



Economic and Social Council

Distr.: General
10 December 2018

Original: English

For decision

United Nations Children's Fund

Executive Board

First regular session 2019

5–7 February 2019

Item 8 of the provisional agenda*

Management response to the independent panel review of the UNICEF response to protection from sexual exploitation and abuse

Summary

UNICEF aims to have the highest results for its response to protection from sexual exploitation and abuse (PSEA). Following reports about children and women being sexually exploited and abused by members of the development community, Executive Director Fore put this issue at the top of the UNICEF agenda and renewed and increased the organization's commitment to prevent these violations — no matter who commits them — and to support victims/survivors in any way possible. In February 2018, the Executive Director requested the Evaluation Office to establish an independent panel of experts to undertake a review of the UNICEF response to PSEA, focusing on management accountability, policies and systems, incident response effectiveness and organizational culture.^a

The Evaluation Office consulted UNICEF management on the terms of reference of the present review of the UNICEF response to PSEA, including its objectives and scope, which management endorsed. UNICEF management also had the opportunity to exchange views with the panel during and after the review, therefore deepening the organization's understanding of the findings and actions to improve the UNICEF response. UNICEF is extremely grateful to the panel and the Evaluation Office for these exchanges and for the panel's report. UNICEF supports the panel's key messages below and agrees to all recommended action points.

Elements of a decision for consideration by the Executive Board are provided in section III.

^a In parallel, UNICEF commissioned two other independent reviews: the first, in February 2018, to review how UNICEF has investigated workplace sexual harassment in the last five years; and the second, in June 2018, on workplace gender discrimination and harassment. The first of these reviews was completed in August 2018 and the second is ongoing.

* [E/ICEF/2019/1](#).



I. Key messages

<i>Key messages</i>	<i>Action point(s)</i>
The individuals and communities with which UNICEF works must be viewed as rights-holders rather than beneficiaries. UNICEF is a duty bearer in relation to these rights.	10, 12 and 24
Ad hoc fragmented actions across the many levels of UNICEF must be replaced by a clear and compelling whole of organization strategy.	2, 6 and 7
PSEA must be seen as a management responsibility rather than the extension of child protection or gender-based violence programmes.	5, 6, 7, 13, 17 and 24
The emphasis must move from a maze of policy documents on PSEA to operational reality. UNICEF staff need practical, user-friendly guidance on PSEA. They need to understand their accountability as duty-bearers towards children and the communities in which children live.	4, 7, 9 and 10
PSEA must be seen as relevant in all UNICEF operations, not only in humanitarian settings. UNICEF must be pro-active in identifying and managing PSEA risks, not only responding to crisis. The root causes of and risks for sexual exploitation and abuse (SEA) must be identified in all contexts, across all programme areas and in every setting that UNICEF works.	11 and 19
Implementing partners should be seen as potential allies in PSEA and, as such be given support, guidance and resources to ensure PSEA within their operations. While implementing partners must be held accountable in this regard, UNICEF cannot transfer its own risk and responsibilities to these partners.	4, 8, 9, 14, 18 and 21
A culture must be created that rewards speaking up on PSEA, eliminating fear of retribution and inspiring confidence that the system works.	5, 16, 17, 20 and 21
Deterrence contributes to prevention of SEA and reinforces the presence of accountability. To this end, consequences for SEA need to be communicated and backed up by credible sanctions.	13, 14 and 23
UNICEF must embrace its role as lead advocate for children's rights and needs in all system-wide policies, mechanisms and actions on the ground.	1, 3, 4, 8, 9, 14, 15, 22, 24 and 25
SEA and PSEA are not problems for UNICEF alone. They are system-wide issues and thus require system-wide accountability and action. UNICEF cannot and should not allow the rest of the system to abdicate its responsibility for prevention or for victim assistance. It has two key and reinforcing roles: push the system to do more and better to prevent SEA; and ensure that whatever system-wide action is taken has the rights and needs of children at its centre.	1, 3, 4, 8, 9, 12, 14, 22, 24 and 25

II. Detailed management response

<i>Issue</i>	<i>Recommended Action Point</i>	<i>Management Response</i>	<i>Expected Completion Date</i>	<i>UNICEF comments¹</i>
1. Need to update 2012 Inter-Agency Standing Committee (IASC) Minimum Operating Standards ²	The Executive Director in her new role as the IASC Principals' Champion on SEA and sexual harassment and abuse (SHA) lead a time-limited, focused updating of the 2012 Minimum Operating Standards (MOS) to reflect the central obligation of accountability, and make the MOS more fit for purpose in terms of the ambition of scope for PSEA actions and intended impact. It could then better function as an accountability framework to benchmark the humanitarian system.	Agree (in progress)	June 2019	The Executive Director as IASC Champion will lead the IASC PSEA Senior Focal Points in updating the 2012 PSEA Minimum Operating Standards, including key benchmarks for its operationalization.
2. Coherent whole of organization strategy on PSEA	UNICEF consolidate a more strategic framework on PSEA with specific objectives and aims that is no more than 10 pages. It would also set out explicit operational understandings of what constitutes SEA, zero tolerance, and the principles for action by UNICEF. This would be the guiding document for the whole of UNICEF and be coordinated and overseen by a dedicated leadership structure on PSEA. This updated strategy would be accompanied by a theory of change to be implemented through a phased action plan for the next three years starting with year one; this would seek to focus, prioritize and track the strategic and operational direction and impact of an enhanced whole of organization PSEA system.	Agree (not started)	December 2018	The Office of the Executive Director will assemble a multi-disciplinary team to develop this strategic framework. The team will be led by DED Management and will be comprised of the Division of Human Resources (DHR), Ethics Office, Office of the Ombudsman, the Office of Internal Audit and Investigations (OIAI), Division of Communication (DOC), Field Results Group (FRG), Private Fundraising and Partnerships (PFP), Public Partnerships Division (PPD), Child Protection Section, Child Safeguarding Unit, Staff Association, and regional and country office level staff.

¹ The majority of the supporting documents listed in this column are internal UNICEF documents.

² https://interagencystandingcommittee.org/system/files/3_minimum_operating_standards_mos-psea.pdf

Issue	Recommended Action Point	Management Response	Expected Completion Date	UNICEF comments ¹
3. Reinforce understanding of SEA	Prohibitions on sex with beneficiaries and transactional sex need to be clarified, strengthened, reinforced and advocated both within UNICEF and at inter-agency level.	Agree (in progress)	July 2019	<p>The strategy will draw from recommendations made by this report, the independent review on investigations report, the report from the Independent Task Force on workplace gender discrimination and harassment, and similar strategies existing in the United Nations system.</p> <p>Once the strategy is ready, its implementation will be included in the workplan of the Senior PSEA Coordinator for coordination and oversight, who will periodically report to the Executive Director on progress. The strategy and implementation results will also be presented to the UNICEF Executive Board as part of the mandated annual discussion of SEA/SHA.</p> <p>The Executive Director as IASC Champion is leading inter-agency efforts to gain consensus on and document the UNICEF position on sex with adult members of the crisis-affected/host community to inform the revision of the fourth of the IASC six core principles relating to SEA.³ The</p>

³ www.interaction.org/courses/managing-sea/data/downloads/iascsixcoreprinciples.pdf

UNICEF position is that the fourth principle should prohibit sexual relationships between humanitarian workers and beneficiaries rather than strongly discourage them. At the 2 November meeting of IASC/PSEA Senior Focal Points it was agreed to set up a sub-group to review the principle and clarify the following terms: beneficiaries and humanitarian workers.

Within UNICEF, DED Management is leading the development of the UNICEF implementation proposal for both the fourth IASC core principle and a similar prohibition in the revision of Secretary-General's Bulletin "Special measures for protection from sexual exploitation and sexual abuse" ([ST/SGB/2003/13](#)). (The bulletin's revision is led by the Office of the Special Coordinator on improving the United Nations Response to Sexual Exploitation and Abuse (hereafter referred to as the Special Coordinator)).

4. Support in implementation of guidance and policies

(a) Increase hands-on, people-centered support for learning and capacity-building for PSEA by UNICEF and IASC at the operational level to translate and apply guidance. This should be considered in the updated strategy and workplan for PSEA by UNICEF and in consultation with a range of country and regional offices regarding needs and gaps.

Agree (in progress)

March 2019

For the last two years, the Executive Director has prioritized hand-on support and capacity-building for PSEA to regional and country offices, allocating substantial human and financial resources (\$2.2 million for 2016–2017 for headquarters/2 regional offices/8 country offices; \$11 million for 2018–2019 to headquarters/3 regional offices/16 country offices) for this purpose.

The UNICEF Child Protection Section, with support of Field Results Group and Regional and Country Offices, has launched a PSEA SharePoint site to consolidate technical guidance to country offices. An orientation presentation on PSEA, translated in various languages, is being used with country offices. Training using available materials has already been initiated by an estimated 25 per cent of country offices since July 2018.

The UNICEF Child Protection Section is also developing a PSEA toolkit and training for staff and partners that will provide comprehensive guidance and operational resources to

(b) The Executive Director request the IASC Task Team to develop a system-wide plan for such support with targeted actions and resources.

Agree (in progress)

July 2019

strengthen PSEA, working with implementing partners in the field.

FRG, the Civil Society Partnerships Unit/DOC and the Child Protection Section carried out two PSEA webinars and led presentations or held bilateral meetings on an additional 8–10 occasions to strengthen collaboration with UNICEF civil society organizations (CSO) partners.

On 24 September 2018, the Executive Director issued a letter to IASC Principals outlining system-wide priorities on PSEA. The Executive Director shared a proposal for accelerating implementation of PSEA at country level with the IASC Senior Focal Points, which will be finalized by a task team in advance of the 3 December IASC Principals meeting. At that meeting the final proposal will be endorsed and IASC members are expected to pledge commitments for full implementation by July 2019.

5. Focused communications	UNICEF to develop a dedicated and tailored communications approach (internal and external) as part of the work of any new/upgraded leadership and coordination position/team for PSEA. It needs to also take account of the various contexts in which UNICEF operates and support country offices and staff with PSEA communications in those contexts.	Agree (not started)	February 2019	The Executive Director is moving forward a proposal for an IASC PSEA Technical Field Support to provide inter-agency operational support to country offices. The Child Protection Section, in collaboration with the International Organization for Migration (IOM) and the IASC PSEA Task Team is developing a PSEA training package with additional specialized modules that provide detailed guidance for PSEA interventions.
6. Management accountability	UNICEF establish a clear distinction and separation of organizational leadership and management of PSEA from programme-based responses.	Agree (not started)	March 2019	UNICEF is recruiting a Senior PSEA Coordinator in the Office of the Executive Director. Financial resources have already been allocated to the Senior Coordinator to achieve results. The Senior PSEA Coordinator will work with the Director, DOC and a multi-disciplinary team to develop monthly reports and the communications strategy for PSEA. The Office of the Executive Director will assemble a multi-disciplinary team to develop the whole of the UNICEF PSEA accountability framework, as part of the coherent strategic

7. UNICEF PSEA management structure	UNICEF establish a dedicated senior leadership/coordination PSEA position with supporting team to coordinate, guide and support UNICEF in shifting to a whole of organization, systemic approach to SEA. This dedicated leadership, capacity and resourcing is required to help UNICEF make the paradigm shift it needs to bring strategic lift to the range of PSEA initiatives, tools, policies, actions, and relationships across the various parts of the organization and in the engagement of UNICEF with the wider United Nations system on PSEA.	Agree (in progress)	January 2019	<p>framework mentioned in action point 2. The team will be led by DED Management and will be comprised of DHR, the Ethics Office, the Office of the Ombudsman, OIAI, DOC, FRG, PFP, PPD, Child Protection Section, Child Safeguarding Unit, Staff Association, and regional and country office level staff.</p> <p>UNICEF is recruiting a Senior PSEA Coordinator in the Office of the Executive Director. Financial resources have already been allocated to the Senior Coordinator to achieve results.</p> <p>The Senior PSEA Coordinator will work with a multi-disciplinary team to develop the strategy and whole of organization approach to PSEA. The team will be comprised of DHR, the Ethics Office, Child Protection Section, Child Safeguarding Unit, Staff Association, Office of the Ombudsman, OIAI, DOC, PFP, PPD and regional and country office level staff.</p>
8. Dedicate resources to PSEA	UNICEF and the system-wide United Nations at inter-agency level should significantly increase investment to underpin the pooling efforts and funding that are required for an effective system of PSEA at United Nations	Agree (in progress)	December 2018	<p>On 24 September 2018, the Executive Director, as IASC Champion, sent a letter to IASC Principals with a request to jointly put in</p>

level, whilst ensuring agency-level capacity to implement PSEA throughout the organization and operations of UNICEF.

9. Enhance United Nations coherence on PSEA

(a) The Executive Director in her new role as IASC Principals' Champion on SEA and SHA initiate joint meetings to share collective United Nations initiatives on PSEA with a view to streamlining efforts and strengthening the coherence and impact of various forums and workstreams on PSEA.

Agree (ongoing)

Ongoing

place a package of PSEA interventions and structures in target countries. The aim is to systematize PSEA in countries with humanitarian response plans, refugee response plans, or joint response plans (34 countries in 2018).

The Executive Director has allocated \$11 million of internal set aside funding to 16 country offices/3 regional offices for 2018–2020. UNICEF has also received an additional \$1.2 million in grants for PSEA.

The Executive Director as IASC Champion on SEA and SHA will connect PSEA work at the United Nations and the broader IASC at high-level IASC meetings, quarterly through June 2019. There will be standing invitations for key United Nations representatives at IASC meetings, and vice-versa.

At the technical level, coordination between IASC and United Nations groups is established through the IASC PSEA Task Team Coordinator. On 30 August 2018, the Office of the United Nations High Commissioner for Human

<p>(b) UNICEF arrange a joint meeting of the reviews commissioned this year related to SEA and SHA to optimize learning and cross-fertilization of analysis and recommendations. Such critical engagement is needed as an ongoing part of building PSEA into UNICEF leadership, operations, culture and engagement with communities.</p>	<p>Agree (not started)</p>	<p>March 2019</p>	<p>Rights, the Department of Field Support, United Nations Population Fund (UNFPA) and UNICEF presented the United Nations work to the IASC.</p>
<p>(c) The Executive Director in her capacity as the chair of the IASC Task Force on SEA and SHA calls for a system-wide learning event to bring together the various reviews currently being undertaken by IASC members, with a focus on cultural change and accountability.</p>	<p>Agree (in progress)</p>	<p>March 2019</p>	<p>The UNICEF PSEA Focal Point will provide technical-level updates to the IASC about the United Nations PSEA work in bi-monthly calls.</p> <p>The Office of the Executive Director will convene a learning and cross-fertilization meeting at the end of the first quarter of 2019, by which time the report of the UNICEF Independent Task Force on workplace gender discrimination and harassment will also be available. By April 2019, the outcome/conclusions of that meeting should then flow into the learning agenda, which is jointly owned by DHR and the Division of Data, Research and Policy.</p> <p>The Executive Director as IASC Champion supports the IASC in convening an annual global meeting of IASC members to strengthen PSEA, promote accountability and culture change across the</p>

10. Treating communities and victims as rights-holders

The panel strongly suggests that UNICEF adopt a rights-based approach to community engagement on SEA linked to prevention and accountability that underpins any updated, simplified UNICEF strategy for PSEA.

Agree (ongoing)

March 2019

humanitarian system, including a learning event for culture change and accountability for United Nations/international non-governmental organizations (INGO)/ national non-governmental organizations (NNGO). Accordingly, in September 2018, UNICEF and the IASC accountability to affected populations (AAP) and PSEA Task Team Coordinator, together with IOM and other key actors in the Task Team agreed to convene a CSO meeting on PSEA to strengthen system-wide learning. The meeting is planned for the first quarter in 2019.

The Office of Emergency Programmes (EMOPS) will articulate a survivor-centered rights-based approach to community engagement in a four-page document, which will support the UNICEF strategy for PSEA.

The Child Protection Section has rolled-out the PSEA results monitoring framework for country offices, which includes key actions to promote the rights of SEA survivors and vulnerable communities, starting with the PSEA

11. Community empowerment

UNICEF set up a working group to apply its community engagement/empowerment strengths to working in a more systematic way on prevention of and accountability for SEA with communities in high-risk areas of SEA, as well as development contexts. This could be reflected in an updated strategy and action plan on PSEA and coordinated by an upgraded leadership structure for PSEA.

Agree (in progress)

June 2019

results monitoring framework. A webinar was held on 18 October 2018 to discuss the draft framework with country and regional office staff.

The Executive Director as IASC Champion will lead the IASC PSEA Senior Focal Points in updating the 2012 PSEA Minimum Operating Standards including key benchmarks for their operationalization by June 2019. Part of this work will be to elaborate systematic ways of working on prevention of and accountability for SEA with communities in high-risk areas of SEA, building on innovations in humanitarian and development contexts and building in a process for lessons learned. The targeted countries in the Executive Director's IASC proposal (letter dated 24 September 2018 by the Executive Director to IASC Principals with a request to jointly put in place a package of PSEA interventions and structures in target countries) will be requested to report back on results and lessons learned, contributing to a repository of promising practice for PSEA.

12. Coherent country level accountability mechanism

UNICEF, as part of its inter-agency leadership and participation in IASC, press for accelerated roll-out, sustained training and support, and real-time learning and adaptation of community-based complaint mechanisms (CBCM) and associated PSEA networks in humanitarian contexts, so that challenges and improvements can be addressed in terms of reporting and case follow-up. Also, that UNICEF pay attention to the rights of the child in the setting up and operation of such mechanisms.

Agree (ongoing)

July 2019

The Child Protection Section actively contributes to the IASC AAP/ PSEA Task Team, which includes a focus on how to strengthen the operational linkages between AAP and PSEA. UNICEF technical specialists on PSEA, AAP and Communication for Development (C4D) are working closely to support a coherent response in several countries, including most recently in Bangladesh, the Central African Republic and Nigeria.

This action will be included for monitoring in the workplan of the Senior PSEA Coordinator currently under recruitment.

The Executive Director as IASC Champion has prioritized the scale-up of CBCMs in her IASC proposal for accelerating implementation of PSEA in countries with humanitarian response and other plans. The CBCMs are to be safe and accessible, for effective reporting, and connected to appropriate services, for assistance or redress.

13. Systemic approach to prevention

UNICEF adopt a more systemic and connected approach to prevention with elements of organizational culture, risk management, deterrence, operational support to staff and partners, and community engagement. This could be reflected in an updated PSEA strategy and action plan.

Agree (not started)

Ongoing for completion by January 2019

UNICEF country offices will support the expansion of CBCMs in 16 of the targeted countries of the Executive Director's IASC proposal, and collaborate with other agencies in the remaining targeted countries.

In 2017, UNICEF supported CBCM trainings in seven countries, in collaboration with IOM, under the IASC AAP/PSEA Task Team. In 2018, UNICEF supported three regional CBCM training of trainers, in collaboration with IOM, under the IASC AAP/PSEA Task Team. UNICEF is working with the IASC to update the Task Team website to strengthen country, regional and global-level learning and knowledge sharing, including on CBCM roll-outs.

By January 2019, the updated PSEA strategy and action plan will focus on the development of tools for connecting systemic prevention efforts across the areas identified.

This will be a key element of the workplan of the Senior PSEA Coordinator, currently under recruitment. PSEA awareness-raising will also continue to be driven at

14. Promoting deterrence	(a) Stronger promotion of deterrence as part of preventing SEA, with the focus on sanctions and consequences of SEA. These need to be credible, visible, and potentially negotiated/advocated within the administrative systems (UNICEF and system-wide United Nations) to ensure they work well and are used (that loopholes are closed). The reality of deterrence and sanction for SEA must be visible and seen to work.	Agree (ongoing)	Ongoing	Global Management Team meetings, Regional Management Team meetings, ethics workshops and in human resources management master class and new Representative orientation sessions.
				The Executive Director will continue to promote 90-day investigation targets and appropriate sanctions for SEA within UNICEF, the Chief Executives Board for Coordination, (CEB) and IASC.
				To date, UNICEF sanctions of personnel and partners found to have committed SEA have been uncompromising. UNICEF is accelerating its investigative and disciplinary action. It is increasing the visibility of its investigations through more frequent internal communications. SEA sanctions will be prominently identified, and emblematic cases will be publicly communicated.
				The revised programme cooperation agreement terms and conditions (UNICEF standard contractual document with implementing partners) strengthened consequences for partners

(b) The Executive Director engage with other heads of larger United Nations funds and programmes and with the Special Coordinator on gathering an overview of sanctions available (as well as gaps and weaknesses) to drive a collective effort to address loopholes and strengthen the actions available to the executive leadership of the United Nations to sanction and deter SEA among staff and partners.

Agree (in progress)

March 2019

who do not invest in systems for both prevention and response in PSEA.

The November 2018 CEB has endorsed a recommendation by the High-Level Committee on Management to form a new sub-group to look at investigative capacity and deterrence measures.

UNICEF is jointly organizing a meeting convened by IASC and CEB on 26 November 2018 to strengthen standards and capacity for investigation of SEA.

The Executive Director will engage with other heads of funds and programmes to gather an overview of sanctions available and existing gaps to strengthen actions available to leadership of the United Nations.

(c) the annual report of UNICEF provide more detail on cases, investigations and sanctions for SEA and provide context.

Agree (in progress)

June 2019

UNICEF has increased the frequency with which it reports to staff on investigations. UNICEF will examine what details it can add to the annual reports on investigations (UNICEF Office of Internal Audit and Investigations annual report to the Executive Board) and discipline (the Executive Director's annual disciplinary

15. Reinforcing Training	UNICEF build on the online training course and explore more integrated packages for staff development, improvement, and performance with respect to PSEA.	Agree (ongoing)	Ongoing	circular) to add confidence or deterrence value with the small number of reported cases, without compromising confidentiality.
16. Enabling environment	Executive Director bring her leadership to, and take a strong stance on SEA. The panel encourages her to push through in terms of maintaining the tone from the top and backing it up with a focused plan of action for the next three years that can give UNICEF the improved and strengthened system of PSEA that it requires and deserves.	Agree (in progress)	January 2019	DHR has introduced a new module in the UNICEF management masters class ⁴ (MMC module) on this topic. DHR, with the Office of the Ombudsman and Ethics Office is revising the UNICEF performance management framework to capture ethics in the delivery of results more fully. The Executive Director is fully committed to zero tolerance for SEA and any other forms of abuse. To support her in her efforts, she has created the posts of Senior PSEA Coordinator and Organizational Culture Adviser. The TOR for the latter will include strong change management focus, as well as galvanizing energies to combat SEA and create a culture of respect, care, trust and equality. These posts will support the Executive Director to frequently communicate through a variety of mediums to all staff on expectations, initiatives and updates on cases and

⁴ <https://agora.unicef.org/course/info.php?id=11741>

17. Speak out Culture	Executive Director outline active measures to promote an open, speak out culture on PSEA as part of the recommended updated strategy and action plan on PSEA.	Agree (in progress)	January 2019	investigations. A plan of action will be developed by February 2019.
				The Executive Director has engaged the whole organization to build together a culture of respect, care, trust and equality, and delivered by prioritizing financial resources to augment human capacity and systems in child safeguarding, ethics, PSEA, culture, staff wellbeing, etc.
				The Senior PSEA Coordinator will work with the Director, DOC and a multi-disciplinary team to develop monthly reports to support management response to promoting a speak up culture.
				This action will be included for monitoring and reporting into the portfolio of the Senior PSEA Coordinator reporting to the Executive Director directly, which is under recruitment.
18. Implementing Partners	Partners need to be engaged on PSEA. This is not simply a matter of delegating risk but supporting partners and learning with partners in what is a shared challenge. There is space for such joint work within UNICEF and at level of IASC with other United Nations entities who often work with the same INGOs and CSOs, as well as major implementing partners who are part of IASC.	Agree (ongoing)	Ongoing	FRG will review its principles of partnerships to include a stronger emphasis on protection and safeguarding of the communities served. Working with the Child Protection Section, Child Safeguarding Unit, OIAI and DHR, FRG is strengthening

19. Risk Management

(a) PSEA be treated as a standard part of any risk analysis at project, programme, country and corporate levels.

Agree (not started)

March 2019

its capacities at headquarters level to better communicate with partners about PSEA.

UNICEF is producing internal and inter-agency training material and tools (e.g. risk assessments) to be shared with partners and coordination groups. They will include both messages on the organization's expectations of partners, and its support to and resources available for partners.

The Executive Director as IASC champion will promote the IASC as a platform for exchange and learning among partners, including NGO experiences. This will include a learning event for culture change and accountability for United Nations/INGO/NNGO.

The Division of Financial and Administrative Management will include SEA as an identified risk category in the corporate risk register, for country and corporate risk. Additional guidance will be provided in the enterprise risk management (ERM) procedures and guidance for the annual assessment of risks, incorporating lessons learned from this and other reviews. In addition, the

	(b) The Executive Director in her new role as IASC Principals Champion on SEA and SHA lead on practical plans for United Nations-wide SEA prevention strategies in all countries — humanitarian and non-humanitarian — and pursue this in joint efforts of IASC with the Office of the Special Coordinator.	Agree (in progress)	January 2019	PSEA toolkit currently under development includes a risk assessment tool for programming and institutional use. In September 2018, the Executive Director as IASC Champion proposed a draft IASC PSEA Championship workplan and shared it for comments with IOM, the Office for the Coordination of Humanitarian Affairs (OCHA)/IASC and the Office of the United Nations High Commissioner for Refugees (UNHCR). On this basis OCHA, UNHCR and UNICEF adopted a Championship for PSEA/SHA strategy through 2020. The IASC Chair sent the strategy to all IASC Principals on 1 November.
20. Addressing under-reporting	(a) The Executive Director and senior management actively promote and reinforce a speak up, speak out culture and actively engage in understanding the attitudes and power dynamics that drive under-reporting of both SEA and SHA.	Agree (ongoing)	Ongoing	The Office of the Executive Director has made this a standing item at every Regional, Country and Global Management Team meeting. The Senior PSEA Coordinator will work with the Director, DOC and a multi-disciplinary team to develop monthly reports to support a management response to promoting a speak up culture.

	(b) The Executive Director and senior management deploy communications and reporting tools (e.g. the annual report on disciplinary actions) to convey key consistent messages.	Agree (not started)	June 2019	DHR will review frequency, content, format and distribution/communication of the annual report on disciplinary actions in accordance with this recommendation.
21. Strengthening whistle-blower policies and practices	The revised whistle-blower policy is promoted and made operational across UNICEF and with partners, communicated easily and visibly on websites, and demonstrated that it works — that staff will come to know and hear of cases where people were protected.	Agree (ongoing)	Ongoing	<p>This is actioned by the Ethics Office and underway to the extent possible and applicable: (a) Under the organization’s revised whistle-blower policy, retaliation by UNICEF personnel against other UNICEF personnel or partners or their personnel constitutes misconduct.</p> <p>(b) Whistle-blower protection cases are strictly confidential, precisely to protect personnel who blow the whistle. Information can therefore only be shared in the form of statistics and overviews, as is happening already through the Ethics Office’s annual report.</p> <p>(c) Leaving these caveats aside, the Ethics Office is already actively promoting the revised whistle-blower policy, for instance through the recent webinar on whistle-blower protection.</p> <p>Pocket-Guide on UNICEF Whistle-blower policy</p>

22. Strengthening reporting mechanism	One clear and consistent pathway for reporting SEA is established at country level and embedded in the United Nations operational and coordination set-up that is there (humanitarian, development, integrated mission).	Agree	March 2019	FAQs on Whistle-blower Protection	The Executive Director as IASC Champion will propose options for a procedure that provides for all SEA allegations to be reported to the Emergency Relief Coordinator, through the Humanitarian Coordinator, in a manner that is consistent with the reporting procedures outlined by the Secretary-General of the United Nations.
23. Reinforcing Investigations	Current approach and capacities for investigations on SEA by UNICEF are upgraded and strengthened in line with the findings of this review, and the parallel SHA review, and considered a priority in the recommended plan of action for PSEA.	Agree (in progress)	December 2018		The Executive Director approved the allocation of additional resources (October 2018) to strengthen the organization's investigations capacity for urgent implementation and reduce the number of days of investigation. Two new female investigators have joined OIAI and six more staff will be added to the team (four professional investigators and two administrative staff). Contractors are also available to handle cases, as needed.

24. Victim assistance	(a) Consider and clarify working assumptions and potential risks of merging victim assistance (VA) into gender-based violence (GBV) and child protection (CP) programming as another project when emphasis should be on responsibility and accountability to victims as rights-holders with respect to UNICEF and the wider United Nations as duty bearers for allegations and reports of SEA.	Agree (not started)	March 2019	UNICEF will be participating in an investigations conference in November 2018 addressing the sharing of best practices, and how to best ensure investigative capacity (including through specialist-pooling arrangements).	This will also be considered together with the Morgan Lewis report on sexual harassment investigations and the UNICEF Independent Task Force on workplace gender discrimination and harassment's recommendations.	Survivors of SEA access services through GBV and CP programmes; these services include medical care, psychosocial support, and reintegration assistance. Survivors of SEA may require specialized safety and legal assistance beyond GBV programmes due to the perpetrators' institutional affiliations. To clarify responsibility and accountability we collaborate closely with the United Nations Victims' Rights Advocate, who is actively working on a bill of rights for SEA survivors.
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(b) Consider and clarify how funding of VA in cases of SEA can be made timely, predictable and sustainable as part of core United Nations-wide organizational and operating costs and not reliant on ad hoc project and programme fundraising; how such funding will be sourced and allocated in the future and who will pay

Agree (ongoing)

Ongoing

The Senior PSEA Coordinator will work with relevant divisions to clarify the intent of VA and some of the practical modalities for VA (e.g. duration of assistance, standardization of package of assistance with other organizations, VA case closure, etc.)

Within IASC and CEB, the Executive Director will advocate for the network of legal advisers to advise on how to better align accountabilities for, respectively, criminal referral, access to justice, and payments to victims. The role and capacity of Member State law enforcement authorities will also be considered as part of this exercise, together with opportunities to provide victims with access to effective legal assistance.

Funding for the prevention of PSEA and SHA is an essential element of discussions with all actors including donors, and for the United Nations within the CEB and the IASC.

given current operating assumptions that UNICEF takes charge of all United Nations victims who are minors and children. These discussions should include the set aside funds of UNICEF, the new United Nations Trust Fund in Support of Victims of Sexual Exploitation and Abuse, the core budget of the United Nations from Member States, and the payments to troop-contributing countries where peacekeepers are involved.

(c) How to bridge the accountability gap in legal referral, justice and reparations that carry implications and risks in the current application of VA packages.

Agree (not started)

March 2019

The Executive Director as IASC champion is advocating for the inclusion of PSEA in the Humanitarian Programme Cycle, with the support of the Emergency Relief Coordinator. The humanitarian response plans provide important funding mechanisms for both prevention and response.

PPD and the Programme Division are working together for the mobilization of significant resource for gender-based violence in emergencies programmes, which provide services for survivors of SEA.

UNICEF remains an active member of the Trust Fund in Support of Victims of Sexual Exploitation and Abuse.

The Executive Director as IASC champion will propose a joint pledging event for gender-based violence in emergencies programmes and CP for system-wide mobilization.

Within IASC and CEB, the Executive Director will advocate for the network of legal advisers to advise on how to better align accountabilities for, respectively, criminal referral, access to justice,

<p>(d) Critical learning from across UNICEF on the evolution and implementation of VA packages with view to adapting and reshaping guidance; this should include re-evaluating the standard make-up of packages, modelled on available GBV services from United Nations agencies and partners, in terms of appropriateness and effectiveness for victims; it should also address the risks of lack of clear exit strategies for time bound assistance for VA.</p>	Agree	June 2019 (underway)	<p>and payments to victims. The role and capacity of Member State law enforcement authorities will also be considered as part of this exercise, together with opportunities to provide victims with access to effective legal assistance.</p>
<p>(e) Coherence and complementarity in the evolving roles, responsibilities, and ways of working of the new Victim Rights Advocate role vis-à-vis agencies and programmes (notably UNICEF and UNFPA) with responsibilities for VA to complainants where any United Nations personnel are involved.</p>	Agree (ongoing)	June 2019	<p>The Child Protection Section will seek to finalize the draft VA protocol for adoption at the United Nations high-level steering group meeting on 10 December 2018. Once final, the Senior PSEA Coordinator with relevant divisions will clarify the intent of VA and some of the practical modalities and guidance for VA (e.g. duration of assistance, standardization of package of assistance with other organizations, VA case closure, etc.) UNICEF will work to develop the case closure criteria within the United Nations VA protocol, based on inter-agency agreed GBV and CP case management systems.</p> <p>Consultations with the Victims' Rights Advocate and the Task Team to develop the VA protocol were carried out in the first and second quarter of 2018. The Office of the Victims'</p>

(f) Parameters for relevance, coherence and sustainability of VA in operational implementation in different settings (development settings with national systems, humanitarian/crisis settings, and peacekeeping settings) need to be set out at United Nations level for clarity of roles and responsibilities of UNICEF vis-à-vis other parts of the United Nations.

Agree (ongoing) June 2019

Rights Advocate is currently carrying out a mapping exercise which will inform the protocol development and roll-out throughout 2019.

Upon finalization of the VA protocol by the Victims' Rights Advocate and the IASC PSEA Task Team, within the PSEA accountability framework, UNICEF will provide technical support to country offices to adapt the protocol to the local context, including development settings with national systems, humanitarian/ crisis settings, and peacekeeping settings.

The protocol provides parameters for relevance of assistance (based on needs assessment); coherence (based on alignment with broader GBV programming); and, as part of a sustainable, systemic approach, links the provision/coordination of assistance to the functions of the PSEA network, with possible support from the United Nations Trust Fund in Support of Victims of Sexual Exploitation and Abuse.

25. Engaging National Authorities in PSEA

The Executive Director, in her role as IASC Principals' Champion on SEA and SHA, table a discussion with relevant parts of the United Nations on establishing guidelines for pursuing SEA investigations cases, and victim support in contexts where referral can be made to national authorities.

Agree (not started)

December 2018

The Executive Director as IASC champion is actively advocating for the establishment of guidelines for pursuing SEA investigations cases, and victim support on how to engage national authorities in PSEA response.

III. Draft decision

The Executive Board

Takes note of the following documents presented to the Executive Board at the first regular session of 2019:

- (a) Formative evaluation of the Out-Of-School Children Initiative, its executive summary ([E/ICEF/2019/3](#)) and its management response ([E/ICEF/2019/4](#));
 - (b) Independent panel review of the UNICEF response to protection from sexual exploitation and abuse, its executive summary ([E/ICEF/2019/5](#)) and its management response ([E/ICEF/2019/6](#)).
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