

Concept Note and Plan of Action Protection and Prevention of Sexual Violence

Concept Note

This Concept Note serves to introduce the Plan of Action on the Protection and Prevention of Sexual Violence, which constitutes the second component of the Comprehensive Strategy on Combating Sexual Violence in DRC.

The comprehensive strategy has four inter-related components:

- Combating Impunity
- **Protection and Prevention**
- Security Sector Reform and Sexual Violence
- Multi-sectoral assistance: health, psycho-social support and reintegration

The basic premise is that both the prevention and protection of sexual violence have to be viewed and acted upon within the broader Protection of Civilians Agenda, as outlined by successive Security Council resolutions on the Protection of Civilians and on MONUC. **The objective of this component** is to have a common framework for action, broadly agreed to by all actors involved in protection, on how to address sexual violence within the broader responsibility to protect civilians, by the government, civil society, communities, UN and INGOs alike.

This document builds on the work of the DRC national protection cluster and elements are being integrated into its work plan. This document should serve as a platform for action and a basis for discussion. It should be seen as a dynamic document that needs to be adjusted, based on practice and as comments and suggestions flow.

The **fundamental presuppositions** are:

- Protecting civilians is both a military and civilian matter
- It relies on coherent information sharing and analysis
- It relies on close military - civilian collaborative action
- Most abuses of the civilian population including sexual violence are predictable.
- The protection of civilians is essentially about taking preventive action, and not just responding to immediate threats,
- A hesitant and qualified response undermines the perception, mandate and credibility of a UN mission.
- Protection is essentially the primary responsibility of state authorities.

Based on these, **the Plan of Action contains three main objectives:**¹

1. To prevent and/or mitigate threats and reduce vulnerability and exposure to sexual violence;
2. To strengthen the resilience of survivors of sexual violence;
3. To create a protective environment

Rationale

The rationale for this plan of action and for placing sexual violence at the heart of the protection of civilians agenda lies in the international legal framework (International Human Rights Law, International Humanitarian Law, International Criminal Law etc), UN Security Council Resolutions and respective tools to ‘operationalize’ these (such as the MONUC Force Commander’s Directive) and the IASC Guidelines on Prevention and Response related to Sexual Violence.

¹ See IASC (2002) ‘Growing the Sheltering Tree, Protecting Rights through Humanitarian Action, Programmes and Practices Gathered from the Field’, p115 – ICRC ‘Enhancing protection for civilians in armed conflict and other situations of violence’ 2008

I Legal Framework

The definition of protection is that used within the humanitarian framework, namely that protection “encompasses all activities aimed at securing full respect for the rights of individuals, in accordance with the letter and the spirit of the relevant bodies of human rights, humanitarian, criminal and refugee law²” Protection is an objective, a legal responsibility and an activity³.

II Mandate / UN Security Council Resolutions

A Protection of Civilians

MONUC’s has a Chapter VII mandate. **The Outcome document of the 2005 World Summit** defined the narrower notion of the responsibility to protect under chapters VI, VII and VIII. (“...we (the international community through the United Nations) are prepared to take collective action, in a timely and decisive manner, through the Security Council, in accordance with the Charter, including Chapter VII, on a case-by-case basis and in cooperation with relevant regional organizations, as appropriate, **should peaceful means be inadequate and national authorities are manifestly failing to protect their populations** from genocide, war crimes, ethnic cleansing and crimes against humanity..”)

Consecutive Security Council Resolutions have become increasingly stronger on the need to protect civilians (vide SCRs 1856⁴, 1843, 1794, 1592, 1565)

SC RESOLUTION 1856 (2008)

The Security Council (...)

2. *Requests* MONUC to attach the highest priority to addressing the crisis in the Kivus, in particular the protection of civilians, and to concentrate progressive during the coming year its action in the eastern part of the Democratic Republic of the Congo;
3. *Decides* that MONUC shall, from the adoption of this resolution, have the mandate, in this order of priority, working in close cooperation with the Government of the Democratic Republic of the Congo in order to:
Protection of civilians, humanitarian personnel and United Nations personnel and facilities
 - (a) Ensure the protection of civilians, including humanitarian personnel, under imminent threat of physical violence, in particular violence emanating from any of the parties engaged in the conflict;
 - (b) Contribute to the improvement of the security conditions in which humanitarian assistance is provided, and assist in the voluntary return of refugees and internally displaced persons;

SC RESOLUTION 1843 (2008)

The Security Council (...)

3. *Stresses* that this temporary increase in personnel aims at enabling MONUC to reinforce its capacity to protect civilians, to reconfigure its structure and forces and to optimize their deployment;

² See Common Article 3 of the Geneva Conventions on the Protection of Civilians and Guiding principles on Internal Displacement – GP 11.(a) See specific articles referring to gender in the International Convention on Civil and Political Rights (ICCPR), International Convention on Economic, Social and Cultural Rights (ICESCR), Convention on the Elimination of all Forms of Discrimination against Women (CEDAW), Convention on the Rights of the Child (CRC); The four Geneva conventions of 1949 and their two additional Protocols; The Rome Statute of the International Criminal Court; The Convention relating to the Status of Refugee and the Protocol; The Guiding Principles on Internal Displacement.

³ IASC definition of protection (from ICRC 1999)

⁴ MONUC is in the process of finalizing a protection of civilians strategy with the aim of developing a common approach for military and civilians.

4. *underscores* the importance of MONUC implementing its mandate in full, including through robust rules of engagement;

SC RESOLUTION 1794 (2007)

The Security Council, (...)

2. *Requests* MONUC to attach the **highest priority to addressing the crisis in the Kivus in all its dimensions, in particular through the protection of civilians** and support for the implementation of the Nairobi Joint Communiqué;

(...)

5. *Encourages* MONUC, in accordance with its mandate and emphasizing that **the protection of civilians must be given priority in decisions about the use of available capacity and resources**, to use all necessary means, within the limits of its capacity and in the areas where its units are deployed, to support the FARDC integrated brigades with a view to disarming the recalcitrant foreign and Congolese armed groups;

(...)

8. *Recalls* MONUC's mandate to **use all necessary means to protect civilians under imminent threat of physical violence**, particularly in the Kivus.

SC RESOLUTION 1592 (2005)

The Security Council,

(...)

7. *Emphasizing* that MONUC is authorized to use all necessary means, within its capabilities and in the areas where its armed units are deployed, to deter any attempt at the use of force to threaten the political process and to ensure the protection of civilians under imminent threat of physical violence, from any armed group, foreign or Congolese, in particular the ex-FAR and Interahamwé, *encourages* MONUC in this regard to continue to make full use of its mandate under resolution 1565 in the eastern part of the Democratic Republic of the Congo, and *stresses* that, in accordance with its mandate, MONUC may use cordon and search tactics to prevent attacks on civilians and disrupt the military capability of illegal armed groups that continue to use violence in those areas;

SC RESOLUTION 1565 (2004)

The Security Council,

(...)

Recalling that all the parties bear **responsibility for ensuring security with respect to the civilian populations**, and *recalling in particular* in this regard its resolutions 1325 (2000) on women, peace and security, 1379 (2001), 1460 (2003) and 1539 (2004) on children in armed conflict, and 1265 (1999) and 1296 (2000) on the **protection of civilians in armed conflict**,

(...)

4. *Decides* that MONUC will have the following mandate:

- (a) To deploy and maintain a presence in the key areas of potential volatility in order to promote the re-establishment of confidence, to discourage violence, in particular by deterring the use of force to threaten the political process, and to allow the United Nations personnel to operate freely, particularly in the Eastern part of the Democratic Republic of the Congo,
- (b) **To ensure the protection of civilians, including humanitarian personnel, under imminent threat of physical violence;**

B Sexual Violence

More specifically, and in an effort to ensure that sexual violence is addressed as part of the broader Protection of Civilians Agenda, the UN SC Resolution 1674 (2006) on the protection of civilians, makes explicit reference to sexual and gender-based violence.⁵

SC Resolution 1674 (2006)

5. ...*reaffirms* also its condemnation in the strongest terms of **all acts of violence or abuse committed against civilians** in situations of armed conflict in violation of applicable international obligations with respect in particular to (i) **torture** and other prohibited treatment, (ii) **gender-based and sexual violence**, (iii), **violence against children**, (iv) **the recruitment and use of child soldiers**, (v) **trafficking in humans**, (vi) **forced displacement**, and (vii) the **intentional denial of humanitarian assistance**, and *demands* that all parties put an end to such practices;

SC Resolution 1820 (2008)

.....*affirms* that “effective steps to prevent and respond to acts of sexual violence can significantly contribute to the maintenance of international peace and security”, and “when considering situations on the agenda of the Council, to, where necessary, adopt appropriate steps to address widespread and systematic sexual violence”.⁶

SC Resolution, 1794 (2007)

.....encourages MONUC to give priority to the protection of civilians in decisions, and requests MONUC “to undertake a thorough review” and “to pursue a comprehensive mission-wide strategy”, “in collaboration with the UN Country Team and other partners, to strengthen prevention, protection and response to sexual violence.”⁷

SC Resolution, 1856 (2008)

Requests MONUC, in view of the scale and severity of sexual violence committed especially by armed elements in the Democratic Republic of the Congo, to strengthen its efforts to prevent and respond to sexual violence, including through training for the Congolese security forces in accordance with its mandate, and to regularly report, including in a separate annex if necessary, on actions taken in this regard, including data on instances of sexual violence and trend analyses of the problem;

The MONUC Force Commander’s Directive on the Protection of Civilians (28 January 2008) states that “...the mission is also charged with the protection of the civilian population under imminent threat of physical violence ... and has been given a robust mandate to enforce peace through coercive military operations as authorized under Chapter VII of the UN Charter.”)

⁵ See 5th paragraph UN SC Resolution 1674 (2006)

⁶ See 1st paragraph UN SC Resolution 1820 (2008)

⁷ See 5th paragraph and 18th UN SC Resolution, 1794 (2007)

III Inter-Agency Standing Committee (IASC) Guiding Principles

The Plan of Action on Prevention and Protection of Sexual Violence relies on the *IASC Guiding Principles on Prevention and Response Related to Sexual Violence*⁸, and the *Standard Operating Procedures (SOPs) for Gender –based violence for Multi-sectoral and Inter-Organizational Prevention and Response*, as well as other good practices on protection and prevention in the field, and other relevant documentation.

Scope of application

The Plan of Action aims to describe **clear mechanisms, roles and responsibilities** for each actor involved in the prevention and protection of sexual violence. It is also complementary and linked to the other components of the overall strategy, in particular Combating Impunity and Security Sector Reform. The position taken is that Prevention and Protection are **inter-related activities**, in that many aspects of protection from sexual violence are also preventive measures. In turn, prevention activities are linked to protective response actions.

A better information base is needed to develop appropriate and effective prevention strategies. Factors need to be identified that influence the type and extent of sexual violence in particular areas of DRC, such as the nature of the conflict or the patterns of abuse by particular armed groups. Actions should be taken in response to the specific circumstances that give rise to acts of sexual violence. Therefore, different phases need to be differentiated. For example, protective and preventive responses differ in circumstances where sexual violence is either encouraged or condoned by social and cultural norms. Whereas, in a conflict context, the different phases of conflict need to be distinguished for an adequate response, such as immediately preceding conflict, during conflict, in a displaced environment, or the rehabilitation or development phase.

The Prevention activities outlined are aimed at potential perpetrators, sexual violence survivors, their families and those who might assist them. Activities must therefore target the affected community, humanitarian aid staff, host country nationals and government authorities. Most importantly this plan of action advocates for the need to ensure the active involvement of respective communities.

⁸ www.humanitarianinfo.org/iasc/gender

Objective	Steps	Activities	Indicators	Outcome	Actors	Time Frame	Monitoring & Evaluation
		<ul style="list-style-type: none"> ■ Examine history and previous threats of SV and coping mechanisms available; ■ Identify practical opportunities for preventing SV; ■ The optimal linkage between community response, individual response and response of an agency, already in place 					
<p>A: Prevent and/or mitigate threats and reduce vulnerability and exposure to sexual violence</p>	<p>A.2: Profile patterns of sexual violence, threats, survivors, and perpetrators</p> <p><i>Provincial level</i></p>	<p>The following activities should be based on initial information gathering on SV:</p> <p>Crime pattern: Understanding the precise nature, pattern and scope of violations and threats in particular areas.</p> <p>Vulnerability: Who is most vulnerable to threats: differentiate threats by age, gender, ethnic group social status religion etc.</p> <p>Assessments in areas of new or recent displacement: given new dynamics a quick, effective referral system to be established (mobile units, community committees for referral and sensitisation) (See also Component of Multi-sectoral Assistance for SV.)</p> <p>Circumstances: Study particular crime patterns: timing, schedule, logic or symbolism, which is connected with the threats (physical, social, spatial, economic, and habitual) that may expose people more at risk. (How, when, and where, the crimes are committed). Motif of violations. Predict perpetrators next step</p> <p>Community: What are prejudices, reasons, interests, frustration, and emotions driving these crimes? Learn who is encouraging, permitting, and colluding in the perpetration of violations as ideologies, strategies, and active supporters.</p> <p>Select/appoint community liaison officers to inter-act with UN military and police</p>	<p>Number of profiles developed of crime patterns, survivors and perpetrators by territory</p>	<p>Accurate analysis of the situation on the ground related to SV.</p> <p>Prioritizing focus of prevention activities on perpetrators, survivors and community.</p>	<p>Agreed SV focal point JMAC and MONUC/OH CHR</p> <p>Provincial Protection Cluster</p>	<p>6 months</p>	<p>Development of initial profiles to allow for a baseline analysis and allow for comparison of threats and incidents</p>

Objective	Steps	Activities	Indicators	Outcome	Actors	Time Frame	Monitoring & Evaluation
A: Prevent and/or mitigate threats and reduce vulnerability and exposure to sexual violence	A.3: Introduce Risk model assessment for sexual violence <i>Provincial level</i>	Introduce assessments based on risk models to agencies and NGOs involved in the protection of civilians.	Number checklists and assessment tools developed (harmonised and standardised) Number of risks assessment per situation being conducted	Achieve a common understanding on risk analysis of SV and introduce standardized assessment tools	Protection cluster involving experienced actors involved in protection, UNHCR, UNICEF, IRC, COOPI, Oxfam, Care, NRC	6 months	Conduct follow up sessions.
A: Prevent and/or mitigate threats and reduce vulnerability and exposure to sexual violence	A.4: Information sharing <i>Provincial and National levels</i>	Bearing in mind the obligation to respect privacy and confidentiality of sources and individuals in question: <ul style="list-style-type: none"> ■ Share information with mandated agencies and organisation when appropriate with the objective of increasing protection level of affected persons ■ Avoid duplication and ensure a shared understanding of the situation. 	Number of information and analysis reports shared	Consolidated and coordinated information	National and Provincial Protection Clusters	6 months	Identify existing gaps in terms of coordination
A: Prevent and/or mitigate threats and reduce vulnerability and exposure to sexual violence	A.5: Involve the community in developing protection strategies for sexual violence, based on existing community coping mechanisms <i>Community level</i>	Asses existing attitudes towards survivors <ul style="list-style-type: none"> ■ Understand existing coping mechanisms and self protection capacities by communities in regard to SV. ■ Explore how these capacities might best be supported and developed. ■ Examine what actions people are taking to avoid threats of sexual violence? ■ Base prevention activities on existing community coping mechanisms ■ (E.g. Change market times to earlier in the evening or later in the morning, men accompany women to fields or market, etc). ■ Study how people are changing their behaviour to reduce their vulnerability to the threats (Change regular movements)? ■ Set community early warning systems 	No of projects supporting community self-protection	Identify best practices for prevention by involving communities	Responsible: SV Focal Point and Protection Cluster Stakeholders: Community, traditional leaders, administrators, women's groups, teachers local army and police	6 months	Review the effectiveness of such practices and indentify the secondary risks that might arise.

Objective	Steps	Activities	Indicators	Outcome	Actors	Time Frame	Monitoring & Evaluation
		<p>(tam, tam)?</p> <ul style="list-style-type: none"> ■ Are people changing their pattern of livelihood to survive (e.g. planting crops only in areas around the village, not planting at all, migrating for work or going into prostitution to earn a living) ■ What is the attitude to the current situation? (E.g. obeying orders, paying taxes, forced to join militias groups or marry soldiers?) Positive or negative adaptation to situation? ■ What is the capacity by the community to confront the threats? (Defence, ignorance, dispirited, disintegrating?) ■ More gender-sensitive scenario planning (e.g ensure that the views and concerns of women and children are taken into account) 			<p>commanders, ANR as advocacy targets</p>		
<p>A: Prevent and/or mitigate threats and reduce vulnerability and exposure to sexual violence</p>	<p>A.6: Issuing of Directives / Codes of Conduct on sexual violence</p> <p><i>International and National Levels</i></p>	<ul style="list-style-type: none"> ■ Review and possibly adjust MONUC FC Directive and/or SOPs Add a special section on SV protection measures (e.g. patrolling along market routes and around where women and children are in movement, establish check points in sensitive areas, etc) ■ Review and possibly adjust Rules of Engagement to include attentiveness to SV ■ Actively recruit more female peacekeepers; military/FPU and police women deployed to sensitive areas, ■ Ensure female translators 24/hours ■ Ensure deployment and mentoring of national police by deployment of more UNPOL in towns and IDP settlements. ■ Provide clear and unambiguous directions to military personnel on how to respond in concrete and practical terms. <p>Develop Code of Conduct for FARDC and PNC, in collaboration with respective</p>	<p>Directives and code of conduct of MONUC military and army and DRC Gov</p>	<p>Clear orders given to international (MONUC) and Congolese army and police</p>	<p>MONUC Force Commander and Police Commissioner Ministry of Defense and Interior, ODSRSG</p>	<p>6 months</p>	<p>Review the effective application and of such directives and code of conduct</p>

Objective	Steps	Activities	Indicators	Outcome	Actors	Time Frame	Monitoring & Evaluation
		<p>ministries Combine respective decrees of the Defence and Interior Ministers ' (Ordnance') introducing a specific Code of Conduct on SV, e.g. ensure protection of women and girls, refer all alleged perpetrators under their command to justice, take pro-active measures to patrol, encourage and promote best practices for the protection of women and girls.</p>					
<p>A: Prevent and/or mitigate threats and reduce vulnerability and exposure to sexual violence</p>	<p>A.7: Create specialized PNC and FARDC SV units</p> <p><i>All levels</i></p>	<p>Cross-reference to strategic components of the Comprehensive SV strategy: (1) Combating Impunity, (2) Security Sector Reform and SV</p>	<p>Refer to strategic components of the Comprehensive SV strategy: (1) Combating Impunity, (2) Security Sector Reform and SV</p>	<p>Refer to strategic components</p>	<p>Refer to strategic components</p>	<p>Refer to strategic components</p>	<p>Refer to strategic components</p>
<p>A: Prevent and/or mitigate threats and reduce vulnerability and exposure to sexual violence</p>	<p>A.8: Prioritize prevention activities based on community coping mechanisms</p> <p><i>Community and Provincial level</i></p>	<p>Application of Risk Assessment : Identify and take into account primary and secondary risks. While primary risks exist, there is danger of exposure to new secondary risks. (E.g. (1) while a militia group attacks a village, a woman is on her way to the field – protection of home areas (primary risk), safe return (secondary risk). E.g. (2) when market hours are changed in response to a primary risk, a secondary risk might arise with an armed group movement during market days)</p> <p>Protection cluster to set parameters Whom are you trying to protect? From what? What capacity do people have to protect themselves? How will you help them? What resources will you use? Who will you do it with?</p>	<p>Number of assessment conducted based on risk model analysis.</p> <p>Number of interventions following the risk analysis.</p>	<p>Analysis-based and focused interventions, adapted to the current situation in regard to SV</p>	<p>National and Provincial Protection Clusters</p>	<p>1 year</p>	<p>Review the effectiveness of these interventions on a monthly basis</p>
<p>A: Prevent and/or mitigate threats and</p>	<p>A.9: Adapt programming</p>	<p>Link programming activities to protective assistance in compliance with IASC</p>	<p>Number of interventions</p>	<p>Threats and no. of incidents are</p>	<p>Protection Cluster</p>	<p>One year</p>	<p>Review programming</p>

Objective	Steps	Activities	Indicators	Outcome	Actors	Time Frame	Monitoring & Evaluation
<p>reduce vulnerability and exposure to sexual violence</p>	<p>activities to the objective of limiting risks of exposure to SV</p> <p>During emergency phase</p> <p><i>Provincial level</i></p>	<p>Guidelines on Gender Based Violence Intervention in Humanitarian Settings.</p> <p>Example: Identify safe areas: New wells dug in safe areas that lessen the risk of a dangerous journey</p> <p>Assistance targeting risks: Distribution of PEP Kits to health centres, training to health personnel to avoid women being identified as rape survivors when going to hospital.</p> <p>In safe shelter or house, ensure programming by a multifunctional agency – to avoid identification as refugee or rape survivor. (City of Joy),</p> <p>Balance risks and benefits: Better to avoid assistance if it attracts too much attention, and the risk of exposure is too high, and if there are self-survival mechanisms within the community / population. (E.g. if a food and clothing distribution is known, militias may attack shortly thereafter to supply themselves)</p> <p>Engage local authorities Engage officials from local authorities’, officers from Ministries of Gender, Labor and Social Development, Health and the Police.</p>	<p>which have a protection focus</p>	<p>reduced</p> <p>Contingency plans on SV are in place</p> <p>Inter-cluster strategy including prevention of SV is in place</p> <p>Focal points SV appointed for each cluster</p>			<p>activities</p>
<p>A: Prevent and/or mitigate threats and reduce vulnerability and exposure to sexual violence</p>	<p>A.10: Conduct an analysis of whether existing preventive measures impact on reducing SV</p> <p><i>Community level</i></p>	<p>Conduct needs assessments. Examine why prevention measures failed and identify entry points for intervention</p> <ul style="list-style-type: none"> ■ Ensure equal and active participation by women and children in assessing, planning, implementing, monitoring and evaluating programmes ■ Map existing community protection strategies ■ Evaluate political commitment to protection (e.g. provincial government, army, police) <p>Defining clear objectives for protection from SV</p>	<p>Number of priorities identified in each situation</p>	<p>Impact analysis based on vulnerability and risk assessment.</p>	<p>National and Provincial Protection Clusters</p>	<p>6 months</p>	<p>Review the effectiveness of these practices</p>

Objective	Steps	Activities	Indicators	Outcome	Actors	Time Frame	Monitoring & Evaluation
		<ul style="list-style-type: none"> ■ What type of SV had the severest impact on individuals and communities? ■ Which are the most prevalent and persistent forms of SV? ■ Where lie the greatest vulnerabilities? ■ Which is the most appropriate agency, mandated and equipped to address the problems identified? <p>Choosing appropriate protection activities Need to plan interventions with vulnerable communities. Focus on: capacity and willingness of the authorities to respond, capacity of the communities. Specify the “protection outcome” and work towards it. Example: All women in Minova will have sufficient and safe access to food aid until free movement is secured again in the surrounding area. Women and girls will have safe access to water and move freely to collect points without intimidation.</p>					

B Strengthening resilience of survivors of sexual violence

Objective	Steps	Activities	Indicators	Outcome	Actors	Time Frame	Monitoring & Evaluation
B: Strengthening resilience of survivors of sexual violence	<p>B.1: Ensure Multi-Sectoral assistance for survivors of sexual violence</p> <p><i>Community level</i></p>	<p>Refer to Multi-Sectoral Assistance Component of the Comprehensive Strategy against SV:</p> <ul style="list-style-type: none"> ■ Provide direct and adequate services for SV survivors in need. ■ Disseminate flyers/leaflets on services available in different contexts (medical, psychosocial, judicial, and reintegration support). ■ Improve referral systems for assistance 	Refer to Multi-Sectoral Assistance Component of the Comprehensive Strategy against SV:	Refer to strategic component	Refer to strategic component	Refer to strategic component	Refer to strategic component
B: Strengthening resilience of survivors of sexual violence	<p>B.2: Establish standardized SV monitoring and reporting mechanisms that place the best interests of the survivor at the forefront</p> <p><i>Develop at National level</i></p> <p><i>Apply at Community level</i></p>	<ul style="list-style-type: none"> ■ Develop tools for a standardized interview format; ■ Refer to A.1 and follow the Checklist developed of issues to be aware of in dealing with survivors (e.g. avoid repeated interviewing etc) ■ Identify and develop suitable locations where survivors feel comfortable to come forward and report. Depending on the settings (IDP camps, villages), create “Drop in Centers” “Women’s Centers” to provide community services on a confidential basis (survivors are not identified but part of a comprehensive program) etc. ■ Apply strict criteria of confidentiality neutral places where survivors and other sources can be interviewed. Apply confidentiality, identify neutral places where survivors or sources are interviewed (in a religions location, preferably not directly to a <i>maison d’ecoute</i>, known by all as a place where rape survivors receive assistance) ■ These places to be used specifically to protect people by inhibiting further abuses (E.g. cases of local women accompanying rape survivors to a hospital who in turn were raped in revenge by militias as they 	Standardized interview format agreed	Information that will enable an analysis of legal responsibility (see B.3)	<p>Agreed SV focal point</p> <p>Provincial Protection Cluster with NGOs, INGOs and UN agencies</p>	6 months	<p>Identify gaps in human and material resources, knowledge and expertise.</p> <p>Identify the positive attributes, such as expertise, previous experience, innovative responses on that may contribute to their protective ability.</p>

Objective	Steps	Activities	Indicators	Outcome	Actors	Time Frame	Monitoring & Evaluation
		were to have provided information or assisted survivors)					
B: Strengthening resilience of survivors of sexual violence	<p>B.3: Apply safety and security measures to increase protection</p> <p><i>Community level</i></p>	<p>Safety and security measures:</p> <ul style="list-style-type: none"> ■ Increase capacity of army or police to fulfill their protection functions ■ Establishment of safe houses ■ Establish better information sharing on security problems and 'hotspots'; <p>Examine capacities:</p> <ul style="list-style-type: none"> ■ The willingness and capacities by authorities to respond themselves (deploy specialised police units in the area, patrolling etc). ■ The capacity of the international community (protection cluster, and/or particular agency) to respond. ■ Ensure synergy between protection activities and existing initiatives on the ground (e.g. One organisation has already established a counselling mechanism already establish in a particular area) ■ Use experience of specialised protection training officers (UNHCR, UNICEF, NGOs etc) <p>Awareness:</p> <ul style="list-style-type: none"> ■ Through formal and informal networks, maintain awareness of protection and security issues related to SV. Provide information to local formal of informal SV working groups about protection and security issues. 	Number of type of safety and security measures applied	Vulnerability to SV threats is reduced	<p>SV Focal Points</p> <p>Protection Clusters</p> <p>Stakeholders: Community, traditional leaders, administrator, local army and police commander, ANR, women's groups, teachers</p>	6 months	Identify gaps in human and material resources, knowledge and expertise

Objective	Steps	Activities	Indicators	Outcome	Actors	Time Frame	Monitoring & Evaluation
B: Strengthening resilience of survivors of sexual violence	<p>B.4: Address the consequences of SV on survivors and communities</p> <p><i>Local level</i></p>	<ul style="list-style-type: none"> ■ Facilitate the reintegration of SV survivors through economic empowerment programs. ■ Create social reintegration mechanisms for abandoned women and children born of rape ■ Address the lack of capacity in home towns or villages for survivors of SV 	Number of reintegration programs	Aim at long –term reduction of vulnerability of individuals	<p>SV Focal points</p> <p>UNSSSS</p> <p>Protection Cluster</p> <p>Community, traditional leaders, administrator, local army and police commander, ANR, women’s groups, teachers</p>	6 months	Identify the positive attributes, such as expertise, experiences, innovation etc that may contribute to the empowerment of survivors
B: Strengthening resilience of survivors of sexual violence	<p>B.5: Address the consequences of SV on survivors and communities</p> <p><i>Community level</i></p>	<ul style="list-style-type: none"> ■ Address the shame of having this phenomenon within the community ■ Address community blame for not responding effectively to the problem. ■ Address how men perceive their wives and children being survivors of SV. 	Number of sensitization campaigns	Restoration of confidence in order to collectively face the impact of sexual violence on the community	<p>SV Focal points</p> <p>UNSSSS</p> <p>Protection Cluster</p> <p>Community, traditional leaders, administrator, local army and police commander, ANR, women’s groups, teachers</p>	6 months	Identify the positive attributes, such as expertise, previous experience, innovation that may contribute to the ability by the community to protect itself

Objective	Steps	Activities	Indicators	Outcome	Actors	Time Frame	Monitoring & Evaluation
B: Strengthening resilience of survivors of sexual violence	<p>B.6: Reduce social stigma of survivors</p> <p><i>Community level</i></p>	<p>Reduce Stigma:</p> <ul style="list-style-type: none"> ■ Give voice to women’s organisations and involve community leaders, religious men to reduce social stigma ■ Highlight examples of husbands or other family members accepting survivors <p>Survivors speak for them selves</p> <ul style="list-style-type: none"> ■ Adult women choose themselves to speak out about their ordeal, in a safe environment and become spokespersons for the issue and other women. ■ They should be made aware of opportunities, such as, if interested, in becoming community activists, and spokespersons for other survivors ■ In line with safety and security principles, caution towards recent survivors and children who require direct and immediate protection 	Number of positive examples coming from the community reducing stigma	Address phobias to face the problem and the individual and social responsibilities towards the creation of stigma to survivors	<p>Cluster protection</p> <p>SV Focal points</p> <p>UNSSSS</p> <p>Protection Cluster</p> <p>Community, traditional leaders, administrator, local army and police commander, ANR, women’s groups, teachers</p>	6 months	Evaluate the secondary risks of reducing stigma
B: Strengthening resilience of survivors of sexual violence	<p>B.7: Monitor recovery programs for survivors</p> <p><i>Stabilisation phase</i></p> <p><i>Community level</i></p>	<p>Reintegration of survivors into the community</p> <p>Protective assistance in compliance with IASC Guidelines on Gender Based Violence Interventions in Humanitarian Settings, to be conducted during the stabilisation phase (Human Resources, Water and Sanitation, Food Security and Nutrition, Shelter and Camp management, Non-food Items, Health and Community Services, Education, Information and Education Communication)</p> <p>Include reintegration of survivors into larger early recovery programs (such as PEAR plus - part of the UNSSSS Stabilisation strategy. This will ensure full reintegration into the community by preserving</p>	Number of recovery programming activities	Economic empowerment of survivors and their communities	<p>UNSSSS</p> <p>UN agencies, NGOs</p>	3 years	Review programmatic activities

Objective	Steps	Activities	Indicators	Outcome	Actors	Time Frame	Monitoring & Evaluation
		confidentiality, avoid stigma and ensure a community-based approach.					

C Create a protective environment

Objective	Steps	Activities	Indicators	Outcome	Actors	Time Frame	Monitoring & Evaluation
C: Create a protective environment	C.1: Restore rule of law mechanisms related to sexual violence	Refer to the strategic components of Combating Impunity and Security Sector Reform	Refer to (1&3)strategic sub components	Refer to (1&3)strategic sub components	Refer to (1&3)strategic sub components	Refer to (1&3)strategic sub components	Refer to (1&3)strategic sub components
C: Create a protective environment	C.2: List applicable legal standards and responsibilities <i>National and provincial level</i>	“Translate” the nature of SV violations and threats, and the impact on communities into the language of International Law (IHL and IHRL), identifying the following: <ul style="list-style-type: none"> ■ Individual criminal responsibility, command responsibly and state responsibility. ■ Refer to patterns of SV; take into account applicable DRC 2006 Laws on SV. Identify the authorities with primary responsibility for stopping perpetrators from committing these violations. ■ Identify agencies on the ground, mandated to respond to this work and their respective responsibilities (e.g. UNCHR, UNICEF, BNUDH and NGOs, CoopI, Oxfam and others as appropriate) 	Number of situational analyses developed, based on an analysis of legal standards and responsibilities	SV is addressed through recognized accountability mechanisms	Agreed SV focal point National and Provincial Protection Clusters UNHCR, UNICEF, MONUC/OHCHR, IRC, COOPI, Oxfam, Serch for Common Ground	6 months	Use the analysis of legal standards and responsibilities as a tool for persuasion and advocacy
C: Create a protective environment	C.3: Advocacy <i>All levels</i>	Denunciation: <ul style="list-style-type: none"> ■ Pressuring authorities through public disclosure into meeting their obligations to protect civilians. (e.g. after a mass rape, organise a visit to the affected village with Regional authorities, the Police Commander, the Chief Prosecutor and the FARDC Commander - if soldiers involved.) ■ Media communication on the situation with strict respect for survivors’ anonymity, attributing responsibility not directly at alleged perpetrators but at commanders. Mobilisation:	Number of Advocacy activities carried out	Provision of support to existing structures that enables them to carry out their functions, such as the SV community focal points or local associations in first contact with survivors.	Local NGOs or INGOs, UN agencies present in respective settings, Provincial Protection Cluster	6 months	Provide regular feedback on the positive or negative impact of advocacy

Objective	Steps	Activities	Indicators	Outcome	Actors	Time Frame	Monitoring & Evaluation
		<ul style="list-style-type: none"> ■ Sharing information discreetly with select people and bodies, using their capacity to influence the authorities. ■ Engage community-based counsellors and women’s forums that act as social pressure groups to bring SV issues to the attention of the community and humanitarian organisations. <p>Persuasion:</p> <ul style="list-style-type: none"> ■ Convince authorities and perpetrators to engage in private dialogue to discuss their obligations <p>Support/Capacity building</p> <ul style="list-style-type: none"> ■ Conduct sensitisation sessions with SGBV focal points, heads of agencies, FARDC commanders and military chief prosecutor to underline specific responsibilities of specific units in committing acts of SV in a particular area. Informal contacts with commanders of foreign armed groups. ■ Message to pass through MONUC DRRR radio, or SMS on the sensitization and legal responsibilities of such groups. 					