC Secretariat is currently working on an approach to standardizing agreement on priority/high-risk contexts.
57. Against an agreed definition of effectiveness.

IASC TECHNICAL LEADERSHIP, GLOBAL GUIDANCE, AND SUPPORT

The 2010 Review noted that "[Headquarters] inter-agency work should now focus upon supporting the facilitation of enhanced field-level implementation across the humanitarian sector. Consideration needs to be given to make the tools that have already been developed more user-friendly for field personnel through consultation with the field, and a redesign of the PSEA website should be considered to ensure that key documents are more accessible."

Secretariat structure

All interviewees, aware of the IASC structure, agreed that the appointment of the IASC Senior Coordinator for PSEAH had made a profound difference in the quality of engagement across the whole of the United Nations and with IASC invitees and partners. Questions have nevertheless been raised about whether a more senior position and peer to RC/HCs – a mentor potentially – is also required.

The breadth of the engagement required of the Senior Coordinator means that additional Secretariat capacity is required on a sustained basis (during this Review there was a patchwork of different individuals providing short-term support to the Senior Coordinator). During its Championship, UNICEF provided seconded staff to the IASC Secretariat. The absence of that support currently is notable, although UNFPA will now provide additional support. During this Review, it was consistently challenging to track how, where and when the need for different IASC PSEA initiatives was identified; how tasking was done; how consensus on quality, applicability and field readiness was determined – and therefore how IASC endorsement of PSEA initiatives was agreed. There is a lack of documentation around the process, which undermines transparency and contributes to the varied accounts of how well, for example, ongoing CBCM work is jointly owned. However, the more recent detailed 'work stream workplans' are a major improvement.

Products and materials

A senior representative of an IASC member engaged on the IASC PSEAH work stream for many years described how product initiation was agreed with the "IASC" but suggested that, in their view, it was not always clear how this occurred. The same person noted that it had not always been clear in past years what role the TEG played in validation. This comment was also made by others. It was not always clear to interviewees how oversight of endorsement requests within IASC governance structures had been maintained over the years, with individual products being endorsed without clear collective advice being transparently and consistently provided by the TEG. There was also a sense expressed by several technical focal points that not all Championship priorities had been well consulted before being announced. However, both the IASC Secretariat and representatives of some agencies refuted this point. The Review noted that there appeared to have been an absence of sequencing in past years, leaving an impression that sometimes individual members, supported by individual donors or agency core funding, had pursued individual projects rather than determining immediate priorities. This may have had an opportunity cost.

While discussing IASC guidance and products with interviewees at country level during the Review, there was ongoing confusion about the status and content of different global products (even amongst trained PSEA

Coordinators). Considerable clarification and reference to websites had to take place during interviews to confirm which product was currently being discussed. The IASC website is a comprehensive library of resources. However, in common with some country-level PSEA websites, it is inclusive in collecting, without judgment, all examples of information, communication and education material and other resources. This can be discouraging to visitors. Several interviewees remarked on this, noting that if every poster is collected it is difficult to know which poster was the most helpful to communities and why focal points and others want clear recommendations or user Reviews.

Results Group 2, the IASC Secretariat and the TEG are not informed (apart from downloaded statistics) on what is valued in terms of guidance or why it is valued, and they do not have a shared sense of gaps in the current guidance unless this feedback is gathered during IASC missions or during engagement with the field. Some interviewees felt that it might be helpful to follow up on this at country level in the form of a survey or other tool.

However, more recently, there have been very well-received efforts to collate, prioritize and explain the purpose of guidance. The IASC 2020 Deployment Package for PSEA Coordinators[58], which harmonizes much of the rest of the guidance, is an example of an extremely useful product referenced by many interviewees. It is clearly the most current and relevant guidance for PSEA Coordinators and should be regularly updated. The IASC Saying No to Sexual Misconduct learning package is also highly valued, as it is very interactive. Several countries have themselves paid to translate it into multiple languages.[59] It is also one of many examples of collective work under the IASC umbrella. Launched as an initiative for IOM staff in 2019, three IASC members decided to adapt the IOM package for the staff of all their partners. They worked in synergy and created a common training package on protection from SEA and sexual harassment. The adaptation of the package was funded by the United Nations High Commissioner for Refugees during his tenure as IASC PSEAH Champion. WFP supported the initial roll-out in 2020.

Field support and technical advice

IASC PSEA field support missions have been valued, according to interviews at country level. Stronger promotion of this service could be useful based on prioritization of urgency and need as well as how the request was made. For example, a 2020 Senior PSEA Technical Support mission to the DRC was requested by the Emergency Directors Group, and recommendations were presented to the Principals for endorsement and recommendation. Some recommendations, such as the inclusion of PSEA in scale-up, are more systemic and still pending. However, when the FST responds to a request from the field and reports to the field, it is unclear if there is any accountability on their recommendations, as no management response has been required. Accountability for recommendations as well as transparency on how missions are organized would need to be determined before any surge capacity service is more widely promoted. IASC members hold different views about how additional surge and staffing of PSEA capacity in an emergency should happen, but most feel that this is not the role of the FST.

58. www.un.org/preventing-sexual-exploitation-and-abuse/sites/www.un.org.preventing-sexual-exploitation-and-abuse/files/deployment_package_for_psea_coordinators_-_september_2020.pdf.

59. This is a is one-day training package that aims to raise awareness among IASC partner staff and ensure they have the skills and tools to define, detect and respond to sexual misconduct. It uses a number of different learning tools including videos, group discussions, case studies, testimonies and role-playing activities. The training package also includes hand-outs, facilitators' notes, PowerPoint slides and videos.

Interviewees reported that the overlap between the roles of the TEG and the FST can be confusing. It is not always clear which group is acting and where responsibility sits, particularly as many individuals are members of both groups. Large agencies that are well staffed and resourced questioned whether there were too many groups and processes. Interviewees questioned whether this supported the production of guidance or made it more challenging. There is a desire for streamlining.

The IASC PSEA website and global dashboard, contributed as part of the UNICEF Championship, focuses on strengthening a global IASC community of practice on PSEA through knowledge management and country-level tracking of results that focuses on the field. UNICEF, which continues to support this work, has evidenced a steady demand for IASC PSEA material from practitioners in the field across all regions, with inter-agency PSEA Coordinators active in sharing their progress on the global dashboard. In the 12-month period ending in October 2021, there were 53,976 active users, including more than 4,000 who have accessed the country-level dashboards and 1,400 who have landed on the contact page to acquire support. The website currently houses 416 key resources on PSEA.

IASC LEADERSHIP, COORDINATION, AND DELIVERY AT COUNTRY LEVEL

All HCs were aware of their responsibilities and, at a minimum, aware of the Core Principles and the Minimum Operating Standards. Most were outspoken about their perception of tension between the responsibilities that had been placed upon them and the absence of resources at their disposal. All believed that they were fulfilling their responsibilities within the constraints present: they kept an open-door policy for the PSEA Coordinator (if the post was occupied); they tabled PSEA Network reports and Action Plans at HCT meetings; they tried to facilitate discussions at HCT and management meetings (although two HCs reflected on the fact that PSEA was never tabled at United Nations Country Team (UNCT) meetings, only at HCT meetings)[60]; they lobbied for support from agencies and donors; and they cited examples of when they had personally visited the field to raise awareness and spoken to local government and business people such as hotel

> **I am responsible for ensuring that inter-agency PSEA work is delivering. I really don't know if it is working. I know we are putting systems in place. There are too many systems, too many agency-based systems, we need to rationalize. Setting up a CBCM takes a very long time. I am still not hearing about cases, but I don't know why.**
>
> *– Humanitarian Coordinator*

60. Comments on the draft report suggested that this was not accurate. This of course would be the case in contexts where there was no HCT.

owners, or when they had visited ambassadors whose nationals were involved to brief on cases and prohibitions.

The current awareness and confidence of RC/HCs to engage on PSEA is a sea change from the views expressed by country-level leadership in 2010. This commitment and active leadership will continue to be critical as scale-up of what are comparatively new capacities and mechanisms becomes standardized at country level and securing and maintaining resourcing from HCTs will be needed on a permanent basis.

HCs expressed concern about the support they receive from their own leadership. They noted how they read statements of commitment that are then not resourced, how they heard about announcements of trust funds that seem opaque and are not accessible for them to resource what is apparently critical activity, or to respond to current individual cases. They did, however, feel that the IASC was making efforts to engage country leadership in discussion and to offer support and guidance and believed that they received more support on PSEA in their HC role than in their RC role.

Some HCs felt that it is not always evident that the IASC Principals are instructing their Country Representatives to support inter-agency PSEA mechanisms.[61]

HCs expressed a sense of frustration that they "lose sight" of cases that are being investigated. They do not want to know the details of individual cases, but they do want to know whether the investigation is proceeding on schedule and whether victims are receiving similar updates, although they understand that there is no mandate for HCs to receive such information or formal global information-sharing protocol.[62] HCs are extremely aware that they will be the first point of call for journalists and audit teams and that it is their responsibility to transparently represent the humanitarian community when questioned.[63] Several HCs, like United Nations or international non-governmental organization (INGO) country representatives, linked this frustration to a sense that commitments around more timely and transparent investigations were not being met.

HCs have highlighted the challenges of ensuring resourcing for PSEA Coordinators, for community engagement, for victim assistance, and to support all other activities in the in-country PSEA plan of action. In most contexts, funding for inter-agency PSEA activities remains limited and is not happening systematically. PSEA is increasingly referenced in HRPs, but mostly without resourcing being allocated.[64]

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61. Some interviewees – not RC/HCs interviewees – strongly believe that agency representatives are instructed not to share information with the RC/HC.
62. A guidance note on information sharing is currently being produced under the auspices of the Special Coordinator on Improving United Nations Response to Sexual Exploitation and Abuse together with the United Nations Development Cooperation Office (DCO)
63. UNSDG | Management and Accountability Framework of the UN Development and Resident Coordinator System
64. Comments received from AG members during the Review process suggested that the Review should provide information on the aggregate resources allocated to PSEA including at global and field-level including agency contribution, funding from CBPF/CERF etc to illustrate where the gaps are and the extent of the need. This information is not available. Potentially, going forward, requesting PSEA Networks to cost their plan of action and report on the funding gap might provide information. However, for that information to be valuable detail would be needed in terms of what activities were being funded with what level of predictability, and trend mapping would then need to be done. The appetite for this at field level is likely to be limited. The IASC would need clarify that it would use the information before asking for it.

In the Guidance Note on Reflecting Protection from Sexual Exploitation and Abuse (PSEA) in Humanitarian Response Plans (HRPs), an example from Afghanistan is cited as a good practice, indicating that this is an example that should be followed. Ironically, however, interviewees who are members of the inter-agency PSEA Network in Afghanistan claimed that while the inter-agency PSEA Coordinator had done an excellent job ensuring that PSEA was included in the HRP, no funding had been received. It is not possible to extract data relating to PSEA commitments from the financial tracking system.[65]

GUIDANCE NOTE ON REFLECTING PSEA IN HUMANITARIAN RESPONSE PLANS

The 2020 HRP for Afghanistan provides good substance on the work plan of the PSEA Taskforce (Network) in the section on Collective Accountability. References to PSEA are also included in several other sections of the HRP. It mentions the PSEA Task Force in the section on response analysis, under the strategic objective on Protection, in the section on cross-cutting response priorities and, importantly, in the What if We Fail to Respond?

> **In the general guidance for pooled funds, PSEA is one of a list of priority issues. Humanitarian Country Teams are overwhelmed by the number of priority issues.**
>
> *– OCHA staff member*

Country-level stakeholders frequently mentioned the challenges of agreeing and delivering on a coherent plan of action with unpredictable financial support for activities.[66] This may be understandable in many contexts, as PSEA Networks are comparatively new, and in some contexts may have stopped due to lack of support and then started again.

The costs of inter-agency PSEA Network activities are typically modest.[67] These may include the costs of research; awareness-raising; surveys; customization and translation of documentation; other translation costs for increased activities with national organizations; hiring of national staff to be based in areas of the country where intense humanitarian response is taking place; production of information, communication and education materials; workshops; training courses; hiring of social anthropologists to determine how PSEA messaging is received; and monitoring activities. The message consistently being received from PSEA Coordinators is that funding for these and other activities is sometimes supplied by PSEA Network members directly or in kind, but that the piecemeal funding and negotiation process to secure these resources is extremely time-consuming. Interviewees noted that delayed funding for victim assistance erodes trust.

In almost every case, in every country, achievements and progress were described as contingent upon committed and effective

65. https://fts.unocha.org
66. This does not include victim assistance, which is not an inter-agency activity.
67. https://interagencystandingcommittee.org/accountability-and-inclusion/country-psea-coordinator-generic-terms-reference-tors-2021

individuals. Where HCs feel that PSEA coordination and activity is proceeding well, they stress that this – in their perception – is the result of high-caliber PSEA Coordinators. Additional success factors included resourcing being available for activities, HCs controlling resources (pooled funds) and imposing conditions for PSEA to access funding, recurring training to offset high turnover of focal points, actively seeking gender balance in decision-making forums, and engaged and supportive donors.

CROSS-CLUSTER/SECTOR LEADERSHIP

The 2010 Review recommended that the IASC should, "Clarify the role of the Cluster system in institutionalizing PSEA and ensure that PSEA is incorporated into emergency planning." Interviewees in the 2021 Review consistently stated that this had not yet happened in practice, with PSEA Coordinators and cluster/sector leads agreeing that the responsibility was not yet sufficiently clear.

PSEA is more visible than it was a decade ago and has repeatedly been given priority status, amongst many other priorities, for the country-level leadership. There does appear to be more of a lag in clarifying the role of the cluster system in institutionalizing PSEA. In the recent Resident Coordinator's Guide to Leading an Emergency Response, PSEA is clearly articulated as a 72-hour priority, and the expectations are appropriate and clearly articulated. However, this potentially becomes a siloed set of expectations and activities implemented by the PSEA Network if there is no linkage with other clusters or programming. Unless PSEA risk assessment and engagement are clearly outlined elsewhere in preparedness or ongoing practice, it could be challenging to establish linkages in an emergency response.

The generic IASC terms of reference for inter-agency PSEA Network Coordinators state that the role includes making linkages to Protection, Gender, AAP, GBV and Child Protection as appropriate. Interviews suggested that this can be challenging enough, while making linkages to WASH; food security; shelter; etc. can be even more challenging. Where these linkages are described as effective, it is usually attributed to the background and personality of the individual PSEA Coordinator and occasionally to the intervention of the HC.

> **The PSEA Coordinator got involved in the multisectoral needs assessment design, but late. As much as we would like to have included SEA, there wasn't time for the discussion. We just didn't have enough space or scope for that. There aren't any models we can just use.**
>
> *– Assessment lead at country level*

LEADING AN EMERGENCY RESPONSE: A CONCISE GUIDE FOR THE RESIDENT COORDINATOR, IASC 2020

By Day 3 the Resident Coordinator is expected to:

- Ensure that existing PSEA mechanisms are fully implemented and, where necessary, adapted to the new operational context.
- Ensure PSEA is raised upfront in all discussions as early as possible with all partners at all forums.
- Ensure community engagement is included as part of the agreed formal coordination architecture and linked to other coordination and operational networks.
- Encourage outreach to affected communities and meaningful participation of affected people in all their diversities, as well as the establishment of easily accessible feedback mechanisms to report discriminations or breaches in accountability.

During interviews, where there were positive examples of PSEA inclusion, cluster/sector leads, or managers attributed this to effective and relentless PSEA Coordinators and sometimes to the influence of OCHA personnel. While PSEA is increasingly referenced in HRPs, this does not always translate into budget allocations or into the participation of PSEA Coordinators or agency PSEA focal points in risk assessment, needs assessments, response design or monitoring.

The buy-in can't just be at the country-leadership level. It is essential at the cluster level. What helps us is that we run the biggest pooled fund in the work. Partners get most of their funding through the pooled fund. When you make it clear that it is a condition of funding, that these are the standards, and you offer support, progress happens.

– Humanitarian Coordinator

Yes, we are included in the needs assessments, but there is worry that talking about SEA might negatively affect community participation in the assessments. Clusters are not comfortable to include PSEA unless they are big surveys with questions about absolutely everything, so PSEA questions must be both specific and sensitive in their wording. I need to manage relationships carefully.

– PSEA Coordinator

PSEA COORDINATION - HCT/PSEA NETWORK

Progress has been made on establishing inter-agency PSEA Networks since 2010. There are now 40 networks that were requested to respond to the IASC 2021 inter-agency survey for HRP contexts[68], although a few of them are not Refugee Response Plan (RRP)/HRP contexts. Over the last three years, a seconded staff member at the IASC has supported field inter-agency PSEA Networks and PSEA Coordinators, which field staff valued and considered vital. However, this post is currently vacant. Moving from initial data collection to the necessary analysis to support prioritization without skilled support may be challenging.

PSEA STRUCTURE AT COUNTRY LEVEL

The graphic on next page is the PSEA structure at country level proposed by the IASC in their 2018 Acceleration Plan. This requires the HCT to hold the primary accountability, decision-making and oversight authority for PSEA activities at country level. As mentioned previously, all RCs/HCs are now required to submit a Country Action Plan to the Secretary-General based on the IASC Country-Level Framework. HCTs act as an SEA Steering Committee for the inter-agency PSEA Network, providing direction, reviewing progress and monitoring, addressing obstacles, engaging relevant stakeholders, and providing the overall support needed to effectively implement PSEA. The RC/HC is responsible for leading the HCT (and/or UNCT) on PSEA and overseeing technical-level PSEA activities. Responsibility for resourcing sits with the HC/HCT.

There should be a dedicated PSEA Coordinator who reports directly to the HC. The PSEA Coordinator is responsible for providing the day-to-day oversight and support to the PSEA Network.

The role of the Co-Chairs of the PSEA Network appears to vary widely between contexts, although the Acceleration Plan outlined a clear role. It was envisaged that the Co-Chair role would be shared between the United Nations and NGOs and that there would be a responsibility to liaise with/report to the HCT. Currently, there are no terms of reference for the Co-Chairs of the PSEA Network. Some Co-Chairs are active, engaged and play an effective representation and advocacy role at the HCT and elsewhere. In the absence of terms of reference, it is challenging for PSEA Coordinators or PSEA Network members to address any lack of support. Despite the clarity provided through IASC guidance, interviewees report unclear accountability and roles. Where there are positive reports, there is a high reliance upon the authority, proactivity and commitment of the HC, making the PSEA Network fragile and reliant on individuals.

68. Three of these countries are not HRP countries.

IN-COUNTRY PSEA STRUCTURE

OVERALL RESPONSIBILITY FOR COLLECTIVE PSEA: SENIOR-MOST UN LEADERSHIP (RC/HC)

Strategic Level
Senior-level body overseeing PSEA (e.g. HCT/ UNCT Steering Committee

Technical Level
Inter-Agency PSEA Network (Focal Points from UN, NGOs, etc.)

Survivor-Centred Approach

Informed by engaging Affected Communities

Develop the High-Level Collective PSEA Strategy

1. Define roles, responsibilities, and lines of accountability at the most senior level, including for cluster/sector lead agencies
2. Develop a collective PSEA strategy outlining vision and commitment
3. Create a PSEA Network
4. Recruit a dedicated PSEA Coordinator
5. Ensure organizations meet the IASC MOS-PSEA
6. Develop a strategy for engagement with government and media
7. Ensure PSEA is a cross-cutting priority in country-level strategic results frameworks (e.g. UNDAF/HRP)
8. Support implementation of the PSEA Work Plan, including by securing sustainable funding

Develop and Deliver Collective PSEA Work Plan

1. Conduct a Joint Assessment of SEA risks
2. Mitigate SEA risk throughout the response by working with clusters/sectors
3. Establish an inter-agency Community-Based Complaints Mechanism (CBCM), working with AAP, Child Protection, and GBV actors:
4. Develop collective awareness raising materials for affected populations
5. Support regular PSEA trainings for all personnel
6. Share PSEA challenges and emerging good practices to improve programs
7. Ongoing outreach to external entities to promote good PSEA practice
8. Develop information sharing protocol on SEA allegations in country

PSEA Coordinator supports both Strategic and Technical Levels

Yes, PSEA is regularly scheduled to be discussed at HCT, but it is always the agenda item that is dropped if there is an urgent matter to be discussed. The inter-agency communications group report is never dropped. The same happens with the ICCG.

– PSEA Inter-Agency Coordinator

In reality, fundraising often falls on the PSEA Coordinator. Coordinators report spending considerable time fundraising, often for very small amounts of money or in-kind support for activities in the Country Action Plan or in response to sudden onset emergencies.

Our PSEA Network has been fully operational since 2017. How we differ from many other country projects is that we are well resourced and an integral part of the operation. Positive perspectives from stakeholders are possible because we are well resourced. We have two dedicated capacity officers, programme officers tracking all rumours and issues, an investigation officer in charge of mentoring and building investigative capacity building and coordinators in each hub. Everything has to be adapted for the local context.

– PSEA Network Coordinator

Photo: UNFPA/Sufian Abdul-Mouty

PSEA COORDINATOR ROLE

> **I wish the IASC had asked earlier for more support from donors. PSEA Coordinators for example. We are getting requests coming in now, not a year or two ago when they were setting it up. Of course, there needs to be a plan and a way of monitoring results.**
>
> *– Donor representative*

According to the terms of reference[69], the PSEA Coordinator should report directly to the most senior post holder in the humanitarian response and/or in-country, and in a refugee context has a shared reporting line to the UNHCR Country Representative. The responsibilities of the role are extensive and include support to the senior leadership in developing and implementing an in-country PSEA strategy and inter-agency PSEA Network terms of reference and Country Action Plan, establishing and coordinating the PSEA Network and representing the PSEA Network in relevant coordination bodies and leadership forums. The PSEA Coordinator also provides technical support and coordination to deliver training on PSEA guidelines and protocols for victim/survivor-centred investigations.

In addition, the PSEA Coordinator should support a joint PSEA Network risk assessment, support efforts of the network to understand and capture community perspectives on the behaviour of aid workers and others working in humanitarian response and understand community preferences in discussing sexual matters and receiving and sharing sensitive information. The PSEA Coordinator should also establish/strengthen an inter-agency complaints mechanism and support the network in developing a collective communication strategy to raise awareness on key PSEA messages, while ensuring that all activities to engage with the affected population are planned and implemented in close coordination with AAP and/or Communicating with Communities groups/ actors.

The PSEA Coordinator is also expected to disseminate and share good practice standards on victim/survivor-centred investigations with PSEA Network members and external partners and to collaborate with the Protection, GBV and Child Protection cluster/sector Coordinator/ SVRO to ensure a harmonized approach to prevention activities and support of victims/ survivors, and that PSEA Network activities take a victim/survivor-centred approach. In addition, the PSEA Coordinator is expected to support senior leadership in developing a localized engagement strategy with the host government and ensure senior leadership is informed of gaps and risks related to PSEA Network performance.

The PSEA Coordinator position is a P4 post. In several contexts, HCs/HCTs emphasized that it is a struggle to find the resources to support a UN Volunteer in the post.

69. interagencystandingcommittee.org/accountability-and-inclusion/country-psea-coordinator-generic-terms-reference-tors-2021

> **There must be an understanding between the Principals and the major donors that this needs to be properly and predictably funded. We need to say that without money for this we cannot respond. We must stop hiding this fact.**
>
> *– Humanitarian Coordinator*

It remains challenging for the IASC to confirm how many PSEA Coordinators are in post, although once the fragmented nature of the selection, rostering, resourcing, and evaluation process is documented this is understandable. Not all coordinators are full time, and the contract length varies considerably from 3 to 12 months. Some coordinators are agency funded and others are funded by donor contributions. There are also instances where coordinators also serve as an agency focal point or GBV sub-cluster or sector coordinator. Other PSEA Coordinators are supported by HCT. In terms of reporting, some PSEA Coordinators report to the RC/HC, while others have a variety of reporting lines and very little access to the RC/HC, although the updated 2021 guidance specifies that there should be a direct line. These factors all make standardizing recruitment processes challenging. Identifying blockages in the system is difficult, and monitoring performance is very difficult. Conversations about effectiveness very quickly become personalized.

Considerable efforts have been made since 2018 to increase the pool of qualified and trained candidates. A roster of potential PSEA Coordinators has been established under the current UNFPA Championship; however, at the time of drafting this report (October 2021) it was not clear how the roster would be managed in the future. UNFPA has provided a consultant to the IASC Secretariat to track and manage PSEA Coordinator deployments. In October 2021, the IASC Secretariat reported that there were 22 PSEA Coordinators in priority humanitarian contexts and a non-specific number of PSEA Coordinators in non-priority contexts. A further six posts in priority contexts were under recruitment.

Much of the investment that has been made to identify, train, support and deploy PSEA Coordinators is recent. Limited progress appears to have been made before 2018. Optimistic expectations are in place for what can be achieved by one individual, who may be a P3 or a UN Volunteer on a very short contract and may not benefit from active RC/HC support, previous experience in humanitarian response, or a sufficient budget. While this may be contentious, it is the reality of many of the PSEA Coordinators interviewed during the response. If they are also working as a focal point for an agency, they tend to have more support but may have to compromise objectives. Realistically, timelines need to be adjusted or more capacity needs to be provided to set up PSEA Networks during that crucial first year. In addition, this is a new skill set – or to be more accurate a new job requiring a new combination of skills and background. There are several reports of PSEA Coordinators – with appropriate technical background – struggling to navigate and understand the leverage points in the humanitarian system, including the priorities of different clusters and core humanitarian mechanisms such as HRP indicators. These are not issues that can be taught in an afternoon or a short online course, and the ability to navigate the system quickly is critical for a PSEA Coordinator. There are no known examples of shadowing or other support being provided for new PSEA Coordinators.

The variety of routes through which a PSEA Coordinator can be selected or appointed has made performance monitoring and talent management challenging and means that reputation and retention in the post can be highly dependent on the individual. It can also mean that ensuring PSEA Coordinators are available to fill roles in prioritized high-risk contexts can be difficult, as they can be "poached" to serve elsewhere. Interviewees have suggested that a standardized set of performance management indicators is under development, and this should be rolled out as soon as possible. If the new IASC/UNFPA roster were to be managed by another party, it would be ideal if the performance management system could be part of the handover and if training responsibilities could be shared across the IASC membership.

Since 2018, many IASC members have hoped to move the focus of PSEA Coordinators away from the internal United Nations processes and towards influencing programming and risk management of service delivery as well as the effectiveness and safety of reporting systems. In interviews, currently active PSEA Coordinators overwhelmingly expressed that this not feasible in the first year, given the expectations of setting up and/or mobilizing the PSEA Network and supporting focal points (many of whom are not well supported internally in their roles). Where PSEA Coordinators can say that they are increasingly field-focused, they have usually followed a strong PSEA Coordinator into the position, without gap in service between post-holders, and they have the support of a concerned HC. Based on consultations with PSEA Coordinators, it seems that the current intention of establishing a PSEA Network during a two-year period is ambitious if it is intended to be influential across the response. It would be realistic to plan for a minimum of three years and then review.

Interviewees concurred that the capacity of PSEA Coordinators varies and contended that the requirements for the position are a complex and new mix of skills and roles that were previously performed by GBV, Child Protection, or Gender or Protection practitioners. The support offered to PSEA Coordinators, in particular the current PSEA Coordinator Deployment Package[70], was positively reviewed by interviewees, who also noted that they are being actively encouraged to engage in sharing and peer-to-peer learning. Many PSEA Coordinators have shared good examples of webinars, presentations, and peer problem-solving that has been beneficial to them. They have also valued the ongoing IASC support. Inclusion of more TEG/FST staff in future training might further expand this support network.

To date, the dilemma for the selection of PSEA Coordinators has been whether to prioritize technical capacity or the ability to coordinate. There is also an administrative function and, if more resourcing can be delivered, potentially the need for budget management skills. It will (or should) also be increasingly important to be able to work across increasingly diverse inter-agency PSEA Networks as commitments to increased national participation are made. To this dilemma has been added the ability to influence upwards to the HC and HCT and to provide solutions in acceptable and actionable formats.

PSEA Networks and PSEA Coordinators cannot hope to deliver results and improve practice if individual agency focal points[71] are not appropriately positioned within their own organizations; reporting to their own senior

70. psea.interagencystandingcommittee.org/resources/deployment-package-psea-coordinators.

71. The PSEA Focal Point is a staff member of a humanitarian agency. S/he represents this organisation at PSEA Network meetings while actively participate in fulfilling the Network's Work Plan. interagencystandingcommittee.org/iasc-champion-protection-sexual-exploitation-and-abuse-and-sexual-harassment/frequently-asked

leadership; able to engage with design, risk assessment and mitigation and monitoring of programming; serving under appropriate job descriptions and being evaluated against these job descriptions; and being provided sufficient training, time and resources to be effective internally. This was a key finding of the 2010 Review. Although assessing this issue was not an objective of the 2021 IASC Review, it was repeatedly raised as a constraint by PSEA Coordinators. Leaders and managers should consider the implications of not properly resourcing internal PSEA capacity at country level.

> **If after the first few years it all was going well, PSEA Coordinators could cover more than one country, as the job would then be to support well-functioning PSEA Networks. But this cannot be set up in a year.**
>
> *– Humanitarian Coordinator*

REPORTING, INVESTIGATIONS, REFERENCE CHECKING

Reporting

The 2010 report did not contain a section on SEA allegations received and cases pursued because the key informants at the time were not able to aggregate the data in a meaningful way and instead said that the reports received were too few to be meaningful. It is still not possible to aggregate SEA complaints received by the IASC, but there has been progress in tracking the number of reports across separate components of the humanitarian sector andindividual IASC members.

The evaluation of the relevance and effectiveness of prevention, response and victim-support efforts against SEAH by OIOS in 2021 reported on the period from 2015-2018. It noted that the number of SEA allegations reported across the system, especially those involving implementing partners, rose by 164 per cent, from 99 in 2015 to 261 in 2018, owing to increased reporting by agencies, funds and programmes (AFP). This is related

> **If perpetrators are not being investigated and disciplined, the rest of the PSEA effort loses meaning. The leadership role should focus on taking action to revive trust in investigation and discipline**
>
> *– United Nations senior official*

to the application of the 2018 United Nations Protocol on Allegations of Sexual Exploitation and Abuse Involving Implementing Partners, which was initiated by the Office of the Special Coordinator.[72] Reporting on SEA allegations involving implementing partners started in 2017 (numbers increased from 3

72. Protocol on Allegations of Sexual Exploitation and Abuse Involving Implementing Partners (un.org)

in 2016 to 232 reports in 2020).[73] However, these numbers do not easily indicate whether the allegations involved humanitarian or development programmes, nor do they allow easy identification of trends to manage risk in a prioritized way. Many implementing partners, including INGOs, also publicly report on allegations and cases. There is potential for confusion and misinformation. Furthermore, for the purposes of this report the current reporting does not improve understanding of whether the PSEA measures put in place in high-risk humanitarian contexts are delivering results.

For example, SEA cases[74] reported during the response to the tenth Ebola outbreak in the DRC are equal to or exceed the 51 allegations reported in the iReport SEA Tracker over the 4-year period that included the Ebola response. Without an in-depth understanding of the information behind the numbers it is not possible to know if these cases are the same, or to understand which other cases in DRC may have been reported. Most of those interviewed thought that there was still likely to be significant underreporting in DRC.

The United Nations has an electronic intake form, the electronic Incident Reporting Form (eIRF), which several interviewees would like to see adopted by the IASC to standardize information-sharing. IASC members who were aware of the eIRF and in a position to comment felt that this process assumes trained personnel on the ground and the ability to create opportunities to take complaints in a safe, confidential, appropriate fashion, which is unlikely in a humanitarian response.

Haiti is not included in the list of the top 10 highest risk contexts. However, during the field visit the team became aware that there had been one AFP case reported in 2018 (for an allegation that predated that year), and that no further AFP cases or cases involving implementing partners had been reported. These numbers were regularly shared during interviews, to a general disbelief that they could be accurate.

Investigation

> **Unless you have a strong investigation mechanism you will never get on top of it. Zero tolerance doesn't mean no cases, it means acting about cases. Peacekeeping is given 10 days to initiate an investigation. Or the Department of Peacekeeping Operations does it instead. Maybe we need something similar with the agencies. If you don't do it then there is another body that will come in and take care of it for you. Are we going to get to this point?**
>
> *– Humanitarian Coordinator*

As outlined in section 3.1 of this report, there is no consensus on what was intended regarding

73. Data compiled from A/71/818, A/72/751 and A/72/751/Corr.1 and A/73/744 and analysis from 2021 United Nations Office of Internal Oversight Services (OIOS) *Evaluation of the relevance and effectiveness of prevention, response, and victim support efforts against SEAH.*

74. First reported by The New Humanitarian and then by the recent Independent Commission on the allegations of sexual abuse and exploitation during the response to the tenth Ebola outbreak in the DRC.

the commitment in the 2018 Acceleration Plan. Actions included the establishment by OCHA of a US$1 million "fund for investigations into sexual exploitation, abuse and sexual harassment to provide rapid grants to IASC entities and affiliated partners to support investigations into SEA and sexual harassment allegations." The rapid grants were to be used to contract investigative staff or companies, reimburse the provider of investigative services where investigation is provided by a partner organization or fund costs related to an investigation. There are no reports available from the fund, and it does not appear to be in demand. OCHA is currently reviewing the effectiveness of the fund.

The intention of the IASC Principals regarding outcome 3 of the Acceleration Plan is also unclear. Similarly, it is also unclear what level of authority they regard themselves as having in the face of the principle that investigations must remain operationally independent. This principle was conflated several times by interviewees with the ability of management to adjust parameters governing investigations, such as the set-up, structure, and profile of investigation offices, as well as investigation procedures.

Interviews suggested that staff saw little possibility of change. Pooling of resources has been proposed several times, but there is little interest. Harmonization does not appear to be of interest either. From the United Nations AFP perspective, there are 22 independent investigation mechanisms, which one interviewee estimated that taken together had about 80 per cent of the capacity of OIOS. SEA is a specialized field that requires specialized training. It could be more professionally handled and better connected to local presence according to many interviewees. One interviewee (who was not working in investigations) suggested that establishing a pool of investigators on behalf of the IASC run by OIOS would be a practical way forward, even if only in the short to medium term, to ensure rapid action while longer term solutions were being sought.

Most interviewees referred to past proposals for change but could not explain why they have not been enacted. There have been several United Nations Joint Inspection Unit recommendations to harmonize, which interviewees said had been met with resistance on the basis that the harmonization of procedures and policies was impossible. However, harmonization of procedures is an important step in ensuring a victim-centred approach. The IASC report on the DRC mission recommended establishing joint investigative capacity at field level, particularly in high-risk countries. There does not appear to have been a dialogue about the feasibility of many of these ideas within the IASC.

In 2018, and again in 2019, the IASC and the United Nations Chief Executives Board for Coordination (CEB) Task Force on Addressing Sexual Harassment in the Organizations of the United Nations System brought together heads and senior staff of investigatory bodies from 26 CEB Task Force and IASC members to highlight and share good practices[75] and review the status of common guidance and initiatives for possible adoption by IASC agencies. The meeting reports show participants sharing concerns about whether there was the appropriate capacity for appropriately qualified investigations, and how to ensure improvements in delivering a victim-centred approach to investigations. One agency at the meeting (it was unclear if this was an IASC member) had found that around a third of sexual harassment victims decided not to pursue a formal process, which could be due to

75. This included representatives from 20 United Nations departments and agencies, the World Bank Group, the Red Cross movement and 12 NGOs/NGO consortia.

threats from the perpetrator or offers of money. IASC partners at the meeting underscored the need for more dedicated resources and a harmonized and coordinated approach to investigations. In closing the meeting, the participants were urged "to go beyond planning documents and to focus on operations and implementation."

The 2019 meeting agreed to maintain a joint forum between the IASC and CEB Task Force members and to continue to reflect on how different tools were strengthening accountability throughout the system. There were intentions to continue work on pursuing discussions at a technical level, to advance the work on evidentiary standards and jurisprudence, as well as examining the issues of witness protection and protection from retaliation. The CEB Task Force has subsequently issued several products, including on evidentiary standards and jurisprudence. However, the IASC Secretariat has not had the capacity to move forward on this work stream, and it has not been made a priority of any Champion. Interviewees drafting talking points for leaders on SEA and sexual harassment describe this as one of the most problematic areas to find the appropriate balance between describing progress and articulating the challenges and barriers. None of this negates the independence of investigation offices and the responsibility of leadership to ensure the effectiveness of organizational investigations.

INGOs interviewed provided consistent accounts of sizeable increases in cases reported since around 2017. One large INGO said that previously, approximately 24 cases a year would be reported. In 2020, 115 cases were reported, even with the constraints of COVID-19. A similar number of cases is expected in 2021. Some of the cases are historical, but not all. INGOs are investing in investigations and experiencing many of the same constraints with respect to appropriately trained and contextually orientated investigators. Efforts are under way to build capacity, for example CHS Alliance is renewing its training programme in a new four-tiered training programme, the Investigator Qualification Training Scheme. It is unclear if and how these options are intended to come together under the IASC Strategy.

Reference checking

Progress has been made on reference checking. The United Nations and the SCHR each now have an established mechanism in place.

Clear Check[76] was established in 2018. It is a centralized database for information-sharing amongst United Nations entities, system-wide, on individuals (former United Nations staff and United Nations-related personnel) who have established allegations related to sexual harassment or SEA. The aim is to prevent re-employing these individuals within the United Nations system. Clear Check contains records of: (1) former United Nations staff or United Nations personnel against whom allegations of SEA were substantiated following an investigation and/or disciplinary process; (2) former United Nations staff or United Nations personnel who resigned or separated while the subject of a pending investigation and/or disciplinary process for SEA; (3) individuals against whom allegations of sexual harassment while in service of an entity were substantiated by a final determination of sexual harassment and whose working relationship was terminated by that entity as a result (i.e. final determination of sexual harassment). As of June 2021, Clear Check had reported that 14 United Nations entities/offices had entered subjects in Clear Check, including major humanitarian agencies. In addition, 20 United Nations entities had conducted screening via Clear Check, and 327 subjects had been entered in Clear Check, of which 107 related

76. unsceb.org/screening-database-clearcheck

to sexual harassment and 220 related to SEA. There were 91,051 screening requests and 897 verification requests. To date, Clear Check has prevented one individual from being hired owing to allegations of sexual misconduct.[77] Interviewees were positive about this system and remarked only that the mechanism needed to be used.

The Misconduct Disclosure Scheme (MDS)[78] was launched by SCHR in January 2019 to address the specific problem of known sexual abusers moving within and between different humanitarian and development agencies by checking the employment history over the past five years of individuals with contracts with MDS members. In July 2021, over 90 organizations and affiliates were in various stages of implementation, with several other organizations preparing to join. Over the first two years of the MDS, there were 10,476 requests for misconduct data. These requests are typically made by recruiting agencies if there is an unexplained gap in a CV or if the hiring organization requires such procedures as part of its PSEA processes. Of these, 75 hires were rejected based upon negative or absent conduct data.

The MDS is consistent with the Core Humanitarian Standard on Quality and Accountability (CHS) and linked to other PSEA employment-related efforts, such as the Interpol pilot of an international criminal vetting system for the aid sector and the Aid Worker Registration Scheme led by the Department for International Development of the United Kingdom that is due to be piloted in 2021. Implementation of the MDS is on a rolling basis, with some organizations – mainly those with centralized systems – rolling out from the centre, while others are rolling out across some parts of their confederations before others. The MDS complements rather than replaces other processes, such as police checks, and provides an additional means to identify perpetrators who have been subject to disciplinary processes, or those who are subject to an ongoing investigation, but who may not have committed crimes or been investigated by the police. The scheme also recognizes that definitions of abuse may vary and accommodates these. One hurdle described by SCHR is that members must commit to disclose, and it has been the case that organizations have hesitated to join because of legal advice that disclosure presents a risk if there has not been a legal process that led to discipline or dismissal. Ultimately, SCHR and its members believe that there is no way around this risk and that the risk to victims as a result of not sharing the outcome of an internal disciplinary process is greater.

To avoid data protection and legal issues, MDS and SCHR hold no information on specific cases of abuse but act as conduits to facilitate sharing of misconduct data between previous and potential new employers.

SCHR aims to expand coverage to all national and international staff of most international humanitarian organisations within five years.

77. unsceb.org/sites/default/files/2021-05/2021%20-%20Briefing%20Note%20on%20Clear%20Check.pdf
78. www.schr.info/the-misconduct-disclosure-scheme

3.4. SEXUAL HARASSMENT

Section 3.4 discusses progress made since the IASC decided to seek greater convergence on SEA and sexual harassment in 2018 and outlines some of the challenges.

> **Sexual harassment, SEA, fraud, bullying. Where you have one of these happening systematically you often have the other. You learn to recognize the signs. It is a symptom of poor management if it is not recognized and addressed**
>
> *– Humanitarian Coordinator*

The IASC Championship Strategy[79] promotes a vision where "people caught up in crises feel safe and respected and can access the protection and assistance they need without fear of exploitation, abuse or harassment by any aid worker, and in which aid workers themselves feel supported, respected, and empowered to deliver such assistance in working environments free from sexual harassment."

The Championship Strategy seeks to promote long-term cultural and attitudinal change towards all forms of sexual misconduct and systematically outlines how prevention and response to both SEA and sexual harassment are top priorities and commitments of the IASC. Some key informants on this issue explained that the decision supports a move from addressing SEA in isolation towards a more holistic approach to all forms of sexual misconduct, recognizing that both SEA and sexual harassment are rooted in similar power and gender imbalances in all contexts and within IASC member organizations. Recognizing the dynamics within organizational structures and cultures that enable SEA and sexual harassment can curb both. Most interviewees at country level were not aware of the IASC commitments and therefore had not considered the implications for their organization. The majority of IASC organizations managed their prevention and response to these issues separately.

The original scope of the Review did not clearly articulate how this more recent IASC approach was to be addressed. The Advisory Group was not able to determine the precise questions to be asked[80], with some members expressing a view that it did not fall within the objectives in the terms of reference. This was an initial indication that operationalizing this approach remains challenging for IASC members to agree upon.

Several Advisory Group members requested that the Review articulate more clearly and broadly the extent that workplace culture is permissive or preventive of misconduct, including sexual harassment.[81] Attempts were made to address the broader workplace culture and issues of power and abuse in initial drafts of the report, but it proved too substantial an

79. interagencystandingcommittee.org/iasc-champion-protection-sexual-exploitation-and-abuse-and-sexual-harassment/strategy-protection-and-response-sexual-exploitation-and-abuse-and-sexual-harassment-2021
80. Comments received on the draft report indicated that there had not been agreement on the question.
81. www.chsalliance.org/get-support/article/power-connector

issue to tackle as a theme. The final data was too slim to attempt to address this question and would have been drawn from a very small number of interviews and therefore not be representative.

Leaders who were interviewed at country level were overall less certain than their personnel that the failure to pay attention to sexual harassment was a causal link to a lack of trust in personnel for PSEAH activities. In addition, some managers and leaders disagreed that sexual harassment in the workplace was an institutional or a management weakness, seeing it as more related to individuals – "rotten apples". Most HCs were more nuanced in their thinking about the issue, but it should be noted that most HCs interviewed were selected because they had experience managing SEA and sexual harassment cases and were expected to have insights to share.

> **Sexual harassment is not happening right now in the United Nations in this country because of the sensitization that has taken place. This is the case throughout the United Nations system and with implementing partners and with suppliers.**
>
> *– HCT member*

IASC CHAMPIONSHIP AND LEADERSHIP ON SEXUAL HARASSMENT

The 2019–20201 IASC Champion, the High Commissioner for Refugees Filippo Grandi, included in his priorities an acknowledgement of the importance of workplace culture and an emphasis on curbing the power imbalances that give rise to sexual misconduct. Some interviewees interpreted this to mean that agencies should emphasize creating workplaces of respect and accountability, where misconduct is not tolerated, and where senior management communicates, embodies, and enforces ethical standards. Tools and products that have emerged during this Championship include leadership dialogue sessions with IASC Principals, the CEB Task Force for Addressing Sexual Harassment and RCs/HCs, as well as a communications package for leaders to support them in leading discussions on SEA and sexual harassment, in line with the objectives of the current IASC Strategy. Annex 3: PSEAH Championships provides more information.

The UNHCR Championship priorities included promoting discussion on values, culture, and attitudes amongst IASC Principals, encouraging clear commitments from the IASC Principals in organizational and cultural change to create workplaces of respect and accountability, and promoting the responsibility of IASC Principals to raise the issue of SEA and sexual harassment whenever possible, particularly when on mission and with staff. A positive example is the practice of several IASC

members to share information annually with all staff on disciplinary conduct, including sexual misconduct.

The UNFPA 2021 Champion has committed to further supporting and encouraging a reporting and "speak-up" culture within IASC entities and taking up joint approaches to culture change initiatives as appropriate. As the new 2022 Champion takes up the role, the intention is to consult with IASC members on how best this focus can be a driver to support the necessary cultural change. Much has already been done at leadership level and conversations have been started about sexual harassment, power, culture, and trust. Defining how the priorities for the next Championship will examine the cultural change required to further accelerate commitments on sexual harassment and SEA will require clarity and precision. Securing traction for conclusions reached in sensitive conversations and finding a language to communicate intent to staff and other stakeholders will be vital.

COLLECTING EXPERIENCE ON WORKPLACE CULTURE

Many interviewees observed that the way forward was to request more research on the connection between workplace culture, i.e. how the IASC agencies are countering abuse of power in the workplace, and the ability of personnel to trust in commitments related to SEA and sexual harassment. However, despite frequent requests for research, it was difficult to understand from interviewees what form the research should take and the depth of evidence required by them or their organizations. It is also difficult to understand whether the research is being requested to prove the extent to which the connection is systemic or whether the focus of research should be to understand opportunities for evolutionary change. Most senior leaders who accepted that there is a connection between sexual harassment and SEA, the abuse of power, workplace culture, and organizational and humanitarian system structures also accepted that real change may take some time.

Repeated surveys and anonymous online discussions have shown the deep levels of disquiet amongst staff[82] of international organizations regarding sexual harassment. The

> **We are a protection agency. Staff are very aware of SEA guidance, and all can provide clear information to community members. Sexual harassment doesn't come up in the same way that SEA does. Staff say they know they can come and talk, but they are not comfortable. It seems to be one thing for SEA to happen outside the office and to know and discuss how to address it, but it's a different thing if it is inside the office. Shameful. Women are also afraid their families will make them stay home.**
>
> *– INGO country representative*

82. https://iamcr.org/node/13145.

few staff of national organizations interviewed for this Review shared these feelings but were not even sure how the issue could be raised as a priority when the humanitarian need surrounding them is so great.

Some interviewees – particularly female staff – reported that they did not have the confidence to advocate for more junior staff or affected communities to trust in reporting mechanisms. A few staff members shared that they were reluctant to provide information to other staff or to women at community level on how to report in trust that their rights would be met in a safe, accessible and timely way.[83] As already discussed, (see section on Barriers to reporting, above), most reporting is done face to face, and this apparent lack of trust in IASC members could be undermining efforts to address SEA and sexual harassment.

Reporting sexual harassment is easy if you don't know about the process that will follow. If you know, you don't report. People get overwhelmed with the queries and the questions. Then you don't know what the conclusion was after more than 8, 10, 12 months.

– United Nations manager at country level

Some interviewees considered what research and learning would be most effective for raising awareness, identifying lessons, and building confidence on SEA and on sexual harassment, particularly because it is new area of focus for many. Some IASC members expressed a view that it was important to build confidence amongst organizations that not having all the answers immediately is understandable and acceptable. One clear request was for research to safely obtain feedback from victims of sexual harassment on the extent to which the assistance provided met their needs and what should be changed. Another IASC member requested cross-IASC discussion about what monitoring indicators could be appropriate for both sexual harassment and SEA and where monitoring of activity to address sexual harassment would require additional thought.

Many IASC members have contributed to the book A Selection of Promising Practices on Organisational Culture Change.[84] In their individual chapters, they reflect on the power imbalances in the workplace that give rise to sexual misconduct. Based on the number of chapters that focus on leadership, it is evident how much of the discussion still sits at that level. In another chapter, an IASC partner reflects on the impact of traditional masculinity and how best to ensure that men participate in conversations about sexual harassment and SEA. The coordinator of the project described how this illustrated that cultural change requires a multi-pronged approach, using many tools simultaneously. Regardless of whether the initiatives described were large or small, they "set the tone, and they shift the culture bit by bit." This is an example of organizations feeling their way, considering what is significant and testing out new ways of learning.

Identifying and celebrating small steps is not the story the humanitarian sector is normally comfortable promoting, as the preference is to declare more ambitious, transformational change. However, addressing

83. This was not a question routinely asked, as so few of those directly interviewed were field workers.
84. interagencystandingcommittee.org/iasc-promising-practices-organisational-culture-change-may-2021

Photo: UNICEF/Gonzalez Far

sexual harassment and SEA requires a longer-term strategy, with commitments, targets and resourcing that support this. Monitoring change and a shift on organizational culture, especially across a group as diverse as the IASC membership, is not a conversation that has started yet. Achieving change may require approaches that are not traditional for the sector. The IASC leadership has said that it is ready and willing to address these challenges.

> **Sexual harassment is still a very confusing question – it can be subtle and difficult to identify. Also, it is difficult to communicate to victims that they have a responsibility to pursue justice and to trust the systems. I find it curious why we are not packaging the two [SEA and sexual harassment] together. Sexual harassment has not been discussed in the HCT here, but on reflection, the place for this conversation is the United Nations Country Team, given the breadth of members of HCT and the lack of an inter-agency mandate. We should have a campaign on this.**
>
> *– Humanitarian Coordinator*

4. CONCLUSIONS

4.1. Victim-centred approach

4.2. Community engagement

4.3. Leadership, coordination, and accountability

4.4. Sexual harassment

The IASC has consistently prioritized leadership attention to PSEA over the last decade and PSEAH since 2018. The IASC PSEAH Championships 2011-2021 has contributed to this by acting upon agreed priorities and mobilizing resources to address them. The standards have been in place since 2012, providing a basis for monitoring progress. The IASC Secretariat and IASC global PSEA focal points have invested in support of inter-agency guidance, tools, training, and mechanisms, and, since 2018, their contributions have intensified. The approach has been to reinforce, refine and support critical approaches, particularly the support to country-level leadership in understanding and fulfilling their responsibilities, support to inter-agency PSEA Networks and placement of PSEA Coordinators, and development and elaboration of the IASC inter-agency CBCM. The commitment that was made that all PSEAH work will be conducted in line with a victim-centred approach has been made repeatedly over the last four years.

It is important to record that the overall level of awareness and understanding of the importance of effective PSEA to build trust in the humanitarian system across IASC members, globally and at country level, has fundamentally and positively changed since 2010. There is no longer any debate about the criticality. This is not yet the same for sexual harassment.

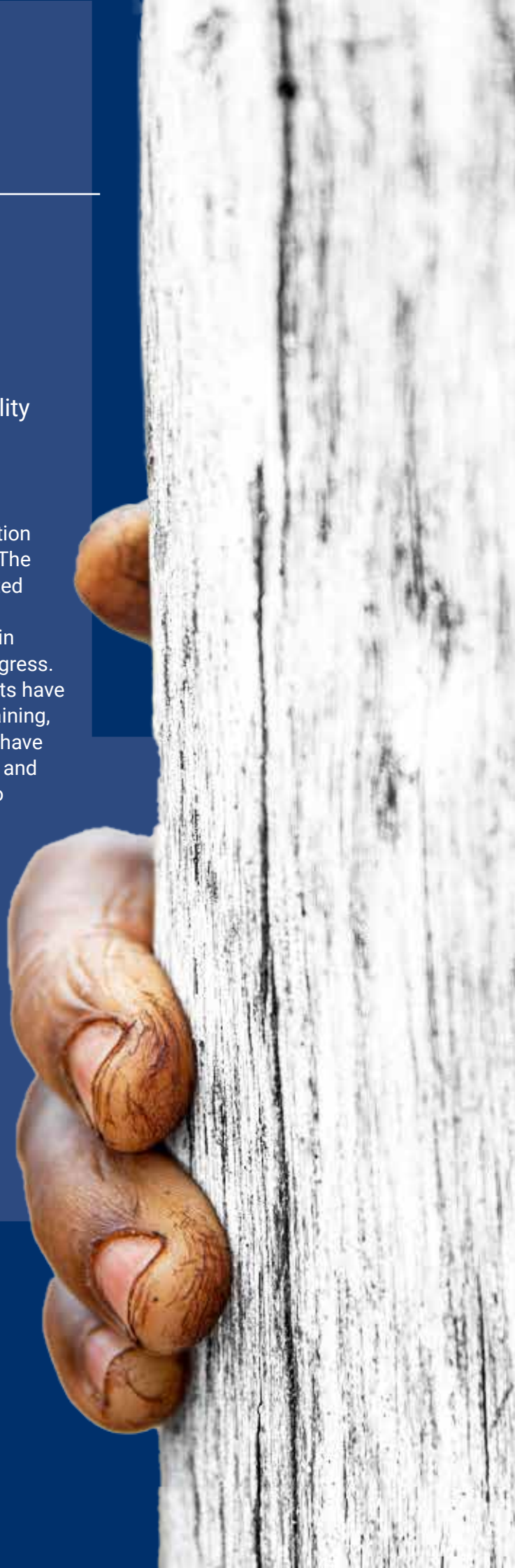

Photo: OCHA/Alioune Ndiaye

4.1. VICTIM-CENTRED APPROACH

This Review concluded that the IASC, as a collective, has not properly discussed what a victim/survivor-centred approach would require of all members or the implications resulting from these responsibilities on the organizational culture, services, and resources. IASC member staff at all levels expressed uncertainty about the responsibilities and the change(s) that will be required. The IASC Principals must clarify what will be required across the membership, including the requirements for implementing partners, and seek to understand and address legitimate constraints. IASC members would benefit from a formalized relationship between the SVRO role – where present – and the RC/HC to strengthen communication and understanding.

The inclusion of GBV experts in this dialogue will be critical. It may not be possible to reach an accord across all IASC members on whether there is in fact a "hierarchy" of victims, or victim prioritization, within the humanitarian community's responsibility towards SEA victims. However, leadership should provide guidance on this at the global and country level. The current disconnect is unhelpful and draws attention away from the priority of ensuring that resourcing for critical services is scaled up, which has the potential to affect the accessibility and quality of such services for victims, undermining the notion of a victim-centred approach. An important conclusion drawn from the Review is that the victim-centred approach underlines the fact that ensuring appropriate, safe, timely and accessible services for victims/survivors of all GBV is the responsibility of all IASC members, not only those who are direct service providers.[85] It will be valuable to follow up on the basic data from the 2021 PSEA Network survey to better understand where targeted support and scale-up of assistance may resolve blockages and draw evidence of trends.

At the country level, there is still uncertainty about the interpretation of guidance related to safe, appropriate, and confidential sharing of information concerning allegations and victim assistance, and how this relates to the responsibility of management to know that the critical services required are being supplied. While debates continue about standard operating procedures, existing guidance should be recirculated, and it should be clarified that this applies to all IASC members. Inclusion of OVRA personnel – when present – should be standardized.

85. It is recognized that there are multiple guidance and training initiatives in development supported by IASC members, but these are primarily United Nations agencies. It is critical that the IASC members as a whole are involved in this process.

4.2. COMMUNITY ENGAGEMENT

As explained in the main body of this report, the focus was entirely upon the IASC inter-agency CBCM at the request of Advisory Group members.

The Review found that IASC members have a strong understanding of the barriers to reporting experienced by victims/survivors of SEAH. However, this knowledge is not being systematically applied in the design of community feedback and complaints mechanisms.

The design of the IASC inter-agency CBCM is informed by a deep understanding of barriers and by an intensive and protracted process of consultation with the IASC members, and extensive piloting and testing at the country level. The purpose of the CBCM is to ensure a 'web' or system that integrates all mechanisms to ensure all complaints are received, and then directed to the appropriate actor to respond. There is no dispute amongst the IASC membership that this is articulated in the CBCM design and guidance. However, there is considerable unease about the absorption capacity at country level for the perceived complexity of the guidance as it currently stands. Also of concern is the under-resourcing of community engagement to ensure that individual mechanisms are appropriately contextualized, functioning, monitored, and adapted accordingly.

To uphold the victim-centred approach, it is paramount that IASC members ensure and know that victims feel trust and security in existing community-based reporting mechanisms and that communities are consulted in the design of new mechanisms. Interviews strongly suggested that this is not the case, either because interviewees have strong anecdotal information that there is no trust, or because staff in their organisations do not report confidence in the effectiveness of the IASC inter-agency CBCMs and individual feedback mechanisms.

The Review noted that risk assessment guidance for clusters/sectors was currently being developed. The potential for working closely across the humanitarian system with all clusters and ensuring all humanitarian workers are responsible for delivering on PSEA commitments has not yet been realized as evidence by multiple interviews across many contexts.

Many interviewees raised the point that risks associated with partnerships with local governments or authorities were not yet satisfactorily addressed in most contexts. Partnership with development actors and international financial institutions (IFIs) to support this has not been explored in most contexts.

Many IASC members contended that currently, most SEA allegations come through staff, not directly from communities through feedback mechanisms. Follow-up to verify this will be important in influencing thinking on inter-agency CBCM work and ensuring that staff and partners have trust in the PSEA policies and mechanisms of IASC members.

At the global level, the extent of dissatisfaction with the current CBCM approach is significant. This is to the extent that a few IASC members have declared their intention to focus field attention on their own mechanisms. The Review has concluded that IASC members should bring together all adaptations of the CBCM under way or proposed in one summary document. This should be presented to the IASC stakeholders (likely the TEG and the FST,

with additional representation from the country level including HCs) in January 2022. The document should include recommendations for a simple monitoring and learning framework. It should also outline a new, more streamlined, effective inter-agency CBCM. If there is a shared sense of what operationalizing a new CBCM would require from PSEA Networks and IASC members over a one-, three-, and five-year period in an average context, the IASC members should decide if they are prepared to recommit. If this process does not result in a recommitment to the IASC inter-agency CBCM, the implications must be discussed by the IASC Principals.

OCHA/Alioune Ndiaye

4.3. LEADERSHIP, COORDINATION, AND ACCOUNTABILITY

The focus of the IASC Principals and the IASC Secretariat on SEA and sexual harassment has been unwavering over the last decade, and there is evidence that responsibility for PSEA has been firmly embedded at the field level. There is, however, little evidence on whether the mechanisms that have been prioritized – the CBCM, the PSEA Network, the PSEA Coordinator – are delivering. The analysis and design suggest that these were the right priorities, but investment has not been swift enough, cohesive enough, comprehensive enough, or sustained for long enough to compile adequate case studies to build the case that the model is effective. Given the scale of the challenges remaining, the Review can sympathize with those interviewees who have suggested that briefings to Principals are too reassuring, too activity focused and not sufficiently based on the implications of responsibilities and results.

The Review has concluded that the high-level outcomes sought from 2018 onwards in the IASC Acceleration Plan were broadly correct and should be central to the programme of action going forward. However, there needs to be more discussion across the IASC membership about what these outcomes mean, how investment will be generated and how the IASC Principals view success over the medium term. It is now important that targets are set and quantified, and that priorities are more clearly defined. The concept of a PSEA Coordinator established in every RC/HC office, with a well-functioning, inclusive and resourced PSEA Network and supported by the HCT through the HRP, or other means, should be maintained. The IASC Principals should reinforce this commitment and priority to their Country Representatives. However, the Review has concluded that establishing this in every country is unlikely to be achieved in the next few years and that global support to the highest risk contexts must be provided in a predictable manner. This should be supported by real time monitoring (not simply annual or six-month reporting on activities) to also understand if the inter-agency PSEA Network model will change the humanitarian business delivery model – which is after all the intention of a victim-centred approach.

The support provided by the IASC Secretariat is inadequate to meet current PSEAH commitments. The Review has concluded that additional support to and from the IASC Secretariat would be required before the Secretariat could support improved analysis and scaled up activity. This would include taking forward the recommendations made to the Principals in this Review. A rationalization of the roles of different forums and technical support groups in furthering IASC programmes of action and priorities would be helpful.

In addition, more clarity on prioritization and sequencing of activities at the global level would support the rationalization of roles, as would additional clarity on the role of the TEG and the FST in the validation of products. There is confusion at both global and country level about the status and content of different IASC products (even amongst trained PSEA Coordinators). The Review has concluded that it would be important to rationalize and curate the “library” and to undertake a process of validation and date-stamping of current IASC

guidance and tools. Efforts made to collect data on progress which underpin the IASC PSEA Dashboard are welcome and should be supported, but the IASC members should give more consideration to what they need to know, why they need to know it (what action would be taken as a result of this information), what challenges country contexts are systematically having in providing the data and why, and how longitudinal data collection and analysis might inform the targets the IASC Principals will set.

ACCOUNTABILITY

While there has been progress on mechanisms for aggregating allegations, current systems do not allow the IASC members to understand the number and pattern of allegations in relation to the measures that they are putting in place for PSEA in humanitarian contexts. Interviewees agreed that this was an issue but were not able to suggest a way forward, given the current individual agency reporting obligations. The Review is hesitant to suggest additional IASC reporting, as many efforts have already been made to harmonize reporting. The Review has concluded that the implications of this gap in monitoring, at a minimum, should be discussed and understood by the IASC Principals.

The IASC committed to "the ability to offer survivors prompt, confidential, and respectful investigations" under the 2018 Acceleration Plan. The Review has concluded that the intention of the Principals cannot be clearly articulated by their agency personnel and that this outcome has not yet progressed in a measurable fashion. Interviewees cited the operational independence of investigations as a barrier to effecting change. However, managers could adjust parameters governing investigations such as the set-up, structure and profile of investigation offices and procedures. As allegations rise because of greater awareness and reporting, the pressure on the limited capacity able to undertake SEA investigations will grow. Consideration of how to support IASC members as they build capacity will be important in the short term, and consideration of recommendations made previously about support to joint investigative capacity in high-risk contexts should be restarted. The Review concludes that resolving intention and ambition on this issue will be an important area for the IASC Principals in 2022, as will ensuring that objectives on investigation are viewed primarily through a victim-centred approach lens. Without specialized support, the IASC Secretariat may not be able to lead any coordinated activity.

Clear and meaningful progress has also been made on the key issue of reference checking, with the United Nations and SCHR having systems now established. These initiatives can be built upon and developed. The Review found that, if these parallel systems were to be maintained, consideration needed to be given to staff that move between the components of the humanitarian system and continuous reinforcement of the mandatory use of these systems by all agencies will be required.

4.4. SEXUAL HARASSMENT

The Review found that many of those interviewed either did not feel able to speak on the issue of sexual harassment while others, including senior leaders at country level, expressed a view that this was not within the IASC remit. However, the Review found that a clear majority of those interviewed, particularly women, believe that humanitarian agencies have not taken sufficient action to address sexual harassment. The IASC Principals have committed to addressing sexual harassment on many occasions, but the implications of these commitments and the responsibilities are not sufficiently widely understood at the member or country level. The Review concluded that increased clarity on this and clear communication and guidance consistent across all IASC members would be helpful in moving the agenda forward. This will require sustained Principal and senior management commitment across all IASC members to come to a consensus but should be considered urgent.

Leaders and managers may require support to clearly communicate with staff and external stakeholders (such as governments) on the issue of sexual harassment and the IASC purpose and intent.

These are modest conclusions but reflect the reality of the current level of preparedness to act at country level and within many IASC members. Clarity on what the IASC Principals intend to achieve over the next one-, three- and five-year period, with clearly articulated targets and monitoring mechanisms, will be important in providing the impetus to drive the change required.

Photo: UNFPA

5. RECOMMENDATIONS

5.1. Recommendations for IASC principals

5.2. Recommendations for the IASC Secretariat and IASC focal points on PSEAH

5.3. Recommendations for every IASC agency

5.4. Recommendations for donors

Photo: OCHA/Michele Cattani

5.1. RECOMMENDATIONS FOR IASC PRINCIPALS

1. Take action to ensure that staff and affected communities have increased trust in the transparency and accountability of the IASC members and humanitarian partners and their mechanisms for the prevention of and response to SEAH.

- Commit to the application of a victim-centred approach in all aspects of PSEAH activity; further clarify responsibilities to ensure understanding; make explicit the minimum responsibility at country level; support the application of the victim-centred approach in a variety of contexts; and design the proposed five-year Programme of Action on PSEAH around this principle.
- Commit to sustaining focus on changing the culture of the humanitarian sector and to preventing and responding to all forms of sexual misconduct. This should be initiated by mapping and identifying the inherent power differentials, including gender inequality, that enable SEA and sexual harassment.
- Clearly articulate the intended actions of the IASC on preventing and responding to all forms of sexual misconduct in the workplace and how this will be shared with country-level leaders and managers. Communicate management responsibilities around performance appraisals, staff training, the provision of a safe space and safer reporting, and redress mechanisms.

2. Commission and endorse a five-year Programme of Action on PSEAH.

- Accept that the current level of investment over one-year planning cycles has not yet led to the level of accountability and transparency on PSEAH that the IASC Principals have intended.
- Commission, endorse and initiate a five-year Programme of Action on PSEAH by June 2022.

Within this programme of action, the IASC Principals should:

- State that the IASC mindset will shift from expecting that PSEAH activity and investment would lead to zero cases to aiming for a culture of respect for victims, survivors, complainants and whistle-blowers and zero tolerance of inaction.
- Make explicit the IASC commitment to a victim-centred approach to prevention and response and provide clarity on how a victim-centred approach will be upheld and demonstrated.
- Commit to mainstreaming PSEA throughout the humanitarian response, from the design of programming onwards, working with communities to build trust.
- State that the root causes of SEA and sexual harassment are aligned and that addressing both issues will require changing the organizational culture of IASC members and the humanitarian sector.

In addition, the programme of action should:

- Guarantee that actively listening to victims, affected communities, and staff while altering approaches, priorities, and practice, in humanitarian response will deliver a framework of commitments that can be monitored to measure progress and ensure impact and trust.
- Measure and monitor against existing standards and frameworks such as the IASC Six Core Principles and the Minimum Operating Standards for PSEA.
- State what change is intended within a three-year and a five-year period and articulate what progress and change will look like by including measurable yearly and multi-year objectives.
- Require improved risk assessment, mitigation and management of SEA and sexual harassment in all responses and in all contexts.
- Ensure a renewed commitment to engage in a joint complaint and feedback mechanism and clarify the implications if this commitment cannot be engendered.
- Prioritize resourcing of PSEA at country level and determine how current financial instruments can be utilized through IASC Principal instructions.
- Align PSEAH commitments with localization commitments and promote co-leadership with local non-governmental organizations (NGOs) of country-level PSEA mechanisms.

3. Delegate responsibility for crafting a road map to deliver the five-year IASC Programme of Action on PSEAH.

- Task the appropriate mechanism to build upon the findings and recommendations in this review; actively consult across the IASC membership, particularly at country level; develop a workplan; establish a monitoring process; and allocate a budget by June 2022 to support delivery of the five-year IASC Programme of Action on PSEAH.
- Ensure the monitoring mechanism for the programme of action does not overburden HCTs or PSEA Networks and allows challenges to be identified so that they can be escalated and solutions provided. The emphasis should not be upon reporting of activity but on reporting of outcomes. Convene a reference group for monitoring, which should include a strong representation from HCs.
- Require reporting against the programme of action every six months.

4. Reflect on whether the collective monitoring and implementation mechanisms of the IASC Secretariat are working effectively and assess how to strengthen them in the short term should the IASC Principals accept the recommendations and proposed timeline of this review.

- Review whether the current technical and support capacity of the IASC Secretariat is sufficient to deliver essential services to stakeholders as well as the requirements necessary to support the recommendations of this review. This is particularly the case for monitoring, data utilization, support to the PSEA Field Support Team (FST), and support for engagement on investigations.

- Consider, in consultation with PSEA stakeholders, whether the roles of the FST and the Thematic Experts Group on PSEA (TEG) are sufficiently distinct and how roles and decision making can be further clarified in line with the workplan of the five-year Programme of action.
- Empower the IASC Secretariat to broker or provide independent technical advice when PSEA stakeholders are not able to provide an agreed written set of recommendations on priorities, sequencing, endorsement of guidelines and application of policy.

5. Commit to working together against a clear timeline to address barriers to timely, accountable and transparent investigations into reports.

- Acknowledge that the current investigation practice of IASC members is not yet adequately victim-centred. Consider how expectations around timely, effective investigations are currently established and expressed, what is realistic, and how effective communication on investigations – particularly to victims – should be judged. Further consider how the IASC can set new requirements for timeliness or disclosure of results if required.
- Request investigatory bodies to share case analyses of recent SEA allegations for collective learning and consideration. Convene a follow-up to the 2018 and 2019 Meeting of Investigatory Bodies on Protection from Sexual Exploitation, Abuse and Sexual Harassment to assess progress on the agreed actions.
- Consider a joint forum between the IASC and the Task Force on Sexual Harassment of the Chief Executives Board (CEB) of the United Nations. Consider the outputs of the CEB Task Force, which may provide insight on managing SEA cases. Share practices of IASC members that have brought the two areas together under a unified sexual misconduct policy. Reflect on how current tools are strengthening accountability throughout the United Nations system.
- Understand where, and how, it will be possible to establish joint standing investigative capacity at field level in high-risk contexts.
- Consider how to collectively apply lessons about proactive investigations and what processes and mechanisms would be applicable to achieve this.
- Acknowledge that structural change of this nature cannot be achieved overnight. Agree that establishing an improved approach to investigation over the next five years will be transformative and will require an IASC commitment.

6. Establish a funding mechanism to deploy inter-agency PSEA Network Coordinators and sustainably establish up to 15 PSEA Networks in high-risk contexts.[86]

- Accept that prioritizing PSEA means adequately resourcing PSEA and that an ad hoc approach is no longer viable.
- Provide sustainable capacity to PSEA Networks and assess whether this is an effective model after a sustained three-year investment in 10 to 15 high-risk contexts.
- Accept that currently the number of contexts where PSEA Networks are firmly embedded within the humanitarian architecture and sustainable is limited and that urgent action and support is required if the inter-agency PSEA Network model is to be able to deliver. Plan for a commitment of up to three years to implement country action plans and ensure that networks are functional as articulated in their terms of reference.
- Redouble IASC efforts to support HCs to mobilize resources at country level and do not remove this obligation from HCs and HCTs.
- Ensure that emerging crises have immediate surge or scaled-up support for PSEA activity and make funding available if the United Nations Country Team (UNCT)/ HCT can articulate why it cannot provide resources.
- Acknowledge that allegations often only emerge as humanitarian responses close and ensure that funds are available to support capacity to continue engagement with communities if the UNCT/HCT can articulate why it cannot provide resources.

7. Regularize the PSEA Coordinator post.

- Initiate dialogue with the United Nations Development Coordination Office (UNDCO) and OCHA about regularizing the position of PSEA Coordinator within the RC/HC staffing table and harmonize the IASC approach with the development context.

8. Share learning and experience amongst IASC members.

- Continue to transparently share with all stakeholders internal IASC reflections and action on culture change, power and gender as it relates to both SEA and sexual harassment.
- Prepare examples of relevant individual agency practice and experience to share amongst IASC members, following the model of the Promising Practices study of the United Nations High Commissioner for Refugees (UNHCR)87.

86. The SEA proxy risk tool, which is piloted, is an IASC tool to determine how to assess and rank risk of sexual exploitation an abuse.
87. https://interagencystandingcommittee.org/iasc-promising-practices-organizational-culture-change-may-2021

5.2. RECOMMENDATIONS FOR THE IASC SECRETARIAT AND IASC FOCAL POINTS ON PSEAH

1. Hold a round table in early 2022 to consider the implications of the IASC position on a victim-centred approach for IASC members.

- Ensure IASC members have a shared understanding of commitments and policy decisions that have already been made collectively and at individual member level. Reflect on the commitments in terms of the collective and individual operations of members as well as the adjustments and adaptations that will be required. Identify key areas of difficulty and ensure that these are communicated to the Principals to address.

2. In the first half of 2022, subject all IASC PSEAH products to a review and quality assurance process.

- Appoint a committee of PSEA stakeholders to oversee the process. Consult with PSEA Coordinators and PSEA Networks to understand whether products are accessible and useful. Products should be retained and date-stamped, updated and date-stamped, or archived. If products are being monitored and there is already evidence that they are being used and valued by the field, this would simply need to be shared with the committee with no further process being necessary. Review and quality assurance should be repeated at agreed intervals, possibly every two years. The review of the CBCM and the related products that are currently under development should be part of this process. This could be one of the deliverables of the 2022 Champion, who may wish to provide consultancy support to the IASC Secretariat to make independent recommendations and support the committee.
- Convene a meeting at the conclusion of the review and quality assurance process with all IASC PSEA focal points to report the results. Document the process and decisions.

3. Formally reflect on the CBCM following the review and quality assurance process.

- Request the lead agency on the IASC inter-agency complaint mechanism to share a short proposal for the adaptation and updating of the CBCM. This should happen by the end of January 2022.
- In parallel with the review and quality assurance process, the IASC Secretariat should convene PSEA focal points together with the accountability to affected persons (AAP) community for a focused discussion on aspirations for community engagement, the challenges of applying the lessons that have already been collected, and the extent to which investment into the CBCM can be leveraged to rapidly modify the approach. IASC members should also discuss the risks of not moving forward with adaptation of the CBCM.
- Consider whether enough is currently being done to foster exchange between PSEA and AAP practitioners and GBV experts. Applying lessons on ensuring affected communities are fully consulted remains critical in the establishment of any PSEA feedback and complaints mechanism.
- Establish a monitoring mechanism for any update of the CBCM or alternative inter-agency complaint mechanism.

4. Clarify the arrangements for the new IASC PSEA Coordinator roster.

- Contribute to a sustainable solution to build upon the established UNFPA roster to ensure inter-agency funding for PSEA Coordinator positions in high-risk contexts for three years. As the new UNFPA Championship deliverable of the inter-agency PSEA Coordinator roster is now ready, the arrangements for handover and maintenance should be finalized. In addition, training responsibilities should be shared across the IASC members, positions should be established and a performance management system for PSEA Coordinators should be established.

5. Consider how to better leverage the OCHA Investigation Fund to mobilize appropriate investigative capacity for partners.

- Immediately discuss with other investigation initiatives, such as the CHS Alliance Certification and the UNHCR programme for training of investigators, on how best to use the OCHA Investigation Fund to increase reach.

6. Agree on a media and communications approach for the publication of this report.

5.3. RECOMMENDATIONS FOR EVERY IASC AGENCY

1. Accept the responsibility of the IASC PSEAH Championship role where organisational capacity allows as part of the joint responsibility of sustaining Principal-level prioritization of PSEAH.

2. Ensure Country Representatives provide active support to HCs and PSEA Coordinators regarding their PSEA responsibilities.

- Instruct Country Representatives to support the collective HCT responsibility for PSEA. This is important to sustain funding, but it is equally important for Country Representatives to ensure that the HCT culture does not deprioritize PSEA and that it supports collective discussion of sexual harassment.
- Ensure that agency PSEA Focal Points can actively support PSEA Network activity and include this in performance evaluations. This includes ensuring clear and agreed terms of reference for PSEA Focal Points based on the IASC Terms of Reference for Agency Focal Points and providing the appropriate support and training to PSEA Focal Points to enable them to fulfil their role as per the recommendations of the IASC review of PSEA in 2010.
- Provide Country Representatives with guidance and a clear information-sharing protocol. Country Representatives should similarly be aware of the information they should – and should not – be party to.

3. Require Country Representatives to regularly speak to all staff about SEA and sexual harassment. Ensure that when regional and global leadership visit country programmes they also speak to staff about corporate commitments on SEA and sexual harassment and provide enough detail to build confidence and counter cynicism.

4. Consider how best to balance institutional demands for effective PSEAH with support to inter-agency mechanisms at country level.

- Ensure that support for dedicated institutional focal points is routinely in place, with clear responsibilities as well as the time and support to carry out these responsibilities, in line with the IASC Generic Terms of Reference for Agency Focal Points.[88] In addition, IASC agencies are requested to reaffirm their commitment to participate in and support inter-agency PSEA Networks and coordinated PSEA activity. The dual capacity required from individual agencies may be challenging for them to identify, train and support. Should the IASC reaffirm this dual commitment at the global level, clear messaging on expectations should be provided to Country Offices.
- Identify how IASC members can systematically support civil society organizations, particularly women's organizations, in PSEAH activity through capacity-building and funding to support PSEAH activity. The intention should be, in part, to ensure that civil society organizations can more actively engage in the PSEA decision-making process in the PSEAH Network at national level, and in international forums.
- Ensure that any inter-agency awareness-raising and complaints mechanisms are properly resourced to continuously monitor appropriateness at community level and to adapt where required.

5. Ensure global and national cluster coordinators fulfil their PSEA responsibilities.

- Agencies with cluster/sectoral leadership responsibilities should ensure that cluster coordinators are aware of their PSEA responsibilities, actively cooperate with PSEA Coordinators and work proactively to share operational planning and follow PSEA advice.
- Ensure humanitarian actors from all clusters/sectors are accountable to implement safe programming (preventing and mitigating SEA-related risks). Also ensure that humanitarian actors can link SEA survivors to safe and ethical victim assistance in line with the Inter-Agency Minimum Standards for Gender-Based Violence in Emergencies Programming, the United Nations Protocol on the Provision of Assistance to Victims of Sexual Exploitation and Abuse, and in coordination with the in-country GBV and Child Protection cluster/sector coordination mechanisms.
- Relevant agencies should ensure that coordination between GBV, Child Protection, AAP cluster/sub cluster/sectors and PSEA Networks is taking place.

88. interagencystandingcommittee.org/accountability-and-inclusion/new-generic-terms-reference-psea-network-psea-focal-points-and-psea-coordinators.

6. Accelerate efforts to ensure gender parity and equity within the humanitarian workforce.

- This is particularly important for PSEAH for two reasons. First, to ensure that women are visible and accessible to communities in service design, delivery and monitoring, which in turn promotes confidence and trust. Second, because research data demonstrates that diverse teams result in better performance and can positively influence outcomes.[89] Diverse teams can more effectively advance dialogue on gender and PSEAH.
- Ensure that humanitarian actors reduce the power disparities in aid distribution and reduce risks through actively engaging women and girls in mechanisms designed to improve aid processes and prevent/protect against SEA. Programmes and activities that target women, girls and other groups at increased risk of SEA should not take place without female aid workers being present.
- Ensure that efforts are made to create a safe working environment, promote policies on sexual harassment and encourage speaking out.

7. Commit, as senior management, to proactively raising PSEAH when meeting with Member States.

- Commit to initiating conversations about the risks of SEAH and the responsibility of governments for the actions of their own personnel.
- Identify how to improve discussions with national governments and local authorities that are partners in humanitarian response on the PSEA obligations of IASC members and partners.
- Work with donor governments and development actors to find ways to partner, burden share, and support PSEA scale-up. This may include awareness-raising, preparedness, training and support to national stakeholders to establish sustainable national referral pathways to appropriate multisectoral, GBV, prevention and response services.
- Initiate discussion on how national legal frameworks may inhibit partners in carrying out PSEA activity.
- Consider where and how IASC members and partners have been effective in such communication and in supporting national governments and local authorities in their own PSEA efforts and how this work can be strengthened.

8. Commit to develop individual agency statements on how IASC commitments on sexual harassment will be met and commit to senior management leading dialogues on leadership and accountability in each agency.

89. www.mckinsey.com/featured-insights/diversity-and-inclusion/diversity-wins-how-inclusion-matters.

5.4. RECOMMENDATIONS FOR DONORS

1. Continue to promote open dialogue with the IASC and individual IASC members.

2. Accept that PSEAH is a work in progress. Accept that the desired outcome is zero tolerance for inactivity on PSEAH, not zero cases.

3. Accept that prioritizing PSEA means resourcing PSEA.

4. Regard timely, transparent, well-communicated and well-managed allegations and reports as positive and as an indication of good management.

5. Consider the risk and unintended consequences of pausing or withdrawing funding due to SEA allegations. Ensure the agency can still deliver services or that another agency can step in.

6. Participate in and partner with IASC agencies in discussions about power in the sector and how change can be fostered.

6. ANNEXES

Annex 1: IASC PSEAH external review terms of reference 2021

Annex 2: Purpose, scope, approach, methodology

Annex 3: The IASC championship on protection from sexual exploitation and abuse and sexual harassment

Annex 4: IASC history of commitment to protection from sexual exploitation and abuse and sexual harassment

Annex 5: Timeline of PSEAH activity related to the IASC 2002-2021

Annex 6: Glossary

Annex 7: List of interviewees

Annex 8: Bibliography

Photo: OCHA/Alioune Ndiaye

ANNEX 1: IASC PSEAH EXTERNAL REVIEW TERMS OF REFERENCE 2021

- Endorsed by Inter-Agency Standing Committee April 2021
- Agreed by the PSEAH External Review Advisory Group April 2021

Introduction

An external review of the Inter-Agency Standing Committee's (IASC) approach to protection from sexual exploitation and abuse and sexual harassment (PSEAH) will be conducted in 2021. The objective of the review is to provide an independent assessment of progress made, and the overall impact and effectiveness of IASC's PSEAH approach, building from the previous IASC inter-agency "Review of Protection from Sexual Exploitation and Abuse by UN, NGO, IOM and IFRC Personnel," conducted in 2010. Given the range of actions implemented system-wide over the past years, a follow-up review is timely and necessary.

Background

In 2010, IASC commissioned a review to assess the extent to which organizations and country teams had implemented their obligations to address PSEA.[90] The review focused on PSEA implementation and coordination mechanisms from 14 agencies' HQ level to the national level and made a number of recommendations. The findings of the report established a baseline for informing subsequent inter-agency PSEA responses, across humanitarian, development, and peacekeeping work.

The 2010 approach was largely individual agency-focused, but as the PSEAH community has since placed greater emphasis on inter-agency approaches, the findings from 2010 will be applied more broadly toward the current status of inter-agency PSEAH initiatives.

Objectives

Main objectives of the external review:

- Assess the status of the findings of 2010 key/ challenges/ gaps/ needs across agencies in the IASC and identify new findings to promote learning.
- Assess accountability using the 2010 review as a baseline, and the extent to which PSEA obligations have been implemented and the IASC has taken on the 2010 recommendations.
- Assess how well the system as a whole (including the UN, I/NGOs, Red Cross/ Red Crescent Movement) is addressing PSEAH and provide recommendations for improvement that are applicable across agencies.

The primary users of the review will be the UN and I/NGOs and those agencies operating under the IASC umbrella.

90. https://interagencystandingcommittee.org/protection-sexual-exploitation-and-abuse/documents-public/iasc-global-review-protection-sexual

Scope

While there is currently a strong PSEAH policy foundation, the findings in 2010 suggest that there are gaps in the implementation of PSEAH policies. This review will focus on examining the recommendations set forth in 2010, and progress made, as well as existing coordination strategies and mechanisms used to engage with local populations, prevent and respond to SEAH and ensure management accountability and compliance.

The landscape of PSEAH in the humanitarian sector has changed vastly since 2010, including the addition of sexual harassment (SH), PSEA networks, and other various coordination mechanisms, policies and procedures, and the UN Protocol on the Provision of Assistance to Victims of Sexual Exploitation and Abuse, which all serve to strengthen the PSEAH response, and will be considered in the methodological approach of this review.[91]

Geographic Coverage

Where possible, field visits will take place to the Democratic Republic of Congo (DRC), and two other priority countries identified by the IASC. Country selection will be performed by the Advisory Group on the basis of country situation analysis conducted by the Special Advisor.

Timeframe

Given timely contribution of the needed financial and in-kind resources and recruitment of consultants as well as adherence to deadlines by participating organizations, the review is expected to be completed in six months, starting in March 2021.

Methodology

The methodology will be developed by the Advisory Group in consultation with the Special Advisor. This will likely include data collection consisting of a desk review; case studies; and high-level consultations, culminating in a final output such as a workshop of key stakeholders. The desk review will address current and past IASC structure, outputs, architecture and resources, reporting lines, resourcing, and high-level representation.[92][93]

This will also consist of a review of the status of some of the findings from 2010, including but not limited to:

- Established PSEA policies have not translated into managerial and staff understanding and acceptance of policies.
- Policies and technical guidance have not been communicated to the field with sufficient authority or clear direction and are not accessible.
- Implementation of PSEA policies is patchy, poor, or non-existent.
- The most critical gap in organizational support to PSEA is that of visible senior management leadership actively promoting PSEA policies and proactively supporting activities, while holding field managers account

At the discretion of the Advisory Group, case studies of practice, demonstrating challenges

91. https://www.un.org/en/pdfs/UN%20Victim%20Assistance%20Protocol_English_Final.pdf
92. This may include a review of IASC Minimum Operating Standards for PSEA from 2012: https://interagencystandingcommittee.org/system/files/2020-03/Minimum%20operating%20standards-psea%20by%20own%20personnel%202012.pdf
93. Further topics that may be explored during the review as they pertain to PSEAH include: LGBTI; men and boys and other marginalized populations. This may also include an analysis of the current status of diversity, equity and inclusion (DEI) and race and power dynamics.

and innovation, should be collected from a set number of countries through document review and virtual interviews. These methods will be used to produce detailed case studies that represent examples of good practice and innovation, as well as challenges that remain unaddressed, based on the information provided through interviews.

A post-review learning workshop will be held once the process is complete and all outputs delivered. A joint time-bound action plan will be developed in this forum as it is an opportunity for organizations to feed into findings, conclusions, lessons and recommendations. The Advisory Group will recommend to the IASC Champion on the proposed use of the review results and the IASC Champion will bring relevant findings and recommendations to the IASC Principals for endorsement and follow-up.

MANAGEMENT STRUCTURE

a) Special Advisor

The review will be carried out by a high-level expert with sufficient seniority with the users of the review to ensure system-wide consideration of the review recommendations.

The Special Advisor will be under the administrative supervision of the IASC Champion (UNFPA) and work under the technical guidance of the IASC Senior PSEA Coordinator and Advisory Group.

b) Advisory Group

An Advisory Group composed of representative UN agencies, I/NGO(s), and the Red Cross movement will be selected through a process of nominations from IASC members.

The IASC Secretariat and the managing agency will select members to reflect inclusive representation of IASC PSEA stakeholders. Members of the Advisory Group must be senior enough to represent their organization and have authority to make decisions.

The Advisory Group will be constituted from the former and current IASC Champions on PSEA and Sexual Harassment, as well as well as nominated representatives from NGO consortia. The Group will be co-chaired by a representative of the managing agency and the IASC Secretariat.

The Advisory Group will provide guidance and strategic direction to the review process on behalf of the IASC. The duties of the Advisory Group will include:

1. Ensuring an inclusive process for finalization of the External Review ToR.
2. Provide necessary feedback on tools developed for the review.
3. Selecting the locations for field visits (where feasible) and case studies.
4. Coordinating feedback to their own agencies and staff of the review process; solidifying support and participation across all relevant departments (strategic, operational and programs).
5. Examining and commenting on interim findings and the various draft reports produced.
6. Deciding on follow-up measures for the external review.

c) Managing Agency

In order to ensure coherence and coordination in the overall management of the review, UNFPA will act as line manager for the overall review process. This organization will:

1. Provide secretariat support to the Advisory Group.
2. Receive and distribute funds as necessary for the smooth functioning of the review.
3. Facilitate communication between the Advisory Group and the Special Advisor.

d) Agency Review Task Manager

A dedicated individual within the managing agency will be responsible for the day-to-day management of the review and assist in the process of data collection. This person will also be responsible for facilitating communication between the Managing Agency and Special Advisor, and the IASC/ Secretariat.

e) Members

Special Advisor: Moira Reddick
Advisory Group: Jane Connors (UN Victims' Rights Advocate), Georgina Lund (CARE International), Tanya Woods (CHS Alliance), Wendy Cue (IASC Secretariat, OCHA), Alon Plato (ICVA), Tine Tinde (IFRC), Merriweather Beatty (InterAction), Dyane Epstein (IOM), Lynne Goldberg (OSCSEA), Blessing Mushohwe (Plan International), Elysia Nysan (WVI), Eva Bolkart (UNFPA), Diane Goodman (UNHCR), Tasha Gill (UNICEF)
Agency Review Task Manager: Carly Owens (UNFPA)

DELIVERABLES

The Special Adviser will, in consultation with the advisory group provide:

- An inception report including final methodology, tools, and actions for carrying out the review.
- A desk review of the 2010 findings and recommendations and the current status of PSEAH within the context of the global review.
- A global review report that brings together findings and provides recommendations, building from those set forth in 2010.
- Presentation of initial findings at workshop (September).

FRAMEWORK FOR FEEDBACK AND FOLLOW-UP

The IASC Champion will present Review recommendations to the IASC Principals who will consider which recommendations to endorse and take forward.

A management response mechanism will be established for implementation of recommendations. A time bound action plan for implementation of the recommendations will be established, monitored and reported on at an agreed upon time in the future.

At the onset of the review, the Advisory Group will develop a feedback and follow up framework, identifying roles and responsibilities.

ANNEX 2: PURPOSE, SCOPE, APPROACH, METHODOLOGY

This Review has been carried out by an independent external consultant engaged by the United Nations Population Fund (UNFPA) as the managing agency.[94] The consultant worked under the administrative supervision of UNFPA, as the 2021 Inter-Agency Standing Committee (IASC) Champion on Protection from Sexual Exploitation and Abuse and Sexual Harassment (PSEAH), and under the technical guidance of the IASC Senior Coordinator on PSEAH and the review Advisory Group.

The primary purpose of the 2021 review is to provide an independent assessment of progress made since the 2010 IASC inter-agency PSEA review[95] and to consider the overall impact and effectiveness of the IASC approach to PSEAH. While the 2010 review focused on the individual IASC members, the terms of reference for the 2021 review directed that the findings from 2010 were to be applied more broadly and focus on the status of inter-agency PSEAH initiatives and identify progress against the findings of the 2010 review.

During inception, the Advisory Group requested that the review consider additional areas relevant to the 2021 context, namely the extent to which the IASC could demonstrate that it was taking a victim-centred approach to PSEAH and to what extent there had been work understaken and progress made on prevention and response to sexual harassment. It was acknowledged that there may be limited information available and a lack of depth to findings, but inclusion of these areas was considered critical by AG members to appropriately profile the issues. The Advisory Group also requested specific consideration of the IASC community-based complaints mechanisms (CBCMs) as well as accountability to affected populations (AAP) in country-level interviews. As a result, the original objectives and thematic areas will be presented in this report under four main thematic areas:

- Victim-centred approach
- Community engagement and accountability
- Leadership at global and country levels
- Sexual harassment

Scope

The scope of the review is global and stretches over a decade. It was agreed with the Advisory Group and Review Management that the most attention should be paid to the period from 2018 onwards, given the increase in IASC activity from that point forward.[96] The review examines progress made by the IASC globally and inter-agency PSEA Networks at country level. The focus therefore is primarily on the accountability and responsibilities of international actors at country level, not national actors, unless they are members of inter-agency PSEA Networks. It is fully acknowledged that the perspectives of humanitarian actors and authorities that are not involved in inter-agency PSEA Networks, as well as affected communities and victims, would have been valuable. However, these parties were not within the scope of this review.

94. The consultant also led the 2010 IASC external Review.
95. Protection from Sexual Exploitation and Abuse ReviewDraft (pseataskforce.org)
96. See Annex 1

Methodology

Survey

The original methodological approach was to reissue modified versions of the 2010 surveys. However, as the focus of the IASC activity has moved to inter-agency support at field level, it was agreed that resurveying individual agencies would not be useful. As the annual IASC 2021 PSEA Network survey was just being sent out as this review began, there would be no appetite for an additional survey. It was therefore agreed that the data from the PSEA Network survey would be used to shape and focus interviews and field visits. Unfortunately, delays in finalizing the survey report prevented this as verification of results were required and data was only received in November 2021.

Document review

The document review was conducted on an ongoing basis throughout the review, with documents being provided by the IASC and members of the Advisory Group, as well as an Internet search by the consultant. Annex 8 provides a list of reviewed documents used or referenced in the report.

Interviews with key informants

Most primary data came from interviews with an extensive list of interviewees. These interviewees were initially provided by the Advisory Group and Management Team and were then added to selected PSEA Coordinators at country level who were asked to propose in-country stakeholders. It was agreed that it would not be appropriate for the consultant to interview affected communities or victims remotely. In total, 159 people were interviewed for the review and are listed in Annex 4. There were also an additional 7 interviewees who requested that their names be withheld. A general script for the key informant interviews was developed but was customized for each interview, as the diversity of interviewee knowledge, experience and viewpoints was so great. Discussions were also held with four PSEA Networks, and four groups of women and girls and one displaced community group in Haiti. This diversity of interviewees prevented any significant quantification of interviewee responses as the scripts were increasingly refined. Interviews were analysed against the following: global level post/national level post, leadership/technical/other staff, genders, un/ingo/nngo/community representative/ community member. Notice was also taken of length of time in current post and length of time in the humanitarian sector.

In some cases, interviewees were recommended because of their overall experience, while other interviewees were selected as a result of the post they currently inhabit. Resident Coordinators/ Humanitarian Coordinators (RCs/HCs) and Deputy Humanitarian Coordinators (DHCs) interviewed were generally identified by the Advisory Group because of their experience managing PSEAH in a high-risk context or operating in the wake of high-profile PSEAH incident(s).97 Representatives of international non-governmental organizations (INGOs) and non-governmental organizations (NGOs) working at country level were either recommended by Advisory Group members or identified by the PSEA Coordinator in the country.

Additional research at country level

As previously noted, the Advisory Group requested additional information on themes of particular interest where data amongst

97. There were several questions in response to the draft Review report requesting that more information be provided about whether those RC/HCs interviewed were in development contexts, putting the RC's under the authority of the Deputy Secretary-General with an ASG overseeing them and working hand in hand with OSC. Questions were also asked regarding the impact of UNDS Reform. The Reviewer believes that this is important, and several RCs shared their thoughts on this issue. Their feeling was that – historically – there had been more support provided to them in their HC role than in their RC role.

IASC agencies was lacking. It was agreed that these additional themes would be added to interviews at country level, with the awareness that expectations should be modest. It was also agreed that each theme would focus on two or three countries, where a minimum of five interviews would be held.[98] These interviewees would be proposed by the PSEA Coordinator or equivalent in the country. This allowed some triangulation of views at country level on these themes but resulted in less overall standardization of data collected.

A validation field visit to Haiti was undertaken to identify how lessons learned had been applied in the earthquake response in August 2021. The validation field visit was challenging to secure and delayed the drafting of this report. However, it proved to be an extremely useful exercise. The external reviewer was accompanied on the visit by two members of the Review Management Team.

Confidentiality

Interviewees were guaranteed a confidential and anonymous interview. They gave permission for their name to be recorded in Annex 4[99] and for notes to be taken and stored for use by the consultant. Interviewees were allocated a number that was used in early drafts for reference. Information gathered through document review and interviews was held in a confidential Excel data capture file that was cross-referenced by area of focus. As the information was coded, additional information and triangulation was sometimes sought through follow-up and repeat interviews. The data is held only by the external consultant and will be destroyed once work on the review has been finalized.

Limitations

- The breadth of the scope requested by the Advisory Group (expanded from the TOR) has limited the depth of coverage on individuals focus areas overall. This was raised with decision makers when the scope was finalized. As a collective, the Advisory Group was unable to reduce the scope of the terms of reference. During the discussion, the Advisory Group acknowledged that there was unlikely to be significant evidence available to the review on some themes, but it hoped that there would be findings that could direct future research. Therefore, the questions on these aspects were framed around the intention to understand what evidence was available.
- The remote nature of the data collection and the need to cover such a broad range of issues across the IASC membership precluded a focus on national and local humanitarian agencies as subjects or as informants. This is a major limitation. Mitigation included focusing on a limited number of countries, asking the PSEA Coordinator to include national agencies amongst those interviewed and meeting with national actors during the field visit.
- Further mitigation of the impact of the broad scope was undertaken by customizing the lengthy key informant questionnaire for each interviewee based on their background, current position and area of responsibility.[100]
- Discussions on scope included the extent to which this review can also address specific population groups, such as people with disabilities or members of the LGBTQI+ community. It was agreed that such a

98. A typology was provided in a background note to the AG and focused on spread across geography, conflict/natural disaster, rapid onset/protracted crisis within HRP contexts. Advice was provided by AG members and the IASC negotiated access for interviews. The final countries were Afghanistan, DRC, Haiti, Nigeria, South Sudan, cross-border Syria, Venezuela
99. In two cases the interview was conducted by other consultants where language constraints were an issue
100. It was accepted that this prevented quantification of interview findings, but this would not have been possible given the wide backgrounds and perspectives of those interviewed.

disaggregated approach would not be possible but that the implications of this should be noted.

- The IASC PSEA Network survey, which informs the annual updating of the IASC PSEA Dashboard, had not yet been finalized when this draft report was circulated. Meetings were held with the IASC representatives working on the survey results to understand challenges and to guide the shaping of interview questions.
- Many of the countries originally identified for interviews and themed work were responding to new or deteriorating crises, thus delaying interviews by several months in some cases or making interviews impossible.

ANNEX 3:
THE IASC CHAMPIONSHIP ON PROTECTION FROM SEXUAL EXPLOITATION AND ABUSE AND SEXUAL HARASSMENT

The IASC Championship on Protection from Sexual Exploitation and Abuse and Sexual Harassment (PSEAH) is described by interviewees as a concrete demonstration of the commitment by the IASC Principals to addressing sexual exploitation and abuse and sexual harassment (SEAH) and maintaining high-level IASC focus on the issue. It is a commitment made by the Principal of the IASC member, who has then mobilized the resources of their respective agency to support agreed priorities.

IASC PSEA CHAMPION (2011-2017): INTERNATIONAL ORGANIZATION FOR MIGRATION (IOM)

- Director General William Lacy Swing of IOM assumes the Championship role in 2011 ensuring recommendations from the 2010 IASC Review were instigated and, in particular, securing ongoing scheduled reporting at senior levels on progress..
- In parallel, Kate Gilmore, Deputy High Commissioner for Human Rights (OHCHR) and Lindsay Coates, then President of InterAction, were Co-Champions on the issue of sexual harassment and abuse of aid workers.
- In 2012 the IASC Task Force on Protection from Sexual Exploitation and Abuse was established. [The IASC Task Force on Protection from Sexual Exploitation and Abuse task force is merged with the IASC Task Team on Accountability to Affected Populations (AAP) to become the AAP/PSEA Task Team in 2014 and was later integrated into IASC Results Group 2 on Accountability and Inclusion.]
- As William Lacy Swing, Kate Gilmore, and Lindsay Coates all stood down from their Champion roles at the same time, it was felt that this was an opportunity to seek convergence on these issues.

IASC CHAMPION FOR PSEA AND SEXUAL HARASSMENT (2018-2019): UNITED NATIONS CHILDREN'S FUND (UNICEF)

- Executive Director Henrietta Fore of UNICEF assumed the IASC PSEAH Championship role.
- The IASC Strategy on PSEA and Sexual Harassment, developed by the United Nations Emergency Relief Coordinator, UNICEF Executive Director and the United Nations High Commissioner for Refugees, was issued.
- The IASC PSEA Acceleration Plan established a country-level coordination structure on PSEA and advanced a common vision for accelerating PSEA. The IASC Strategy and Acceleration Plan focus on three overarching objectives: (1) encouraging victims to come forward and a speak-up culture; (2) improving quality, survivor-centred support and protection; and (3) strengthening vetting, reference checking, investigation processes and disciplinary measures.
- The IASC PSEA Country-Level Framework for Humanitarian Coordinators/ Humanitarian Country Teams (HCs/UNCTs) was launched as an overarching framework for PSEA and subsequently adapted United Nations system-wide for all Resident Coordinators (RCs)/UNCTs.
- The IASC PSEA Field Support Team was established to support HCs/HCTs and inter-agency PSEA networks to accelerate PSEA, as part of the overall IASC Secretariat activities.
- The development, launch and support of the IASC PSEA website and global dashboard was undertaken to promote a global IASC community of practice on PSEA and the tracking of country-level PSEA results against IASC priorities.

IASC CHAMPION FOR PSEA AND SEXUAL HARASSMENT (2019-2020): UNITED NATIONS HIGH COMMISSIONER FOR REFUGEES (UNHCR)

- Filippo Grandi of UNHCR assumed the IASC PSEAH Championship role.
- A Communications Package for leaders was released to provide guidance on engaging in meaningful discussions with staff on sexual exploitation and abuse and sexual harassment.
- A session on values, attitudes and organizational culture in relation to prevention of sexual misconduct to provide a forum for open dialogue and experiential learning was developed. Sessions were held with the Task Force on Addressing Sexual Harassment of the United Nations Chief Executives Board for Coordination (CEB) in December 2020, the IASC Principals in January 2021, and with HCs/RCs across the world in June 2021.

- As a result of these sessions, development and publication of a Facilitators' Guide for Session on Values, Attitudes and Organizational Culture was undertaken for use by all agencies to carry out similar sessions within their teams.
- The publication of *A Selection of Promising Practices on Organizational Culture Change*, showcased innovative work by humanitarian and development organizations on power imbalances in the workplace that give rise to sexual misconduct.
- The launch of the Saying NO to Sexual Misconduct interagency learning package to sensitize partner staff and capacitate them to define, detect and respond to sexual misconduct and sexual harassment. It is now made available in English, French, Arabic, Spanish and Portuguese, with plans to translate it to Russian.
- The establishment by UNHCR and the International Council of Voluntary Agencies (ICVA) of the Inter-Agency PSEA Community Outreach and Communication Fund to provide rapid grants to support creation of information, education and communication material by local actors in
- Development and launch in 2021 of e-learning for partners on investigations into sexual exploitation and abuse, providing clear guidance on key investigation principles and methods.

IASC PSEAH CHAMPION (2021-2022): UNITED NATIONS POPULATION FUND (UNFPA)

- Executive Director Dr Natalia Kanem of UNFPA assumed the IASC PSEAH Championship role.
- The IASC Principals re-endorse the IASC Champion's Strategy on Protection from and Response to Sexual Exploitation and Abuse and Sexual Harassment (March 2021, originally created in 2018).
- Establishment of an Inter-Agency PSEA Coordinator Roster for deployment to humanitarian and development settings. A pool of 21 pre-selected and vetted PSEA experts at the P4 and P3 levels were trained and are available for deployment. Start of work to integrate roster into existing IASC structures as a permanent resource for the humanitarian community.
- Development of a training module on Gender-Based Violence (GBV) Case Management with Survivors of Sexual Exploitation and Abuse for frontline GBV case workers.
- Launch of an advocacy campaign to build local champions across communities in 35 priority countries, working with the United Nations and civil society partners, reaching nearly 1 million people with information about their rights and the available support.
- Commissioning of an independent external review of PSEAH effectiveness to provide an independent assessment of IASC collective progress on PSEAH over the last decade. Preliminary findings presented at the annual Humanitarian Coordinators Retreat in October 2021.
- Convening of a Principals-level round table discussion with United Nations and non-United Nations actors on 23 November 2021 to present the findings and recommendations of the independent external review and to seek endorsement of review recommendations.

ANNEX 4:
IASC HISTORY OF COMMITMENT TO PROTECTION FROM SEXUAL EXPLOITATION AND ABUSE AND SEXUAL HARASSMENT

BACKGROUND

Under the leadership of successive Secretary-Generals, the United Nations has made a series of commitments based upon the prohibitions laid out in the 2003 Secretary-General's bulletin on "Special measures for protection from sexual exploitation and sexual abuse" (ST/SGB/2003/13).[101] The bulletin prohibits sexual exploitation and abuse (SEA) by all staff of the United Nations as well as personnel from separately administered organs and programmes of the United Nations. It includes an obligation to report any concerns or suspicions of SEA by fellow personnel through appropriate mechanisms. This obligation applies to all humanitarian personnel, including those not directly employed by the United Nations. A fact sheet on more recent initiatives by the Secretary-General to prevent and respond to SEA is updated regularly and contains information on selected IASC work as well as work by United Nations agencies, funds and programmes.[102]

In 2016, the United Nations Secretary-General appointed a Special Coordinator on improving the United Nations response to sexual exploitation and abuse as part of a series of measures after the release of the report of an independent review panel on sexual exploitation and abuse by international peacekeeping forces in the Central African Republic. The Special Coordinator supports the ongoing efforts of the Secretary-General and the leadership of United Nations offices, departments, agencies, funds and programmes to better align systems and to strengthen the United Nations response to SEA. In 2017, the United Nations System Chief Executives Board for Coordination (CEB) established a CEB Task Force on addressing sexual harassment within the organizations of the United Nations system.

101. ST/SGB/2003/13 - E - ST/SGB/2003/13 -Desktop (undocs.org)

102. 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.pdf

IASC APPROACH TO PROTECTION FROM SEXUAL EXPLOITATION AND ABUSE AND SEXUAL HARASSMENT

The long-standing IASC commitment to protecting affected populations from sexual exploitation and abuse within all humanitarian response operations and to supporting Humanitarian Coordinators (HCs) and Humanitarian Country Teams (HCTs)[103] has driven efforts to deliver on this obligation. This has been through senior global leadership statements of commitment, clarification of responsibility for leadership at country level, provision of guidance, technical support, provision of technical resources and partnerships. At the time of the last IASC external review of PSEA in 2010, there was no formal IASC coordination oversight of PSEA activity and progress. A previous IASC mechanism, which was established after the release of the 2002 report by the Save the Children UK and the United Nations High Commissioner for Refugees (UNHCR) detailing extensive abuse of West African refugee children, had ended in 2004.

The 2002 Six Core Principles on PSEA have served as clear standards for humanitarian agencies and personnel and were reviewed in 2019.[104] In 2012, the IASC adopted the Minimum Operating Standards on PSEA. These were the first sector-wide frameworks and together have provided a basis for policies and procedures on PSEA within the humanitarian sector.[105] The Minimum Operating Standards were supplemented by guidelines in 2013.[106] Subsequent IASC policies, statements, strategies, and guidance regularly reference the Six Core Principles and the eight Minimum Operating Standards. In effect, the foundation for action has been in place for at least a decade. PSEA Networks existed before 2010[107] though limited in number.

In 2010, the IASC conducted an external review of PSEA, which focused on the policy and practice of 14 individual IASC organizations. In 2011, the IASC PSEA Task Force[108] (co-chaired by the United Nations Children's Fund (UNICEF) and the International Medical Corps (IMC)) was established in response to a recommendation in the review that high-level oversight would be required to implement recommendations resulting from the findings.

103. For more information on the roles of the HC and HCT see: https://www.humanitarianresponse.info/en/coordination/clusters/who-does-what
104. The IASC continues to strive for ever clearer language and Principle 4 was being reviewed again as this Review was being finalised.
105. Many organisations did have policies and procedures in place prior to 2003.
106. https://psea.interagencystandingcommittee.org/sites/default/files/IASC%20-%20Guidelines%20to%20Implement%20the%20MOS-PSEA.pdf
107. Protection from Sexual Exploitation and Abuse ReviewDraft (pseataskforce.org)
108. https://pseataskforce.org/en/taskforce.html

IASC PSEAH STRATEGY AND IMPLEMENTATION

In 2011, the IASC Principals approved the 2010 review and endorsed the recommendations. William Lacy Swing, the Director-General of the International Organization for Migration (IOM) became the first IASC PSEA Champion, ensuring that commitments made by the IASC were regularly reported on at Principals meetings and focusing on delivery of an inter-agency community-based complaints mechanism as recommended by the 2010 review.

The IASC Principals issued a statement in 2015[109] confirming their intention to fully implement and operationalize the PSEA Minimum Operating Standards and reinforcing the role and responsibility of HCs to ensure that PSEA was clearly established within the humanitarian architecture at country level.[110]

In the humanitarian context, the HC has system-wide responsibility for developing collective PSEA strategies and ensuring that action plans are implemented. The standard terms of reference for HCTs, endorsed by the IASC in 2017, reinforced the principle that PSEA is a collective, mandatory responsibility.

In 2018, the IASC agreed to seek greater convergence on the underlying issues related to SEA and sexual harassment and abuse of aid workers. Interviewees during this review confirmed that the convergence the IASC agreed upon was at the global level and did not include an obligation for inter-agency coordination on sexual harassment at country level.

When UNICEF Executive Director Henrietta Fore assumed the IASC PSEAH Championship role in 2018, the priority of her Championship was to accelerate PSEA in countries facing humanitarian crises, a core contribution to the IASC Strategy. Strengthening a global IASC community of practice on PSEA through improving knowledge management and country-level tracking of progress was the second priority of the UNICEF Championship. Therefore, the IASC invested in resourcing country-level PSEA systems and services, supporting senior leadership, and deploying technical specialists to accelerate protection from SEA in crisis-affected communities. The IASC PSEA Country-Level Framework for HCs/HCTs was launched , the IASC PSEA Field Support Team (FST) was established, and the IASC PSEA website[111] and global dashboard[112] were launched.

The global IASC Strategy and IASC PSEA Acceleration Plan endorsed by the IASC Principals at the end of 2018 called for strengthening the leadership and coordination structures in each humanitarian response.[113] The plan required commitment to three priority outcomes: (1) safe and accessible reporting, (2) quality assistance for the survivors of sexual exploitation and abuse, and (3) enhanced accountability, including investigations. The IASC had determined to meet these outcomes, primarily outcomes 1 and 2 by “strengthened

109. https://psea.interagencystandingcommittee.org/sites/default/files/2020-06/principals_statement_on_psea_2015.pdf
110. This is also fully coherent with the responsibilities of the Resident Coordinator (RC) role.
111. https://psea.interagencystandingcommittee.org/
112. https://psea.interagencystandingcommittee.org/dashboard
113. The IASC Strategy and Action was a joint UNHCR, UNICEF, OCHA Principal level strategy subsequently adopted by all Principals.

leadership and coordination structures at country level", including the already agreed inter-agency PSEA Coordinator function in support of the HC. The role of the PSEA Network was updated with an agreed purpose to support and coordinate the work of PSEA Focal Points from across the members of the humanitarian sector in the country.[114] The HCT would adopt a PSEA Steering Committee function for the inter-agency PSEA Network. The plan was described as a "call to action" to IASC members to dedicate resources and support the collective endeavour.

As of 2021, all Resident Coordinators/HCs are required to submit a Country-Level Action Plan to Prevent and Respond to Sexual Exploitation and Abuse to the Secretary-General. The Model Template is derived from the IASC Minimum Operating Standards and PSEA Acceleration Plan and outlines the minimum actions by United Nations Country Team/ HCT members and is intended to be adapted and contextualized at country level. The five outcomes are further articulated at output level (16), followed by indicator level (49). The expectation is that this will support allocation of responsibility and mobilization of resourcing and provide a basis for tracking progress.

To assess needs and support implementation of the PSEA Acceleration Plan, the IASC conducted a mapping of country-level PSEA systems in 2018. In 12 countries facing humanitarian crises, less than 25 per cent of the affected population had access to a channel for reporting SEA. Access to assistance for victims and survivors was also limited, with only 4 out of 34 HCTs estimating that 75 per cent or more of women and children could access gender-based violence (GBV) services. Most HCTs could not indicate an approximate time frame for triggering an investigation after an SEA allegation is reported.

Following this initial mapping, the IASC adopted a dashboard for countries with a Humanitarian Response Plan (HRP[115]), Refugee Response Plan (RRP) or similar.[116] The data informing the dashboard comes from an annual global survey that was initiated in 2019. The survey is conducted by the PSEA Network or Coordinator, and then the survey report is approved by the HCT at country level. The survey was updated in 2020 and 2021, although the 2021 data have not yet been uploaded to the dashboard. The dashboard does not – yet – provide longitudinal data and is not yet able to provide trends analysis. With the addition of 2021 data, tracking achievement and identifying contexts for inter-agency support and prioritization should become clearer. Between September 2020 and October 2021, more than 4,000 active users had accessed the country-level dashboards, with the most visited countries being Iraq, Ethiopia, Afghanistan, the Democratic Republic of the Congo (DRC) and South Sudan[117]. A 26 page guidance note to support HCTs and the PSEA Network in using the indicators as they complete the survey has been drafted, but it is not yet finalized. The indicator guidance is intended to track progress on the acceleration of PSEA within humanitarian response at

114. The 2008 TOR for PSEA Focal Points was updated in 2021 https://psea.interagencystandingcommittee.org/sites/default/files/2021-10/In-country%20PSEA%20Focal%20Point%2C%20Generic%20Terms%20of%20Reference%20%28ToRs%29%2C%202021.pdf. This clarifies that: 'The role of the Focal Point is limited to PSEA. Although the PSEA Focal Points need to be able to identify links between SEA and other forms of staff misconduct, they are not responsible for implementing activities beyond PSEA [If designated as Sexual Harassment Focal Point, separate TORs will be needed].'

115. For an articulation of the purpose of the HFP see here 2022 Humanitarian Response Plan - Template | Assessment & Analysis Knowledge Management Platform (hpc.tools)

116. The IASC Strategy and Action was a joint UNHCR, UNICEF, OCHA Principal level strategy subsequently adopted by all Principals.

117. The Information supplied on this did not indicate if this was in order of most demand.

country-level to inform where further action is needed, while also prompting the integration of PSEA within the humanitarian programme cycle. It also provides a common framework and methodology guidance intended to support all PSEA Networks in planning and regularly monitoring and reporting on PSEA. The dashboard data and analysis will also feed into the planned forthcoming IASC SEA Risk Indicator Project to ensure complementarity. The IASC SEA Risk Indicator Project, however, is only at the pilot stage.

In 2018, the IASC Results Group 2 on Accountability and Inclusion was established, with PSEAH and accountability to affected people (AAP) included in its scope of work. As such, Results Group 2 became responsible for oversight of PSEAH. The group is overseen by the IASC Operational Policy and Advocacy Group (OPAG), which also takes decisions on endorsing IASC products or referring them to the IASC Principals. In the same year, the first IASC Senior Coordinator for PSEAH was appointed.

There has been an increase in IASC initiatives related to PSEAH since 2018. According to interviews conducted during this review, this includes some highly valued advisory initiatives on ensuring PSEAH continuity within the COVID-19 response. Some – though not all – of these initiatives are detailed in Annex 1.

IASC TECHNICAL SUPPORT

The IASC is supported by a Thematic Experts Group (TEG) on PSEAH, comprising about 30 institutional members across the IASC membership, as well as independent invited experts and attended by the United Nations Office of the Special Coordinator on improving the United Nations response to sexual exploitation and abuse and the United Nations Office of the Victims' Rights Advocate (OVRA). The terms of reference of the TEG were revised in 2020, and its role is to support the implementation of the Results Group 2 PSEAH workplan.[118]

The FST on PSEA (draft terms of reference dating from 2020 are linked below[119]) is comprised of an inter-agency team of technical specialists from IASC agencies. The FST provides remote advisory support, coordinates training and/or undertakes targeted missions to support HCs/HCTs in accelerating support to scale-up inter-agency PSEA, for example in the Central African Republic. The FST meets monthly, and until recently was supported by a full-time FST Coordinator provided by UNICEF.

118. https://psea.interagencystandingcommittee.org/about-thematic-experts-group
119. ttps://psea.interagencystandingcommittee.org/psea-field-support-team

ANNEX 5:
TIMELINE OF PSEAH ACTIVITY RELATED TO THE IASC 2002-2021

The timeline below, while not exhaustive, outlines:

	Many of the significant actions taken by the IASC and IASC members
	Relevant whole of United Nations actions that entail obligations that impact the IASC
	High-profile incidents of sexual exploitation and abuse and sexual harassment directly referencing the humanitiaran sector that appear to have been followed by by uptakes in IASC PSEA activity
	Other significant PSEAH activity

2002	FEB		United Nations High Commissioner for Refugees (UNHCR) and Save the Children UK report extensive abuse of refugee children in West Africa (Liberia, Guinea and Sierra Leone) by aid workers
	JUN		Adoption by IASC of the Six Core Principles Relating to Sexual Exploitation and Abuse (revised in 2019).
2003	NOV		Release of the Secretary-General's bulletin on "Special measures for protection from sexual exploitation and sexual abuse" (ST/SGB/2003/13), incorporating the 2002 Six Core Principles Relating to Sexual Exploitation and Abuse
2006	DEC		Issuance of the Statement of Commitment on Eliminating Sexual Exploitation and Abuse by United Nations and Non-United Nations Personnel
2007	FEB		Publication of Building Safer Organisations Guidelines, which helped train agencies to set up and carry out reporting and investigation procedures (International Council of Voluntary Agencies (ICVA) and the Humanitarian Accountability Project(HAP)
	DEC		Adoption by the General Assembly of the United Nations Comprehensive Strategy on Assistance and Support to Victims of Sexual Exploitation and Abuse by United Nations Staff and Related Personnel (A/RES/62/214)
			Launch of Allegations, (a.k.a. "i-report-tracker") a United Nations system-wide data tracker for public reporting of allegations of sexual exploitation and abuse received by the United Nations.

2010	JUN		Publication of the IASC Global Review of Protection from Sexual Exploitation and Abuse by UN, NGO, IOM and IFRC Personnel
2011			Establishment of the IASC Championship on Protection from Sexual Exploitation and Abuse and Sexual Harassment; appointment of William Lacy Swing of the International Organization for Migration as IASC Champion (2011-2017).
2012	APR		Endorsement by IASC Principals of the IASC Minimum Operating Standards for Protection from Sexual Exploitation and Abuse by Own Personnel (MOS-PSEA)
	JUL		Establishment of the IASC Task Force on Protection from Sexual Exploitation and Abuse (January). The task force merged with the IASC Task Team on Accountability to Affected Populations (AAP) to become the AAP/PSEA Task Team in 2014 and was later integrated into IASC Results Group 2 on Accountability and Inclusion
2014			Publication of the Core Humanitarian Standard on Quality and Accountability by CHS Alliance, Group URD and the Sphere Project, containing standards on protection from sexual exploitation and abuse and sexual harassment.
2015	JUL		Publication in The Guardian of the article "Aid worker: I was drugged and raped by another humanitarian in South Sudan"
	DEC		Issuance of IASC statement calling for "Reinforcing the responsibilities on PSEA for the Humanitarian Coordinator role to ensure that PSEA has a clear place within the humanitarian architecture"
2016	FEB		Appointment by the United Nations Secretary-General of a Special Coordinator on improving the United Nations response to sexual exploitation and abuse
	MAR		Creation by United Nations Secretary-General of the Trust Fund in Support of Victims of Sexual Exploitation and Abuse
	APR		Endorsement by the IASC Principals of the Inter-Agency Community-Based Complaints Mechanisms (CBCMs) Best Practice Guide (work on CBCMs began in 2013).
	MAY		Endorsement by the IASC Principals of the IASC Global Standard Operating Procedures on Inter-Agency Cooperation in CBCMs
			Endorsement by the IASC Principles of a full-time, independent inter-agency PSEA Network Coordinator role
			Establishment of high-level United Nations Steering Group on sexual exploitation and abuse.

2017	JAN		Announcement by the United Nations Secretary-General of a Task Force on the United Nations response to sexual exploitation and abuse
	FEB		Issuance of a report by the United Nations Secretary-General on "Special measures for protection from sexual exploitation and abuse" (A/71/818)
			Endorsement by the IASC Principals of standard terms of reference for Humanitarian Country Teams, which make protection from sexual exploitation and abuse a mandatory responsibility that requires a collective mechanism and approach
	AUG		Establishment of the United Nations Office of the Victims' Rights Advocate (OVRA) and appointment of the first Victims' Rights Advocate
	SEP		Proposal by the United Nations Secretary-General of a voluntary compact to all Member States that support United Nations operations whether peacekeeping, humanitarian or development contexts, for joint commitment and mutual accountability on protection from sexual exploitation and abuse (103 signatories as of May 2021).
	NOV		Establishment by the United Nations System Chief Executives Board for Coordination (CEB) of the CEB Task Force on addressing sexual harassment within the organizations of the United Nations system, chaired by the Vice-Chair of the High-Level Committee on Management and the Deputy High Commissioner for Refugees
			Issuance of the United Nation Secretary-General's bulletin on "Protection against retaliation for reporting misconduct and for cooperating with duly authorized audits or investigations" (ST/SGB/2017/2/Rev.1)
	DEC		Issuance by the IASC Principals of a statement on the IASC commitments on accountability to affected people and protection from sexual exploitation and abuse
2018			Appointment of Henrietta Fore of the United Nations Children's Fund (UNICEF) as IASC Champion on Protection Against Sexual Exploitation and Abuse (2018-2019).
	FEB		Media report on Oxfam staff in Haiti paying women and girls for sex during the 2010 earthquake response. Launch by the UK Charity Commission of an inquiry into Oxfam. Suspension by donors of funding to all Oxfam operations globally, as investigations begin in Haiti
			Resignation of former Save the Children Chief Executive and then UNICEF Deputy Director over allegations of inappropriate behaviour towards female staff

2018	MAR		United Nations adopts Protocol on Allegations of Sexual Exploitation and Abuse involving Implementing Partners (developed by the IASC Task Team under the umbrella of the Working Group on sexual exploitation and abuse endorsed by the United Nations High-Level Steering Group on Sexual Exploitation and Abuse)
			Launch by the Office of the Victims' Rights Advocate of a pilot project to map assistance and services for victims of sexual exploitation and abuse in 13 countries at the request of the United Nations Secretary-General
	MAY		Publication of the IASC paper Preventing Transgressors Moving through the Humanitarian System (Revision 1)
	JUN		Establishment of a PSEA inter-agency working group to facilitate resolution of outstanding paternity/child support claims arising from sexual exploitation and abuse and other responses
			Establishment of IASC Results Group 2 on accountability and Inclusion to provide a service for humanitarian leaders and responders, including response-wide guidance, tools and technical support.
			Launch by the United Nations Conduct and Discipline Service of the Victim Assistance Tracking System in all peace operations (first quarter).
			Endorsement by IASC Principals of the IASC Champion on Sexual Exploitation, Abuse and Harassment strategy
			Launch of the United Nations Clear Check online database to prevent reemployment of United Nations staff who have substantiated allegations of sexual harassment or sexual exploitation and abuse while employed by entities of the United Nations system
	JUL		Issuance of revised IASC Commitments on Accountability to Affected Populations and Protection from Sexual Exploitation and Abuse, 2017 (including Guidance Note and Resource List)
	OCT		UK Government Safeguarding Summit: Putting people first: tackling sexual exploitation, sexual abuse, and sexual harassment in the aid sector
	DEC		Merging of the IASC Task Team on Sexual Harassment and Abuse with the IASC Task Force on Protection from Sexual Exploitation and Abuse at the Champion level
			Endorsement by the IASC Principals of the IASC Plan for Accelerating Protection from Sexual Exploitation and Abuse in Humanitarian Response at Country-Level

2019	JAN		Launch of the Inter-Agency Misconduct Disclosure Scheme to address the specific problem of known sex abusers moving within and between humanitarian and development agencies
	APR		Establishment of OCHA investigations fund to provide rapid grants to IASC entities to support investigations of allegations of sexual exploitation and abuse and sexual harassment
	MAY		Endorsement by IASC Principals of the Summary of IASC Good Practices Preventing Sexual Exploitation and Abuse and Sexual Harassment and Abuse of Aid Workers
			Global Implementation by IASC of the PSEA in Humanitarian Response Global Dashboard
	JUL		Adoption of Recommendation of the Organization for Economic Co-operation and Development/Development Assistance Committee on Ending Sexual Exploitation, Abuse and Harassment in Development Co-operation and Humanitarian Assistance: Key Pillars of Prevention and Response (OECD/LEGAL/5020)
	AUG		Creation of IASC Field Support Team (terms of reference drafted in August)
			Issuance of generic terms of reference for In-Country PSEA Coordinator for use by Humanitarian Coordinators and Humanitarian Country Teams (on the IASC 2016 PSEA Toolkit)
	SEP		Update of the IASC Six Core Principles Relating to Sexual Exploitation and Abuse updated
			Issuance of the United Nations Secretary-General's special bulletin on "Addressing discrimination, harassment, including sexual harassment, and abuse of authority"
	OCT		Revelation in an internal United Nations draft report obtained by The New Humanitarian that United Nations investigators made numerous mistakes during a 2016 deployment to investigate allegations of sexual exploitation and abuse in the Central African Republic, including that aid workers were also alleged perpetrators
	NOV		North Atlantic Treaty Alliance (NATO) Ministers of Foreign Affairs endorse the NATO Policy on Preventing and Responding to Sexual Exploitation and Abuse
	DEC		Endorsement by the United Nations High-Level Steering Group on Sexual Exploitation and Abuse of the United Nations Protocol on the Provision of Assistance to Victims of Sexual Exploitation and Abuse

2020	MAR		Development by the IASC and others of the Interim Technical Note on Protection from Sexual Exploitation and Abuse (PSEA) during COVID-19 Response (checklist for the interim guidance note released in June 2020)
	JUN		Exposure in a leaked review of the scale of aid corruption and abuse in the Democratic Republic of the Congo, including allegations of sexual exploitation and abuse (The New Humanitarian)
			Issuance of Thematic Expert Group terms of reference to support the IASC to deliver on its commitments on protection against sexual exploitation and abuse and sexual harassment
	SEP		Launch of United Nations Implementing Partner PSEA Capacity Assessment (endorsed by IASC Operational Policy and Advocacy Group)
			Investigation by The New Humanitarian and Thomson Reuters Foundation that more than 50 women have accused Ebola aid workers from the World Health Organization and other non-governmental organizations of sexual exploitation and abuse in the Democratic Republic of the Congo
			Development of IASC Deployment Package for PSEA Coordinators
	OCT		Publication by CHS Alliance of an updated CHS PSEAH Index as part of its verification tools, to give organizations verifying their performance against the Core Humanitarian Standard the ability to determine whether they have the policies and practices in place to protect people in vulnerable situations against sexual exploitation and abuse and sexual harassment
	OCT-DEC		Launch of IASC Senior PSEA Technical Support Mission to the Democratic Republic of the Congo (system-wide assessment and recommendations)
	DEC		Issuance of IASC guidance note on the Protocol on the Provision of Assistance to Victims of Sexual Exploitation and Abuse

2021		Appointment of Natalia Kanem of the United Nations Population Fund as IASC Champion on Protection Against Sexual Exploitation and Abuse
	MAR	IASC Principals re-endorse the IASC Champion's Strategy on Protection from and Response to Sexual Exploitation and Abuse and Sexual Harassment (originally created in 2018)
		Issuance by IASC of PSEA Accountabilities - United Nations Leadership Resident Coordinator/Humanitarian Coordinator Infographic (related to 2021 Country-level Action Plans)
	JUN	Issuance by IASC of a country-level checklist on the minimum actions required on protection from sexual exploitation and abuse
	SEP	Publication of a report by the Independent Commission on allegations of sexual exploitation and abuse during the response to the 10th Ebola outbreak in the Democratic Republic of the Congo

ANNEX 6: GLOSSARY[120]

A

Accountability
Accountability is how individuals and organizations report to a recognized authority, or authorities, and are held responsible for their actions.

Advocacy
Advocacy refers in a broad sense to local, national or international efforts to promote, in the domain of humanitarian aid, respect for humanitarian principles and law with a view to influencing the relevant political authorities, whether recognized governments, insurgent groups or other non-State actors.

Assistance
Assistance refers to aid provided to address the physical, material and legal needs of persons of concern. This may include food items, medical supplies, clothing, shelter, seeds and tools, as well as the provision of infrastructure, such as schools and roads. "Humanitarian assistance" refers to assistance provided by humanitarian organizations for humanitarian purposes (i.e. non-political, non-commercial and non-military purposes).

C

Capacity-building
Capacity-building is a process by which individuals, institutions and societies develop abilities, individually and collectively, to perform functions, solve problems and set and achieve their goals.

Central Emergency Response Fund (CERF)
CERF is a United Nations trust fund that is funded by voluntary contributions from around the world and intended to complement existing humanitarian funding mechanisms. CERF provides seed funds to jumpstart critical operations and life-saving programmes that are not yet funded through other sources.

120. Definitions were obtained from the following resources:
United Nations Glossary on Sexual Exploitation and Abuse: https://hr.un.org/sites/hr.un.org/files/SEA%20Glossary%20%20%5BSecond%20Edition%20-%202017%5D%20-%20English_0.pdf
UNHCR Policy on a Victim-Centred Approach in UNHCR's response to Sexual Misconduct: https://www.unhcr.org/5fdb345e7.pdf
The New Humanitarian: https://www.thenewhumanitarian.org/fr/node/256032
ReliefWeb Glossary of Humanitarian Terms: https://reliefweb.int/report/world/reliefweb-glossary-humanitarian-terms-enko
The Human Rights Campaign, Glossary of Terms: https://www.hrc.org/resources/glossary-of-terms?utm_source=GS&utm_medium=AD&utm_campaign=BPI-HRC-Grant&utm_content=454854043833&utm_term=lgbt%20community&gclid=CjwKCAjwoP6LBhBlEiwAvCcthA_ngiDNkGCLILsokC-82fsiR6SpBEXfQ4A2VxNRCXEAXKxObcN-GBoCJBgQAvD_BwE

C

Civil society
Civil society refers to structures independent from governments, such as non-governmental organizations and human rights groups, independent activists and human rights defenders, religious congregations, charities, universities, trade unions, legal associations, families and clans. Domestic civil society represents one of the most critical sources of humanitarian assistance and civilian protection during humanitarian emergencies.

Code of conduct
A code of conduct is a common set of principles or standards that a group of agencies or organizations have agreed to abide by while providing assistance in response to complex emergencies or natural disasters. For example, the IASC Six Core Principles of a Code of Conduct for Protection from Sexual Abuse and Exploitation.

Community-based approach
A community-based approach motivates women, girls, boys and men in the community to participate in a process that allows them to express their needs and to decide their own future, with a view to their empowerment. It requires recognition that communities are active participants in decision-making. It also seeks to understand community concerns and priorities, mobilizing community members and engaging them in protection and programming.

Community-based complaint mechanism (CBCM)
A community-based complaint mechanism is a system blending both formal and informal community structures, where individuals are able and encouraged to safely report their concerns, including regarding sexual exploitation and abuse. Local communities are involved in developing CBCMs so that their structure is both culturally and gender sensitive. The mechanism should be safe, confidential, transparent and accessible and should have multiple entry points, allowing reports to be made through various channels, including community structures or focal points, networks to prevent sexual exploitation and abuse and sexual harassment, and organizational focal points.

Complainant
In the context of allegations of sexual exploitation and abuse, a complainant is commonly understood as a person who brings an allegation to the attention of United Nations staff or related personnel in accordance with established procedures. The complainant may be a survivor of sexual exploitation and abuse or someone who is aware of the wrongdoing.

Conflict
Conflict is a social factual situation involving at least two parties (individuals, groups, States) that (i) strive for goals that are incompatible; (ii) strive for one goal that can only be reached by one party and/or (iii) employ incompatible means to achieve a certain goal.

C

Consent
Consent is making an informed choice to agree freely and voluntarily to do something. There is no consent when agreement is obtained using threats, force or other forms of coercion, abduction, fraud, deception or misrepresentation. Threatening to withhold or promising to provide a benefit to obtain agreement constitutes an abuse of power. Any agreement obtained in such a way is not consensual.

Confidentiality and informed consent
The meaning and scope of the concepts of confidentiality and informed consent are clarified to the victim in the context of relevant processes or actions as early as possible, preferably before the victim shares details, and throughout all process steps. Confidentiality in the context of gender-based violence (GBV) means not disclosing any information at any time to any party without the informed consent of the GBV survivor. To give informed consent, the individual concerned must have all relevant facts at the time consent is given and be able to evaluate and understand the consequences of an action. Children's informed consent should take into consideration their evolving capacities. In the case of a child, informed consent should be voluntary with the informed consent of the child and a parent or guardian.

Cluster
Clusters are groups of humanitarian organizations, both United Nations and non-United Nations, in each of the main sectors of humanitarian action, e.g., water, health and logistics. They are designated by the IASC and have clear responsibilities for coordination. The terms "cluster" and "sector" are interchangeable, and there should be no differentiation between the two in terms of their objectives and activities.

E

Emergency Relief Coordinator (ERC)
The United Nations Under-Secretary-General for Humanitarian Affairs also carries the title of Emergency Relief Coordinator. In this role, the ERC coordinates the international response to humanitarian emergencies and disasters.

Evaluation
Evaluation is a systematic and objective analysis and assessment of an organization's policies, programmes, practices, partnerships and procedures, focused on planning, design, implementation and impacts.

G

Gender-based violence (GBV)
Gender-based violence is violence directed against a person based on gender or sex. It includes acts that inflict physical, mental or sexual harm or suffering; threats of such acts; coercion or other deprivations of liberty. While women, men, boys and girls can be victims of GBV, because of their subordinate status women and girls are the primary victims.

H

Humanitarian coordination
Humanitarian coordination is an approach based on the belief that a coherent response to an emergency will maximize its benefits and minimize potential pitfalls. In each country, the coordination of United Nations humanitarian assistance is entrusted to the Resident Coordinator and/or Humanitarian Coordinator. The United Nations Office for the Coordination of Humanitarian Affairs (OCHA), under the direction of the Emergency Relief Coordinator, is responsible for the coordination of a humanitarian response in the event of a crisis and carries out this role according to approved policies and structures set by the Inter-Agency Standing Committee (IASC). This coordination involves developing common strategies with partners both within and outside the United Nations system, identifying overall humanitarian needs, developing a realistic plan of action, monitoring progress and adjusting programmes as necessary, convening coordination forums, mobilizing resources, addressing common problems to humanitarian actors, and administering coordination mechanisms and tools. OCHA does not directly provide humanitarian assistance.

Humanitarian worker
Humanitarian worker refers to any worker engaged by humanitarian agencies, whether internationally or nationally recruited, or formally or informally retained by the beneficiary community, to conduct the activities of that agency.

I

Indicator
Indicators are quantitative or qualitative parameters (or yardsticks or measures) that determine the performance of functions, processes and outcomes over time, and thereby can be used to assess the delivery of objectives.

Intergovernmental organization (INGO)
An intergovernmental organization is an entity made up of member States. The United Nations is an intergovernmental organization.

Investigation
Investigation refers to a legally based and analytical process to gather information to determine whether wrongdoing occurred and, if so, the persons or entities responsible.

L

LGBTQI+
LGBTQI+ is an acronym that refers to the lesbian, gay, bisexual, transgender, queer and intersex community.

M

Misconduct

For United Nations personnel, misconduct may arise through the failure by a staff member to comply with their obligations under the Charter of the United Nations, the Staff Regulations and Staff Rules or other relevant administrative issuances or to observe the standards of conduct expected of an international civil servant.

For United Nations military contingent personnel, misconduct refers to any act or omission that is a violation of the United Nations Standards of Conduct, mission-specific rules and regulations or obligations related to national and local laws and regulations in accordance with the status of forces agreement or status of mission agreement where the impact is outside the national contingent of military forces or United Nations mission.

Misconduct is considered serious when it includes criminal acts that result in or are likely to result in serious loss, damage or injury to an individual or to a mission. Sexual exploitation and abuse constitute serious misconduct and may lead to a disciplinary process and disciplinary measures.

For personnel other than those mentioned above, misconduct is defined as per the instruments that regulate their conduct.

N

Non-governmental organization (NGO)

A non-governmental organization is an organized entity that is functionally independent of, and does not represent, a government or State. The term normally refers to organizations devoted to humanitarian and human rights causes, several which have official consultative status at the United Nations.

P

Peacekeeping forces

Peacekeeping forces refers to civilian and military personnel designated by the national governments of the countries participating in peace operations. These personnel are placed at the disposal of the international organization under whose mandate the operation is being conducted. Generally, peacekeeping forces are made up of national contingents under international command. Each national contingent is assigned a zone of responsibility or specific functional duties.

Peacekeeping operation (PKO)

Peacekeeping operation refers to United Nations field operations that often consist of several components, including a military component, which may or may not be armed, and various civilian components encompassing a broad range of disciplines. Depending on their mandate, peacekeeping missions may be required to: deploy to prevent the outbreak of conflict or the spillover of conflict across borders; stabilize conflict situations after a ceasefire to create an environment for the parties to reach a lasting peace agreement; assist in implementing comprehensive peace agreements; or lead States or territories through a transition to stable government based on democratic principles, good governance and economic development.

P

Perpetrator
A perpetrator is a person, group or institution that directly inflicts, supports and condones violence or other abuse against a person or a group of persons. Perpetrators are in a position of real or perceived power, decision-making and/or authority and can thus exert control over their victims.

Power
Power is understood as the capacity to make decisions. All relationships are affected by the exercise of power. When power is used to make a decision regarding one's own life, it becomes an affirmation of self-acceptance and self-respect that in turn fosters respect and acceptance of others as equals. When used to dominate, power imposes obligations on, restricts, prohibits and makes decisions about the lives of others.

Protection from sexual exploitation and abuse (PSEA)
This term is used by the United Nations and non-governmental organization community to refer to measures taken to protect vulnerable people from sexual exploitation and abuse by their own staff and associated personnel.

R

Rape
Rape refers to any degree of penetration of any body part of a person who does not consent with a sexual organ and/or the invasion of the genital or anal opening of a person who does not consent with any object or body part.

Resident Coordinator (RC) and Humanitarian Coordinator (HC)
The Resident Coordinator is the head of the United Nations Country Team. In a complex emergency, the RC or another competent United Nations official may be designated as the Humanitarian Coordinator. In large-scale complex emergencies, a separate HC is often appointed. If an emergency affects more than one country, a Regional HC may be appointed. The Emergency Relief Coordinator, in consultation with the Inter-Agency Standing Committee, decides whether to appoint and who to appoint. In countries where large, multidisciplinary United Nations field operations are in place, the Secretary-General might appoint a Special Representative (SRSG). The relationship between the SRSG and the RC/HC is defined in a note issued by the Secretary-General (Note of Guidance on Relations between Representatives of the Secretary-General, Resident Coordinators and Humanitarian Coordinators, dated 30 October 2000).

S

Sexual abuse
Sexual abuse is actual or threatened physical intrusion of a sexual nature, whether by force or under unequal or coercive conditions.

Sexual activity
Sexual activity is physical contact of a sexual nature.

Sexual exploitation
Sexual exploitation refers to any actual or attempted abuse of 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.

Sexual exploitation and abuse (SEA)
Sexual exploitation and abuse refers to any breach of the provisions of the United Nations Secretary-General's bulletin on "Special measures for protection from sexual exploitation and sexual abuse" (ST/SGB/2003/13), or the same definitions as adopted for military, police and other United Nations personnel.

Sexual harassment (SH)
Sexual harassment refers to unwelcome sexual advances, requests for sexual favors and other verbal or physical conduct of a sexual nature when (i) submission to such conduct is made either explicitly or implicitly a term or condition of an individual's employment; (ii) submission to or rejection of such conduct by an individual is used as a basis for employment decisions affecting such individual; or (iii) such conduct has the purpose or effect of unreasonably interfering with an individual's work performance or creating an intimidating, hostile or offensive working environment.

U

United Nations Country Team (UNCT)
The United Nations Country Team is the ensemble of agencies of the United Nations system in a given country. The objective of inter-agency cooperation in general is to ensure that a coherent approach is taken by United Nations bodies in their collective response to humanitarian, developmental and other strategies relevant to the country in which they are operating.

United Nations Standards of Conduct
The United Nations Standards of Conduct are norms adopted by the United Nations for the conduct of its personnel, as defined in United Nations regulations, rules or other administrative issuances for its staff members, as well as other documents adopted by the United Nations to regulate the conduct of other categories of personnel than its staff members. The Standards of Conduct include the obligation to uphold and respect the principles set out in the United Nations Charter and to be always guided by the principles of fundamental human rights, social justice, the dignity and worth of the human person and respect for the equal rights of men and women and of nations great and small.

V

Victim assistance and support
Victim assistance and support refers to services offered to victims of sexual exploitation and abuse or sexual harassment, irrespective of whether the victim initiates or cooperates with an investigation or any other accountability or resolution procedure.

Victim-centred approach
In the context of sexual exploitation and abuse and sexual harassment, a victim-centred approach is a way of engaging with victim(s) that prioritizes listening to the victim(s), avoids re-traumatization and systematically focuses on their safety, rights, well-being, expressed needs and choices, thereby giving back as much control to victim(s) as feasible and ensuring the empathetic and sensitive delivery of services and accompaniment in a non-judgmental manner.

Vulnerability
Vulnerability refers to conditions determined by physical, social, economic and environmental factors or processes that increase the susceptibility of a community or individuals to the impact of hazards.

W

Whistle-blower
Whistle-blower refers to any United Nations staff or related personnel who reports misconduct. In defined circumstances, a staff member, intern or United Nations Volunteer who reports misconduct, including sexual exploitation or abuse, may be entitled to protection under the terms of the Secretary-General's bulletin on "Protection against retaliation for reporting misconduct and for cooperating with duly authorized audits or investigations."[121]

Z

Zero-tolerance policy
The zero-tolerance policy of the United Nations establishes that sexual exploitation and abuse by United Nations personnel is prohibited and that every transgression will be acted upon.

121. S/SGB/2005/21: https://undocs.org/pdf?symbol=en/ST/SGB/2005/21

ANNEX 7:
LIST OF INTERVIEWEES

NAME	ORGANIZATION	JOB TITLE	COUNTRY
Abbas, Tehmina	Reach	Research Manager	South Sudan
Abu, Nadia, Amr	UNHCR	External Relations Officer	Switzerland
Agha, Iyad	NW Syria NGO Forum	NGO Forum Coordinator	Cross-border Syria
Alhourani, Kinda	Syrian Expatriate Medical Association (SEMA)	Protection Manager	Cross-border Syria
Ali, Luluwa	OCHA	Humanitarian Affairs Officer	South Sudan
Aloysious, John	Caritas International	Secretary General	Vatican City
Anani, Ghida	Abaad	Founder	Lebanon
Awuah, Andrew	OVRA	Conduct and Discipline Team Officer	DRC
Axisa, Tanya	Independent	Humanitarian Consultant	UK
Bacal-Mayencourt, Christie	IOM	AAP Lead	Switzerland
Bartosiak, Desirée	Habitat for Humanity International	Global Head of Safeguarding	USA
Beatty, Meriwether	InterAction	Senior Manager, Pledge to Action project	USA
Benjamin, Guerda	UNDP	Gender Equality Advisor	Haiti
Besong, Christine	OVRA	Field Victims' Rights Advocate	
		and Conduct and Discipline Officer	DRC
Bolkart, Eva	UNFPA	Coordinator, PSEAH Office of the Executive Director	USA
Bove, Valeria	OVRA	Political Affairs Officer	USA
Burnett, Tristan	IOM	Deputy Director, Department of Operations and Emergencies	Switzerland
Camy, Taina	UNFPA	PSEA Coordinator	Haiti
Chlela, Lara	UNICEF	PSEA Specialist, UNICEF Haiti	Haiti
Chukwudozie, Oge	Resource and Support Hub	National Coordinator	Nigeria
Clare, Hannah	Norwegian Peoples Aid	Special Adviser, Safeguarding	Norway
Clements, Kelly	UNHCR	Deputy High Commissioner	Switzerland
Cocco, Benedetta	Action Contre La Faim	PSEA Coordinator	South Sudan
Connell, Gemma	OCHA	Head of Office	Kenya

NAME	ORGANIZATION	JOB TITLE	COUNTRY
Connors, Jane	Office of the Victims' Rights Advocate	Victims' Rights Advocate	USA
Costantini, Domenica	UNFPA	PSEAH Specialist	Italy
Cretsinger, Mollie	OECD	Team Lead	France
Cue, Wendy	IASC Secretariat	PSEAH Senior Coordinator	Switzerland
Cutts, Mark	OCHA	Deputy Regional Humanitarian Coordinator	Cross-border Syria
Dabagai, Dabagai	Action Against Hunger	Country Director	Nigeria
Dangol, Tej Maya	UN Women	PSEA Coordinator	Nepal
Davies, Stewart, J.	Independent	Independent	Australia
Deschamps, Mariama	Plan International	Director, Global Safeguarding	UK
Dixon, Kim	FHI 360	Senior Technical Advisor, Safeguarding, Gender Equality and Social Inclusion	USA
Donavan, Paula	Code Blue	Co-Director	USA
Dunn, Katherine	UNHCR	Protection Cluster Coordinator	Cross-border Syria
Durbas, Omar	OCHA	AAP Consultant	Turkey
Efraimsson, Aino	United Nations Resident Coordinator's Office	Special Assistant to the Resident Coordinator	Nepal
Elhawary, Samir	OCHA	Deputy Humanitarian Coordinator	Venezuela
Elkanzi, Mustapha	UNFPA	Roving Humanitarian Coordinator	Canada
Epstein, Dyane	IOM	Global Coordinator	Switzerland
Feldman, Brooke	Oxfam International	Safeguarding Advisor	USA
Fraser, Irene	INGO Forum	Coordinator	Myanmar
G., Rosalie	Humanitarian Women's Network	Co-Founder	Thailand
Gambhir, Ritu	UN Integrated Office in Haiti (BINUH)/OVRA	Senior Victims' Rights Officer	Haiti
Gerber, Erin	UNFPA	GBV Case Management Specialist	USA
Gill, Tasha	UNICEF	Senior Advisor, Child Protection	USA
Glazunova, Sophia	UNHCR	Protection Officer	South Sudan
Goldberg, Lynne	Office of the United Nations Special Coordinator	Senior Political Affairs Officer	USA
Goldring, Mark	Independent		UK

NAME	ORGANIZATION	JOB TITLE	COUNTRY
Goodman, Diane	UNHCR	Senior Coordinator on PSEA/SH	Switzerland
Gressly, David	United Nations Resident Coordinator's Office	Resident and Humanitarian Coordinator	Yemen
Guarnieri, Valerie	WFP	Assistant Executive Director	Italy
Haboury, Isabelle	OCHA/ Office of the Resident Coordinator	PSEA Coordinator	Haiti
Harneis, Julien	United Nations	Resident and Humanitarian Coordinator	Pakistan
Hassanzoi, Farhat	Government of Afghanistan	PSEA Focal Point, Office of the Deputy President	Afghanistan
Hastie, Miles	UNICEF	Senior Advisor, Child Safeguarding	USA
Hearns, Annette	OCHA	Deputy Head of Office	South Sudan
Heaven, Lucy	Independent	Safeguarding Consultant	UK
Heiselberg, Stine	United Nations Resident Coordinator's Office	Co-Chair of PSEA Network	Nepal
Hileman, Alex	IOM	PSEA Project Coordinator	Switzerland
Horst, Andreas Mlitzke	WHO	Director	Switzerland
Hunt-Matthes, Caroline	Independent		Switzerland
Isabelle, Clifford	Oxfam International	Global Safeguarding Director	UK
Isadale, Georges Cadet	WHO	PSEA Coordinator	Democratic Republic of the Congo
Jean, Delva	Association of Volunteers in International Service	Project Manager	Haiti
Jocelyn, Marie-Chantal	United Nations Integrated Office in Haiti (BINUH)/ United Nations Office of the Victims' Rights Advocate (OVRA)	BINUH/ OVRA	Haiti
Josee, Marie, Salomon	UNFPA	Chargee de Programme Genre & Jeune	Democratic Republic of the Congo
Kallon, Edward	United Nations Resident Coordinator's Office	Resident and Humanitarian Coordinator	Nigeria
Khanem, Natalia	UNFPA	Executive Director	USA
Krasnor, Emily	UNFPA	GBV Specialist	USA
Ksiazek, Inez	SCHR	Misconduct Disclosure Scheme Coordinator	Switzerland
Kurdi, Lina	Hope Revival	PSEA Network Focal Point, Programme Manager	Cross-border Syria
Lafite, Anais	Foreign Commonwealth and Development Office	Humanitarian Adviser, Safeguarding Unit	UK

NAME	ORGANIZATION	JOB TITLE	COUNTRY
Lemarquis, Bruno	United Nations Resident Coordinator's Office	Resident and Humanitarian Coordinator	Haiti
Loque, Carla	OVRA	Former Field Victims' Rights Advocate	Haiti
Louis, Desrosier	Informal displaced camp	Community Leader/ Assembly Point Manager	Haiti
Louis, Nadine	TOYA Foundation	Executive Director	Haiti
Lund, Georgie	CARE International	Safeguarding Coordinator	UK
Lusenge, Julienne	SOFEPADI	Co-founder and President	DRC
Lute, Jane Holl	Office of the Special Coordinator on improving the United Nations response to sexual exploitation and abuse	Special Coordinator	USA
Macdonald, Natalia	WFP	Senior Advisor, PSEA	Italy
Maes, Bruno	UNICEF	Representative	Haiti
Manori, Gaya Gamhewage	WHO	Director, PRSEAH	Switzerland
Maurello, Flavia	AVSI Foundation	Programme Coordinator	Haiti
McLachlan-Karr, David	OCHA	Resident and Humanitarian Coordinator	DRC
Miller, Aleta	UN Women	Representative	Afghanistan
Modvig, Eva	OCHA	PSEA/AAP Advisor	New Zealand
Murphy, Alejandro del Aguila	Cooperazione Internazionale (COOPI)	Head of Mission	Venezuela
Mushohwe, Blessing	Plan International	Global Safeguarding and PSEA Technical Advisor (Emergencies)	USA
Musonza, Tendai	Plan International	Interim Equity, Diversity, and Inclusion Specialist	UK
Muteteli, Penelope	OCHA	Advisor	Ireland
Myrice, Esther	WFP	National Officer	DRC
Naik, Asmita	Independent	Human Rights Expert	UK
Naizil, Abdulhaq	PACT	Director	Afghanistan
Name, withheld	Concern Worldwide		Haiti
Narjord, Elin	IOM	Interim PSEA Coordinator	Cross-border Syria
Nisan, Elysia	World Vision International	Senior Director, Safeguarding	France
Nisen, Alexia	UNFPA	GBV Sub-Cluster Coordinator	Cross-border Syria
Norbert, Megan	International Rescue Committee	Director of Safeguarding	Canada
Nusrat, Hadia	United Nations	GenCap	South Sudan

NAME	ORGANIZATION	JOB TITLE	COUNTRY
Odjo, Fidelia	United Nations Resident Coordinators Office	PSEA Network Coordinator	DRC
Omogi, Janet	United Nations Resident Coordinators Office	PSEA Network Coordinator	Afghanistan
Opinia, Sylvia	United Nations Resident Coordinator's Office	PSEA Network Coordinator	Nigeria
Orwaba, Laeh	Mercy Corps	Safeguarding Investigator Africa	Kenya
Osmond, Emmanuelle	OCHA	Deputy Head of Office	DRC
Pack, Mary	International Medical Corps	Vice President, Humanitarian Leadership and Partnerships	USA
Patel, Smruti	Global Mentoring Initiative	Director	Switzerland
Peterson, Ib	UNFPA	Deputy Executive Director	USA
Pham, April	OCHA	Senior Gender Advisor and Head of Gender Unit	USA
Plato, Alon	International Council of Voluntary Agencies (ICVA)	Policy Officer	Switzerland
Poteat, Linda	Independent Humanitarian Consultant		USA
Potts, Alina	Women's Institute at George Washington University	Research Scientist	USA
Prachi, Fnu	United Nations	Councilor	Afghanistan
Price-Jones, Gareth	SCHR	Executive Secretary	Switzerland
Pyrig, Yuliya	OCHA	Humanitarian Advisor	Ukraine
Quintanilla, Jacobo	Independent	Independent	UK
Rahimi, Sullarali	Women and Children Legal Foundation	Director	Afghanistan
Rahman, Mahbubur	OCHA	Coordinator, CWC Working Group	Bangladesh
Rajasingham, Ramesh	OCHA	Acting Emergency Relief Coordinator	USA
Rapneau, Coline	CHS Alliance	PSEAH Manager	Switzerland
Robinson, Mary	GPCS Consulting	Consultant	UK
Rougvie, Kate	UNFPA	Technical Specialist	Switzerland
Rowell, Jared	Danish Refugee Council	Country Director	Afghanistan
Saha-Chaudhury, Keya	International Council of Voluntary Agencies (ICVA)	Regional Representative for Asia and the Pacific	Thailand
Sassenrath, Yves	UNFPA	UNFPA Country Representative	Haiti
Sen, Amit	UNHCR	Senior Interagency Coordinator on PSEA/SH	Switzerland

NAME	ORGANIZATION	JOB TITLE	COUNTRY
Shelbaya, Mervat	OCHA/IASC Secretariat	Chief, IASC Secretariat	Switzerland
Solla, Fernanda Perez	OVRA	Senior Victims' Rights Officer,	Central African Republic
Son, Luis	Action Contre La Faim	Head of Mission	Venezuela
Swanson, Ben	OIOS	Assistant Secretary-General	USA
Taylor, Peter	FCDO	Head, Safeguarding Unit	UK
Thompson, Mary	FCDO	Senior Social Development Adviser	UK
Throp, David	OCHA	Chief of Section	USA
Tilakamo, Fern	UNHCR	Senior Policy Advisor (PSEA/SH)	Switzerland
Timmins, Nigel	Oxfam International	Humanitarian Director	UK
Tinde, Tina	IFRC	Acting Head of Delegation	Niger
Turkett, , Celia	UNMISS Conduct and Discipline Team	Outreach Specialist	South Sudan
Tusiime, Akiiki	Internews	Humanitarian Project Manager	South Sudan
Tuzza, Alessandro	Save the Children	Country Director	Venezuela
Vegas, Diana	Grupo Social CESAP	Director	Venezuela
Vendramin, Martina	International Rescue Committee	Deputy Country Director, Programmes	South Sudan
Versteeg, Natalie	FCDO	Strategy and Multilateral Lead	UK
Voorbraak, Doris	Department of Stabilization and Humanitarian Aid	Coordinator, Task Force on SEAH	Netherlands
Wambui, Angela	OCHA	Humanitarian Affairs and Community Engagement Officer	Kenya
Wardak, Zuhra	International Rescue Committee (IRC)	Deputy Country Director	Afghanistan
Wardley, Gordon	UNMISS Conduct and Discipline Team	Chief of Service, UNMISS Conduct and Discipline Team	South Sudan
Weinstock, Julia	Humanitarian Consultant	Monitoring, Evaluation, Accountability and Learning	Portugal
Wepplo, Katie	UNICEF	Child Protection Specialist	USA
Williams, Lisa	OECD	Senior Analyst and Team Lead, Gender Equality and Women's Empowerment	France
Wood, Tanya	CHS Alliance	Executive Director	Switzerland

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