

EMPOWERED AID: REDUCING RISKS OF SEXUAL EXPLOITATION AND ABUSE IN CASH ASSISTANCE¹

LEBANON POLICY BRIEF, JANUARY 2020

Over half of the almost 1 million Syrian refugees in Lebanon live below the Survival Minimum Expenditure Basket of USD 2.90 per person per day, and hence rely on assistance to meet basic needs.² In 2019, the Global Women's Institute (GWI) and CARE International in Lebanon conducted participatory action research on risks of sexual exploitation and abuse (SEA) among Syrian refugee populations in Tripoli, Lebanon. Key cash-related findings from the study are found in this brief. The main results report, full set of policy briefs, and accompanying tools and resources can be found online at: <https://globalwomensinstitute.gwu.edu/conflict-crisis>.

KEY FINDINGS

Findings in this brief evidence multiple levels of fear and risks to SEA that refugee women and girls harbor every single day of their lives. Women and girls involved in the research noted particular risks for SEA at the following points:

During registration/verification exercises: Women and girls reported sexual exploitation and abuse by workers registering them for assistance or distributing automated teller machine (ATM) cards, who offer cash assistance in exchange for sexual relationships and/or threaten women and girls with other types of violence if they refuse. It was noted in participatory group discussions that vulnerable women - specifically those who are economically vulnerable, widows and divorced - may enter into sexual relationships in exchange for cash assistance offered by aid workers because they are in need.

"Employees who work in the United Nations or another organization, ask women for something in return for aid, like an amount of 100,000 LBP or 100 dollars, in return for going out together. A lot of things like that happened. A lot of women were deprived of aid. I know a girl who was deprived of aid. She used to receive 100 dollars a month, and the person who was giving her the money, asked for her hand in marriage, but she refused, because he has a family, and she didn't want to ruin his family, so he stopped giving her the 100 dollars."

– Qualitative interview with refugee women

At ATM machines: Women and girls generally spoke positively about the ATM cards where cash can be withdrawn from any ATM machine across Lebanon and spent on their essential needs, food or otherwise. However, due to lack of awareness on how to use the cards, they stated they might face sexual exploitation when they go alone to the ATM. Adolescent girls stated that women and girls can be vulnerable to SEA when they are not able to withdraw the full amount of money because they don't know how to use the ATM.

¹ "Cash assistance" refers to the many ways in which cash is provided within humanitarian assistance in Lebanon, for example through multi-purpose cash cards, on an as-needed basis in association with protection or other basic needs, etc.

² United Nations Refugee Agency (UNHCR). (2019). *UNHCR Regional Winterization Assistance Plan 2019-2020*. Retrieved from <https://reliefweb.int/sites/reliefweb.int/files/resources/71296.pdf>

Little clarity of or faith in reporting mechanisms, lack of support from families or communities, loss of aid, the normalization of SEA, and confusion around the identity of the perpetrator all serve as powerful deterrents to reporting sexual exploitation and abuse. Refugee women and girls described varying reactions from family and community members, in some cases showing support while others blame and shame survivors.

“They might be asked for something in return, in order to receive the cash assistance... they might be harassed or something. ...She might go to the center or to the organization to receive the assistance and the employee there might ask her to do something in order to grant her the assistance... although she is registered and has the right to take the assistance, he asks for something in return... he might ask her to go out with him, for example... she is obliged to...”

– Qualitative interview with adolescent girl

Given the range of possible reactions from family and community, SEA survivors tend to be fearful of reporting or pursuing services. Women and girls may feel unsafe reporting to police as police are sometimes the perpetrators of violence; and perpetrators will sometimes threaten or intimidate survivors to prevent them from reporting. Refugee women and girls also reported survivors’ fear shame, stigma, and gossip in the community if they come forward. These fears, combined with a perceived lack of accountability for perpetrators and lack of knowledge of reporting mechanisms, contribute to a chilling effect on SEA reporting.

If an SEA survivor decides to come forward, she often confides in friends, female family members, and religious or community leaders first to seek counsel on next steps. Women and girls identified caseworkers, the organization in charge of the aid worker or distributor, and the hotline number as places where they could report. Women and girls also reported a preference for accessing services from NGOs that support women; specific mentions of trusted helpers included case workers and therapists.

WHO ARE THE PERPETRATORS?

Aid workers registering/verifying women and girls for cash assistance or distributing ATM cards may perpetrate SEA by offering sex in exchange for inclusion and/or faster processing.

Taxi drivers were also identified as perpetrators who may attempt to sexually exploit them by driving to a remote location, offer money in exchange of sex, and/or to deliver the aid personally to their house and demand sex as a form of payment upon arrival.

Host community or refugee men who approach women and girls at ATM machines, offering help in exchange for sex if they cannot successfully withdraw their money.

Religious or community leaders and “foreign” men (often noted as being from the Gulf States) that distribute aid and pay for livelihood expenses in exchange for sexual relationships that can result in marriage, pregnancy, and abandonment.

WOMEN AND GIRLS’ RECOMMENDATIONS TO MAKE CASH ASSISTANCE SAFER

Refugee women and girls involved in the research developed the following recommendations to improve their safety and security throughout the cash assistance process. Many of these build on steps they are already taking to protect themselves. By applying them, cash assistance systems can more fully meet women and girls’ needs in ways that minimize opportunities for SEA by aid actors and others.

- 1 Financial aid through cash assistance for women and girls to reduce risk of SEA.** Particularly targeting vulnerable groups of women and girls, such as female-headed households, widows, or orphaned girls, to reduce their risk of SEA.

- 2 Pre-determined assigned times to groups of families to go and collect aid from distribution points to avoid overcrowding and disorganization that makes women and girls vulnerable to SEA.** Disorganized and chaotic distributions may leave women and girls vulnerable to SEA by aid workers that offer to speed up their distribution by taking them to the front or serving them first. Creating systems that allow for organized, timely distributions could decrease exposure to SEA; this is especially important given the number of ad hoc distributions still frequently carried out by non-traditional aid actors.
- 3 Aid delivery and/or repair assistance at the household level may mitigate risks women and girls face when leaving their homes, if conducted in gender-sensitive ways, e.g. by at least two aid workers, with at least one being a woman.** At-home delivery of aid and/or repair assistance can reduce SEA risk in that women and girls do not have to leave their homes, but it can also increase risks of SEA happening in the home. To mitigate this, women and girls requested teams of women aid workers or women workers to accompany male aid workers when working within people's homes.
- 4 Provide transportation support for those traveling long or isolated distances to collect aid, especially for vulnerable groups.** The obligations of the humanitarian community to provide protection and support do not end at the gate of distribution sites. While taxi drivers are not a formal part of the aid system, without them the distribution would not function. Likewise, safe access to WASH and shelter repair services cannot be achieved if sex is demanded in exchange. As shown in this study's community mapping exercises, women and girls have expert knowledge of safe & risky places and times in their communities. Distance & other transport-related needs can be better considered by planning distribution mechanisms in collaboration with women's committees and leaders and discussing possible support (in-kind or cash/vouchers) for groups identified as particularly vulnerable.
- 5 Closer supervision of distributors and workers at aid distributions points, including filing and following up on complaints.** Increased accountability of aid workers through more oversight by NGO/UN staff who understand the risks that could lead to SEA and the importance of creating a safe environment in which women and girls can access aid.
- 6 Ensuring more women aid workers, volunteers, and leadership structures are involved in aid distribution processes.** The issues that women and girls face during distribution could be reduced by better engaging women and girls throughout the process. This includes ensuring meaningful numbers of female staff and volunteers within distribution teams, as well as representatives from women's committees or other leadership structures also being actively engaged in decision-making and supported to serve as key linkages to the wider communities. Women aid workers may also increase accountability and reduce the fear and risk of SEA during at home visits.
- 7 Create and support formal or informal accompaniment systems and social support mechanisms for sharing share information between women and girls.** The creation of formal or informal accompaniment systems was identified as a way to mitigate risk by helping women and girls move together to collect aid or have someone else at home when aid workers or contractors are visiting women and girls' homes. Supporting them to maintain or increase social networks with other women and girls can also foster information sharing and support, including 'sounding the alarm' and getting help when risky situations arise.
- 8 Information sessions on safely and securing withdrawing money from ATMs.** Empowering women and girls with the information to withdraw money from ATMs correctly and securely to reduce the possibility of SEA occurring.

9	Sex-segregated lines at distribution points. Women and girls repeatedly asked for separate lines when waiting at distribution points, to reduce sexual harassment, their being pushed out of line by men, or men offering their space in line in exchange for sex or a sexual relationship.
10	Better information and communication of complaint and reporting mechanisms, so that women and girls have correct knowledge if they want to report SEA. This includes ensuring information is provided through multiple channels (loudspeaker, radio, visual, written in multiple languages, community meetings, health facilities, etc.) to increase the number of people in a community who hold this information and power. In addition, employing diverse ways of sensitizing communities to GBV/SEA reporting mechanisms that reach beyond traditional leadership structures, to ensure this information is accessible to those who most need it.
11	More security at distribution points, including ATMs where women and girls collect cash assistance. Female and male teams of well-supervised security personnel, who are trained to proactively mitigate SEA and other forms of violence, receive and respond to complaints, are needed to make distribution points and the area around them safer.

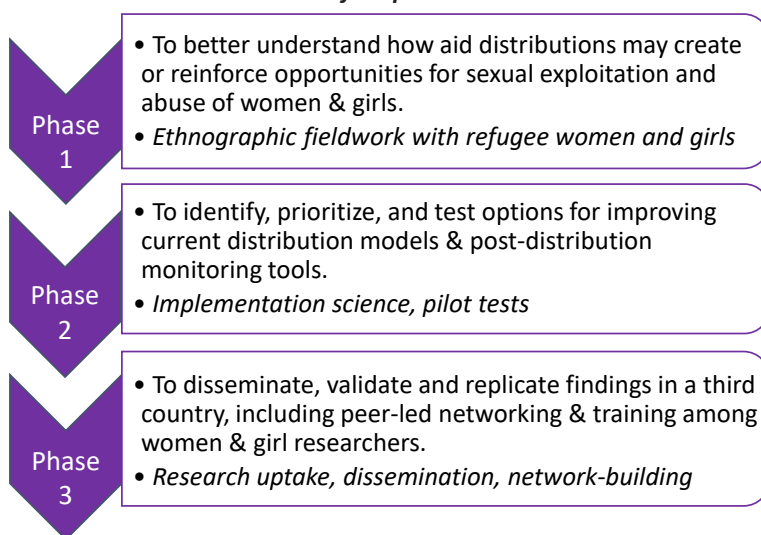
ABOUT EMPOWERED AID

Empowered Aid is a multi-country, participatory action research project led by the Global Women's Institute (GWI) at the George Washington University, in partnership with CARE International in Lebanon and the International Rescue Committee (IRC) in Uganda, and funded by the U.S. Department of State's Bureau of Population, Refugees and Migration. It examines the mechanisms through which humanitarian aid—in Lebanon: **food, WASH, shelter** and **cash assistance**—is delivered, and how these processes might inadvertently increase the risks of SEA for women and girls, in order to address them.

Its goal is to support the creation or adaptation of aid delivery models that actively work to reduce power disparities and give women and girls a sustained voice in how aid is delivered.

In Lebanon, 14 women and 12 girls aged 16-52 participated in three months of data collection including two participatory group discussions and four in-depth interviews about their experiences interacting with the aid distribution system. In addition, 7 community participatory group discussions and 11 key informant interviews were held with community leaders and humanitarian personnel. Learn more at <https://globalwomensinstitute.gwu.edu/conflict-crisis>.

Phases of Empowered Aid



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