MISSION STATEMENT

The Women’s Commission for Refugee Women and Children seeks to improve the lives of refugee women, children and adolescents through a vigorous program of advocacy and by acting as a technical resource. The Commission, founded in 1989 under the auspices of the International Rescue Committee, is the only organization in the United States dedicated solely to speaking out on behalf of women and children uprooted by armed conflict or persecution.

For more than ten years the Women’s Commission has been bringing the needs and rights of refugee women and children to the attention of the international community through fact-finding missions overseas and through its roles as expert resource, advocate and technical advisor. Monitoring, fact-finding and recording the situation of women and children uprooted by persecution and armed conflict, the Women’s Commission has had a significant impact on policies and programs affecting these populations worldwide.

Although 80 percent of the world’s 34 million refugees and internally displaced persons are women and children, the particular rights and needs of these groups are inadequately addressed by policy makers and relief providers. Torn from their communities and families, refugee women and children are vulnerable to a range of dangers exacerbated by their gender and/or age.

The Women’s Commission’s goal is that refugee and internally displaced women and children receive appropriate protection and care, and that they participate in the design and implementation of programs affecting their lives. The Women’s Commission’s strategy is to highlight issues of protection and care, advocate for positive change and show how sustainable improvements can be achieved. The Women’s Commission enables refugee women and children themselves to play critical roles in representing the refugee condition before varied audiences and promoting policy and programming changes.
DEAR FRIENDS,

This annual report reflects not just the accomplishments of 1999, but progress we have made since our founding ten years ago. The Women’s Commission recognizes its first decade as a celebration of collaboration—accomplishing significant achievements through work with a wide variety of nongovernmental organizations, United Nations agencies, governments and individuals. In this letter we would like to salute Beverlee Bruce, who stepped down this year as our board chair, after six years of invaluable contributions of time, energy and leadership.

In 1999 we launched a major research and policy initiative on adolescents affected by armed conflict. We found that young people are targeted to be child soldiers, sexual slaves, porters and cooks during times of war, but they rarely receive health, education or vocational skills. Now we are embarking on additional research and strategy sessions to see how we might involve refugee and internally displaced adolescents in more constructive ways.

Over the past decade we have worked in a broad coalition to push health care to the top of the agenda in humanitarian emergencies. This effort has helped to ensure that today, thousands more refugees than five years ago can get help with prevention and treatment of sexual violence, family planning services, and information and education about transmission and prevention of HIV/AIDS.

We continue to devote much effort to raising awareness about the dangers women and girls face when they run from their homes and are caught in the crossfire of war, or cross borders and enter refugee encampments. Working with local women’s organizations, we have pushed for better recognition of the contributions women and women’s groups can make, whether in food distribution or in combating rape, forced marriage and other forms of gender-based violence.

While these successes are important, they are small in the face of continued war, displacement, and human rights abuses. Millions of women and children became homeless last year because of violent conflicts. As you read this report, our staff, board of directors, refugee women partners and many others will be on field missions overseas and visiting detention centers in the United States. We will be demanding programs, policies and solutions for women and girls persecuted or denied assistance because they are female, and for adolescents who suffer abuses because of their age. We hope to continue working with you to support women and young leaders to speak out at the United Nations, on Capitol Hill and in other government offices, so that the changes in their lives become lasting and the peace they work for will endure.

Kathleen Newland
Chair, Board of Directors

Mary Diaz
Executive Director
participation and protection

The Women’s Commission’s keystone program to promote the participation and protection of refugee women has evolved to include efforts to strengthen humanitarian relief programming through building local capacity and developing linkages among refugee women and local and international nongovernmental organizations (NGOs). Our protection and participation work includes monitoring NGOs and United Nations agencies, including the UN High Commissioner for Refugees (UNHCR). We also monitor the implementation of UN guidelines (Protection of Refugee Women, Protection and Care of Refugee Children, Sexual Violence and the Guiding Principles on Internal Displacement) and participate in meetings and conferences devoted to improving gender-sensitive programming and protection efforts.

When the international community was drawing up the new SPHERE Humanitarian Charter and Minimum Standards in Disaster Response, the Women’s Commission was invited to ensure that gender considerations were incorporated in all sectors. Language provided by the Commission addressed concerns of women and adolescents in the design of humanitarian relief programs.

The Women’s Commission also supported refugee women’s participation in conferences, meetings and advocacy, providing opportunities for women and youth to attend and make presentations at, among others, the Hague Appeal for Peace, a global conference on the critical role of civil society, and UNHCR’s executive committee meetings.

As part of our ongoing project to promote better protection and services for refugee women and children, the Women’s Commission dispatches assessment teams to war-affected locations around the world.

In 1999, the Women’s Commission undertook delegations to Colombia, Sudan, Kosovo, Albania and Macedonia.

Colombia

Thirty-five years of civil war have left Colombia with one of the largest populations of internally displaced persons in the world. Caught between the army, narco-traffickers, paramilitaries and guerrilla forces, millions of civilians, the majority women and children, have been forced from their homes. Most have fled rural areas and sought refuge in cities: many are too frightened to apply for identity cards, which are necessary to receive certain services, and as a result are deprived of education, jobs and healthcare, or are forced into the underground economy as housemaids or prostitutes, or other areas of employment that are unregulated, making them vulnerable to exploitation and abuse.
Sudan

Sudan is home to the world’s largest population of internally displaced persons (more than 4 million). More than half of all households in Southern Sudan are headed by women, who must assume all economic and domestic responsibilities for their families. The first priority of displaced women in both north and south is an end to the armed conflict. Women are also desperate for ways to provide for their families and to educate their children. A Women’s Commission delegation raised issues of concern to local women, as expressed by local women leaders and local organizations, with international assistance providers and encouraged stronger links. On its return, the Commission advocated for increased U.S. attention to peace initiatives in Sudan, particularly those spearheaded by women.

The Women’s Commission also supported women’s groups in South Sudan by establishing linkages with international NGOs that provide training in business, group management and income generating skills. We provided funds through our small grants program to initiate income generating projects for four women’s groups in South Sudan.

Crisis In The Balkans

The Women’s Commission sent several delegations to the Balkans in response to the crisis in Kosovo. Two delegations looked at the situation for refugee women and children in the camps in Macedonia and Albania; in some centers, children made up 70 percent of the population, and conditions were dire. Another delegation found that adolescents faced sexual violence, lack of educational opportunities and threats to their lives. Women’s Commission executive director Mary Diaz participated in a delegation of experts that was put together at the request of the White House to examine the psychological and social needs of the population. We had a field representative in Kosovo to monitor the situation following the war, working to see that the rights and needs of women and children were taken into account, and that local women were true partners in the reconstruction of the country.

Under a Ford Foundation grant and with support from American Jewish World Service, the Women’s Commission funded local organizations in Kosovo and Albania working to promote the protection of women and children in refugee and return settings. We translated into Albanian our synopsis of the UNHCR guidelines on the protection of refugee women, and subsequently produced (in Albanian and English) a synopsis of UNHCR’s guidelines for prevention of and response to sexual violence in refugee crises.
The Women’s Commission helps connect local women’s groups with international NGOs and United Nations field staff to strengthen their capacities to support themselves and their families and enhance their informal networks. Since 1997, Women’s Commission staff have worked to build relationships with groups in Southern Sudan and Northern Kenya, Pakistan/Afghanistan, Azerbaijan and Sierra Leone/Guinea. The Commission works with women’s groups to identify protection needs and strategies and with international agencies to design and provide appropriate training and support activities such as income generation, skills building and sexual and gender-based violence workshops.

At the request of NGOs, the Commission hired a technical advisor on gender to work with humanitarian agencies assisting displaced Afghan women inside Afghanistan and Afghan refugees in Pakistan to ensure gender-sensitive programming. The technical advisor is setting up a library in Peshawar on gender and human rights, and will hold workshops to provide technical assistance on data collection, monitoring and other aspects to strengthen gender-based programming. We are carrying out a “lessons learned” survey, examining humanitarian assistance provided in Afghanistan since the Taliban took power in September 1996. The lessons learned document shows the obstacles encountered by agencies in delivering services and how the agencies were able to overcome many of those obstacles. The lessons are applicable in other war-affected regions.

War brings suffering to all, but the experience for women in Sierra Leone illustrates the crucial importance of the Commission’s advocacy on behalf of refugee and displaced women. We recall haunting images of Kara and Elizabeth displaying their bandaged arms, both girls victims of the Revolutionary United Front (RUF’s) cruel amputations. Or we remember 55-year-old grandmother, Mary Timba’s description of how six RUF “boys” raped her and left her for dead. Displaced several times, traumatized by the loss of family members, homes, crops and dignity—how do women pick up the pieces of their lives in Sierra Leone?

Thanks to the Women’s Commission’s small grants fund, the women of Blama now have a place to call their own. A $2,000 grant from the Commission enabled the women in Blama to build their own center—a place where they can hold meetings and workshops, receive training and participate in skills-building activities that will move them towards self-sufficiency. Women worked with the International Rescue Committee in the construction, with help from the community. The center is a beginning, a space where women can build their capacity and future. The Commission’s Local Capacities program brings together local women’s groups with international NGOs that can provide training and support. The payback for the INGOs is greater access to women and expansion of program scope and impact. And for the women of Blama—it’s a place of their own.
children and adolescents

The Women’s Commission continues to bring refugee children’s and adolescents’ issues and concerns, along with recommended solutions, to the attention of governments, UN agencies, nongovernmental organizations and others. The Women’s Commission works to support policy changes and more effective programs that will better protect children affected by armed conflict and provide them with the assistance and protection they need, including appropriate medical care and access to educational, recreational and income generating opportunities.

Despite increased international attention to the plight of war-affected children, adolescents have been largely left behind, with few donor dollars targeting their specific needs and few programs designed and implemented on their behalf. The costs of neglecting adolescents are great, including violation of their rights as children; hopelessness and increased risks of criminality; illiteracy; morbidity and death; exploitation and abuse; and desensitization to violence and suffering. Adolescents, who are at a critical stage of development, are the potential catalysts of peace and hope, or the catalysts of further cycles of violence and despair.

Recognizing this gap, Women’s Commission staff spent much of 1999 conducting research for Untapped Potential: Adolescents Affected by Armed Conflict, A Review of Program and Policies, a desk study released in January 2000. The study, which includes a comprehensive bibliography, determines patterns and practice regarding the health, education, livelihood, protection and psychological and social needs of adolescents uprooted by armed conflict. In addition to describing initiatives underway, the report identifies gaps in programming and policy and suggests areas for improvement.

The Women’s Commission has begun a campaign of field-based research, encouraging adolescents to assess their concerns and suggest responses to their communities, families and international actors. Staff traveled to Albania, Kosovo and Macedonia during and after the crisis in Kosovo, establishing links with youth groups, such as the Kosovar Youth Council, Post-pessimists and Alternativa.

The Kosovar Youth Council (KYC), a youth umbrella organization, was organized by adolescent and young adult Kosovar refugees in Albania in the spring and summer of 1999 in an effort to respond to their problems in the face of mass expulsion. The KYC has undertaken a series of cultural, sports and entertainment activities for youth, as well as other awareness-raising activities related to environmental protection and refugee rights. They received assistance from the Albanian Youth Council, among other groups, and their activities are continuing in Kosovo. They are working to mobilize youth to identify youth interests; advocate for youth participation and the development of youth-friendly policies; establish and coordinate the activities of youth NGOs; and improve cooperation with international organizations and donors.

The Kosovar Youth Council is currently partnering with the Women’s Commission on an action-oriented field-based research project to identify the protection and assistance needs of adolescents and youth in Kosovo.
They will mobilize adolescents and young adults, along with key community actors working with young people to create research teams focusing on education, health and youth violence/mental health. They will also be exchanging information with minority communities that will be working on the same project. These activities will help them to better articulate a wide variety of issues and concerns within their own communities as well as vis-à-vis the international community working in Kosovo.

More than one hundred practitioners, policy makers and donor representatives attended the Basic Education in Emergencies and Transitions Situations workshop in Washington, D.C. in March. The workshop was co-sponsored by the Women’s Commission for Refugee Women and Children, the Norwegian Refugee Council, InterWorks and the Congressional Hunger Center, and was hosted by the World Bank. It created a forum for sharing experiences and revealing barriers to providing education in emergencies. Workshop participants confirmed the strong role education plays in conflict-prevention, building self-reliance and meeting the protection, health, psychosocial and livelihood needs of affected populations. A key finding was that education receives relatively little funding in emergencies and is too often considered a development concern. Participants made a commitment to increase communication and to articulate the many arguments, based on their practical experiences, for why education is essential and achievable in emergencies.

The Women’s Commission continued to chair the NGO Committee on UNICEF, Sub-Working Group on Children in Armed Conflict. This is a forum for NGO coordination on issues ranging from international law on child soldiers to advocacy for greater protection of children living in conflict zones. The NGO Sub-Working Group strives to ensure that the human rights and humanitarian needs of children caught up in armed conflict are placed at the highest levels of the international policy agenda.

Under the leadership of the Women’s Commission, the Working Group organized a panel on Sierra Leone’s children at the United Nations; collaborated with the Office of the Special Representative of the UN Secretary-General for Children and Armed Conflict, sharing information between the NGO community and his office; and updated the Summary of International Treaties to Protect Children in Armed Conflict, a document that concisely lists the rights of children as defined in various international conventions.
In 1999, the Children of War, Children of Hope exhibit of drawings and photographs of war-affected children was shown at the United States Department of State, United Nations headquarters in New York, and in East Hampton, New York. The exhibition comprises drawings by refugee children and photographs by photo-journalists, humanitarian workers and Tipper Gore, among others.

The exhibit, presented by the Leadership Council on Children in Armed Conflict under the auspices of the Women’s Commission and the International Rescue Committee, highlights both the plight and the resilience of war-affected children from Angola, Burma, Cambodia, Kosovo, Rwanda, Sierra Leone and Azerbaijan. The show debuted at the United States Capitol in Washington in December 1998. Speakers at opening receptions included Liv Ullmann; Olara Otunnu, the Special Representative of the UN Secretary-General for Children and Armed Conflict; and Julia Taft, United States Assistant Secretary of State for Population, Refugees and Migration.

A delegation of the Leadership Council on Children in Armed Conflict — a group of prominent persons, formed under the auspices of the Women’s Commission and the International Rescue Committee — went to Uganda to gain a better understanding of the challenges faced by children and adolescents abducted by the Lord’s Resistance Army (LRA) and those affected by the 13-year conflict in the north. The delegation visited internally displaced camps in Kitgum District to assess the conditions for children and adolescents, and to learn more about the International Rescue Committee’s psychosocial support programs for formerly abducted children and adolescents. The delegation also examined the possibilities for securing the release of the children still held in captivity by the Lord’s Resistance Army.

The Women’s Commission was well represented at the United States Office of Refugee Resettlement annual conference in November. Speaking to the theme, “Resettlement Through the Eyes of a Refugee Child,” the Commission organized a panel of refugee youth and experts on adolescents affected by armed conflict. The co-chairs of the Women’s Commission’s Refugee Youth Commission led a workshop on refugee youth leadership, and the Commission participated in a panel about refugee children and youth in detention facilities in the United States.
asylum and detention

The Women's Commission strives to achieve fundamental reforms to the U.S. asylum system so that women and children fleeing persecution receive fair and humane treatment that is complementary with international standards of refugee protection and child welfare.

On December 10, 1998, President Clinton announced the release of Immigration and Naturalization Service (INS) Guidelines for Children's Asylum Claims. This groundbreaking event resulted from a process initiated, encouraged and monitored by the Women's Commission. The Commission had approached the INS with a proposal to develop legal, evidentiary and procedural standards for the adjudication of children's asylum claims. The INS consulted with the Women's Commission throughout its drafting of the Guidelines, and the Commission coordinated the nongovernmental organizations' response to the draft.

In addition, the Commission released a report, Protecting the Rights of Children: The Need for U.S. Children's Asylum Guidelines, highlighting compelling stories of children asylum seekers and their experiences in the United States.

The Women's Commission has now turned its attention to effective implementation of the INS Children's Guidelines. At the invitation of the INS and the Executive Office for Immigration Review (EOIR), staff have trained asylum officers and immigration judges on the guidelines. We have also been collaborating with both agencies to initiate a pilot project in Phoenix, Arizona to ensure that unaccompanied children receive the assistance of trained attorneys and guardians ad litem in hearings conducted by trained immigration judges. The goal of the pilot project is to test these measures for a one-year period and replicate the project's successes nationwide in the following year.

The Women's Commission was also instrumental in coordinating a coalition effort to ensure adequate United States protection of women asylum seekers who have fled gender persecution. In June 1999, the Board of Immigration Appeals issued a decision denying asylum to a Guatemalan woman who had fled extreme domestic violence by her husband. The Women's Commission worked to increase public and congressional awareness of the protection needs of such women.

The Women's Commission continued to monitor conditions of detention for women and children seeking asylum in the United States. We participated in coalition efforts to bring to the attention of the INS concerns about the treatment of women and children. We also worked with key congressional offices to increase support for legislative reform of the detention system.

The Women's Commission raised awareness about detention in international fora. At the invitation of Amnesty International, we presented our concerns at the UN High Commission for Human Rights. We also helped coordinate an effort to defeat language presented to the Executive Committee of the United Nations High Commissioner for Refugees that would have watered down international standards on the detention of asylum seekers.
The Women’s Commission continues to coordinate the Reproductive Health for Refugees (RHR) Consortium. The seven-member consortium (American Refugee Committee, CARE, Columbia University School of Public Health, International Rescue Committee, John Snow Research and Training Institute, Marie Stopes International and the Women’s Commission) works to improve access to reproductive health for refugees around the world. In December 1998, the Consortium published *Refugees and Reproductive Health: The Next Step*, a global review of reproductive health services available in refugee situations.

The Women’s Commission provided grants for a second year to three local NGOs to expand and strengthen their reproductive health services. The local NGOs are Association Najdeh in Beirut, Lebanon; the Tanzania Red Cross Society in Kigoma, Tanzania; and the Mae Tao Clinic in Mae Sot, Thailand.

Association Najdeh is providing reproductive health educational workshops in Palestinian refugee camps in Lebanon. The workshops and seminars focus primarily on family planning, maternal care and STD/HIV prevention. Association Najdeh is also addressing domestic violence and has trained staff on methods of assisting women affected by domestic violence. Association Najdeh has produced a research paper on domestic violence among the Palestinian refugee population in Lebanon.

The Tanzania Red Cross Society is providing reproductive health education to adolescent refugees from the Democratic Republic of Congo and Burundi in the Kigoma region. TRCS has conducted a needs assessment, including a baseline survey of adolescent refugees. Under the auspices of the project, multi-purpose youth centers have been built and adolescent peer-educators have been trained.

The Mae Tao Clinic provides health services for Burmese refugees and displaced persons in Thailand and Burma. The Women’s Commission supports the clinic’s comprehensive reproductive health services with funding and technical assistance. The Commission has secured additional funds to improve emergency obstetric services, reproductive health service monitoring and evaluation, and reproductive health supplies to the Clinic and to Association Najdeh.

Dr. Cynthia Maung is an ethnic Burmese physician who fled Burma during the pro-democracy uprising in 1988. Dr. Cynthia, as she is commonly known, walked from Burma to the Thai border, where she began providing health care and established the Mae Tao Clinic in Mae Sot, Thailand for ethnic Burmese who had escaped to Thailand. Since then, the Mae Tao Clinic has grown to a large multi-purpose health center with a 28-bed hospital and up to 100 ethnic Burmese volunteers assisting nearly 27,000 ethnic Burmese patients in Thailand and inside Burma along the border. Dr. Cynthia lives with her husband Kyaw Hein, who is the Director of Laboratory Services at the clinic, and their two small children at the clinic.

Dr. Cynthia and the Mae Tao Clinic volunteer staff were among the first recipients of the Jonathan Mann Award for Global Health and Human Rights in June 1999 and also received Canada’s John Humphrey Freedom Award presented by the International Center for Human Rights and Democratic Development in December 1999.
In May the Women’s Commission celebrated its tenth anniversary by honoring founding members Liv Ullmann, Catherine O’Neill, Mary Anne Schwalbe and Susan Stark Alberti. Tribute was paid to the vision that these women had displayed in forming an organization dedicated to promoting the rights of refugee women and children and to the energy they displayed in ensuring the Commission’s growth and success. Refugees who have worked with the Women’s Commission presented the awards. The event was hosted by Glenn Close. Hillary Clinton acknowledged the honorees’ contributions in a video presentation.

Staff, board members and refugee women and youth presented delegation and research findings and recommendations before the UNHCR Standing Committee in Geneva, UNICEF, the UN Special Rapporteur on Violence Against Women, the Council on Foreign Relations, the Carnegie Endowment for International Peace, the Open Society Institute, the Interfaith Coalition on Migration, Columbia University and York University, Toronto. The Commission also organized panel presentations at, among others, the annual meetings of the American Public Health Association, the U.S. Office of Refugee Resettlement and the Hague Appeal for Peace.

Eighty-five board members, supporters, staff and volunteers from refugee and human rights organizations participated in the Women’s Commission’s annual Washington advocacy day, visiting almost 100 Congressional offices. The teams focused on the needs of internally displaced women and children in Kosovo, Sudan and Colombia, and on the detention of women and children asylum seekers by the U.S. Immigration and Naturalization Service.

In March, as part of Women’s History Month, Governor Pataki (New York) recognized executive director Mary Diaz as a “New York Woman of Excellence,” citing her dedication on behalf of refugee women and children worldwide and her leadership of the UNICEF-NGO sub-working group on children in armed conflict. The American Immigration Lawyers Association selected the Women’s Commission as the 1999 recipient of its Human Rights Award, recognizing the Commission’s “outstanding services in advancing the cause of human rights” of women and children asylum seekers. The Refugee Women’s Network honored the Women’s Commission in recognition of its work on behalf of refugee women.

The Women’s Commission received extensive print and broadcast coverage of its delegations during the Kosovo crisis. Staff were interviewed on the situation for women and children in the camps, general conditions and about Kosovar refugees coming to the United States. They spoke about U.S. policy and highlighted protection issues faced by refugee women and children. Media coverage was provided by Marie Claire, The New York Times, The Washington Post, The Christian Science Monitor, Fox News, NBC, MSNBC, CNN International and Voice of America. The Women’s Commission also contributed to professional publications, including Interpreter Releases and the United States Committee for Refugees Annual Report.
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We would like to thank the many volunteers who assisted the Women’s Commission in 1999.
October 1, 1998 to September 30, 1999

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**Note:** The Fund Balance for FY99 reflects IRC’s method of bookkeeping, and does not include accrued receivable on private grants of $200,290 ($47,765 from MacArthur Foundation, $151,048 from an anonymous donor, and $1,477 from Leadership Council on Children in Armed Conflict).
The Women’s Commission for Refugee Women and Children gratefully acknowledges the generosity of a very important group of individual supporters—our Charter Founders. Each Charter Founder has provided $5,000 or more to the Women’s Commission between our inception in 1989 and the end of our 10th anniversary year in 1999.

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