



The Path to Hope

Congolese Refugee Adolescent Girls in
Nyarugusu Refugee Camp, Tanzania



**WOMEN'S
REFUGEE
COMMISSION**

Research. Rethink. Resolve.

The Women's Refugee Commission identifies needs, researches solutions and advocates for global change to improve the lives of crisis-affected women and children. The Women's Refugee Commission is legally part of the International Rescue Committee (IRC), a non-profit 501(c)(3) organization, but does not receive direct financial support from the IRC.

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Photographs © Kathryn Paik.

Cover photo: Congolese refugee girls participate in a safety mapping exercise, explaining where they feel safe and unsafe as they go about their daily tasks (see p. 5).

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Acronyms & Abbreviations

CBO	Community-based organization
DRC	Democratic Republic of the Congo
GoT	Government of Tanzania
GBV	Gender-based violence
IGA	Income generation activities
MHA	Ministry of Home Affairs
NGO	Nongovernmental organization
UNHCR	United Nations High Commissioner for Refugees
WRC	Women's Refugee Commission

Organizations Interviewed

Canadian International Development Agency (CIDA)
CARE International Tanzania
International Rescue Committee (IRC)
Tanzania Red Cross Society
Tanzanian Child Rights Forum (TCRF)
Office of the United Nations High Commissioner for Refugees (UNHCR)
Women's Legal Aid Centre (WLAC)
World Vision Tanzania

Executive Summary

The Women's Refugee Commission (WRC) completed a research mission to Nyarugusu Refugee Camp in Tanzania in October 2012. The purpose was to gain understanding of Congolese refugee adolescent girls' protection and empowerment needs; learn what existing program and community-based strategies appear to serve them; appraise gaps in services from girls' perspectives; and identify potential local partners that could implement a pilot program focused on enhancing girls' safety.

The WRC met with UN and civil society agencies working with refugees in Dar es Salaam and in the Kigoma Region (where Nyarugusu Refugee Camp is situated) to learn about the operational context. We then met with refugee girls, boys, women and men, as well as agency staff and refugee incentive social workers, to learn how we can enable refugee adolescent girls to become resilient, self-reliant, healthy young women and leaders in their families and communities. We completed the assessment with a debriefing workshop in Nyarugusu with service provider agencies, UN High Commissioner for Refugees (UNHCR) staff and members of the refugee communities to discuss some approaches that could potentially work as a pilot project.

This was the second in a three-country series of assessments; the first was to Ethiopia, the third to Uganda.

Key Findings

Adolescent girls in Nyarugusu Refugee Camp in north-western Tanzania are facing violence, abuse, neglect, exploitation and discrimination that threaten their lives and impede their growth and development. They regularly engage in unsafe livelihood activities to supplement household income and lack opportunities to build protective social assets (e.g., peer and mentor support), which makes them extremely vulnerable to sexual and physical abuse and harmful traditional practices. Existing camp-based child protection and youth interventions often do not meet their distinct needs as they approach the onset of adolescence and transition to

adulthood. While current programming does attempt to target adolescent girls, additional work must be undertaken to protect and empower girls in a more intentional manner.

UNHCR, national police, legal, medical and community services, together with refugee communities, are working to improve sexual and gender-based violence prevention and response services for women, youth and children. While this report evaluates service gaps and recommends ways to address them, particularly as they relate to services targeting adolescent girls, the WRC recognizes the positive collaboration that currently exists among the protection actors at Nyarugusu Refugee Camp, which creates a favorable environment to facilitate effective strategies for girls.

Key Recommendations

Donors

- **Recognize the unique needs of adolescent girls in humanitarian settings that render them more vulnerable than their male peers.** They face greater exposure to physical insecurity and sexual exploitation, have less access to education and are less likely to have their basic material needs met because families tend to give more household resources to boys than girls. Donor attention on funding for adolescent girls not only provides lifesaving programming for the girls, but also leads to benefits for other target populations girls are responsible for, such as siblings and their own children if they are young mothers. Girl-focused initiatives can also help reduce overall community poverty and positively impact national and global development goals over the long term.

UNHCR

- **Increase advocacy with the Ministry of Home Affairs (MHA) to allow resumption of refugee income generation and common market activities within and around the camp.** Unless the livelihood needs of parents and caregivers of adolescent girls are addressed, the girls will engage in unsafe livelihood activities, including transactional

sex, in order to supplement household income. Demonstrate to the MHA how income generation activities and refugees' access to formal markets can benefit both refugees and the host community by helping to stimulate the local economy.¹ For example, advocate for refugees' right to work as a means to shift from short-term subsistence food or in-kind materials to refugees to more sustainable creation of economic opportunities for both refugees and host populations.

Service providers and refugee community-based organizations (CBOs)

- **Build human, social and financial assets in combination to obtain the best outcomes for girls.** Service providers and CBOs should coordinate programming efforts to strengthen multiple asset bases in human capital (education, knowledge on health, communication and negotiating skills); social capital (friends and mentors network, family ties); and financial capital (financial literacy and money managing skills).
- **Address barriers to girls' formal and nonformal education** through ensuring improved targeting of excluded girls, particularly out-of-school girls, girls with disabilities, pregnant girls and young mothers. Bring the girls and community together to jointly find constructive solutions that work within existing cultural boundaries.
- **Ensure that existing services in protection programs support increased participation of adolescent girls.** Create "girl-only spaces" in existing children and youth programs, which will build refugee girls' social assets, such as peer-to-peer networks and mentors, and reduce girls' isolation. These can be used as a platform to initiate mentorship programs and trainings, including financial literacy, sexual reproductive health education, life and work readiness skills. Such spaces

encourage girls to safely form friendships, share personal struggles, develop group identity and support networks as protective measures that will build girls' confidence and help them navigate daily life.

- **Prepare girls for safe and dignified work through building their social and economic assets as early as possible** so that they are more likely to access program opportunities when they become older youth and women. Providing entrepreneurship and financial literacy education should be part of life-skills and vocational skills training so that whether they remain displaced or are repatriated to their country of origin, they learn how to save money, increase saving behavior and acquire skills to safely earn incomes.

For a full list of recommendations, see page 8.

Purpose of the Mission

As the second of three country assessments being conducted in Ethiopia, Tanzania and Uganda within the three-year global advocacy research project "Protecting and Empowering Displaced Adolescent Girls," the WRC traveled to Kasulu, Kigoma Region of Tanzania, in October 2012. The project seeks to increase refugee adolescent girls' opportunities to build life skills, academic and livelihoods skills and to identify models



Entrance to Nyarugusu Refugee Camp.

to keep them safe from all forms of harm, exploitation and abuse. The initiative works to achieve this by conducting fact-finding missions and partnering with local organizations and communities to test solutions recommended by girls themselves to address their most pressing protection concerns and build their resiliency.

There is a growing awareness within the humanitarian community and refugee communities of the need to protect and empower refugee adolescent girls. This will require testing, monitoring and evaluating programs across all sectors that: 1) directly reach and serve diverse profiles of refugee adolescent girls; 2) engage influential men, boys, women and other girls to empower and protect refugee adolescent girls; and 3) improve the participation and inclusion of refugee adolescent girls.

Although awareness of the particular needs of adolescent girls has improved, to date, refugee adolescent girls have received little direct attention from humanitarian donors, policymakers and service providers. Donors and policymakers have not yet fully appreciated how targeted service outreach to adolescent girls can protect them from serious risks and long-term harm. The evidence base on effective programming with girls in situations of crisis and displacement has been scant. Agencies that provide services have been working with these populations indirectly, but often do not know whether they have reached adolescent girls. Adolescent girls have been aggregated into programs for “children” or “adults,” yet their needs are distinct and unique. The period of adolescence is vital and sets the course for displaced girls’ healthy development and future potential.²

Methodology and Limitations

With the support of the UNHCR, the Tanzanian MHA approved WRC’s request to enter into Nyarugusu Refugee Camp to speak with Congolese refugees.

Findings and recommendations for this report were derived from primary and secondary data sources consult-

ed through desk and field research. Available secondary demographic and socioeconomic data on the local populations and on registered refugees were limited, as literature and existing online sources were outdated and did not account for refugee relocations from other closed camps since 2009, including recent relocation from Mtabila Refugee Camp.³ The desk research was followed by a two-week field assessment in Dar es Salaam, Kasulu, and five days in Nyarugusu Refugee Camp to collect quantitative and qualitative data, as well as to conduct interviews.

The WRC worked with camp-based implementing partners, refugee volunteers and social workers to identify a range of demographic profiles of Congolese refugees for field interviews. Key informant interviews were carried out in Dar es Salaam and Kasulu with over 20 staff of UN agencies, nongovernmental organizations (NGOs) and donors, and in Nyarugusu Refugee Camp with 15 staff of implementing agencies, 16 female and male community leaders and nine mothers and two fathers of adolescent girls. Using a participatory approach,⁴ the WRC also conducted five focus group discussions comprising six to nine girls and carried out 14 in-depth individual interviews with 36 Congolese refugee girls ages 10 to 16. The WRC spoke with girls who were in school, out of school, unaccompanied girls in child-headed households, girls who were living with foster parents and girls who were known to be commercial sex workers. Lastly, WRC held focus group discussions and individual interviews with 10 Congolese refugee boys.

See page i for a list of implementing agencies consulted in this assessment.

At the time of the assessment, logistics were underway, as agreed by the governments of Tanzania and Burundi and UNHCR, for the repatriation of approximately 36,000 Burundian refugees at Mtabila Refugee Camp, the only other remaining refugee camp in Tanzania, before the closure deadline of December 31. As a result, WRC was only allowed access into Nyarugusu Refugee Camp.

Country Snapshot: Tanzania

Tanzania Refugee Policy and Institutional Framework

Tanzania, a relatively peaceful country, has been hosting refugees from more tumultuous countries in the region for over four decades. Two refugee camps remain: Mtabila, which hosts 36,000 refugees from Burundi, and Nyarugusu, which hosts 66,500 refugees from the Democratic Republic of the Congo (DRC).⁵ The government of Tanzania (GoT) announced it would close Mtabila Camp as Burundians were found to no longer be in need of international protection. In line with the current situation in the DRC, UNHCR and the GoT support maintaining refugee assistance at Nyarugusu Refugee Camp.

Tanzania is party to the 1951 Convention Relating to the Status of Refugees and its 1967 Protocol. It became party to regional instruments, including the 1990 African Charter on the Rights and Welfare of the Child in 1998 and the 1969 OAU Convention Governing the Specific Aspects of Refugee Problems in Africa the year it was adopted.

Tanzania's Refugees Act of 1998 requires all refugees to live in designated encampment areas and restrictions on their movement are enforced. The Act also prohibits refugees from working without permits; while the MHA and the Ministry of Labor jointly issue regulations and renewals for work permits, the procedures are unclear and there have been no reports of refugees receiving such permits to work legally.⁶

UNHCR and its implementing partners provide basic assistance in education, protection, water and health services, while the World Food Program (WFP) provides refugees with limited food rations. The Refugees Act allows refugees equal access to education as Tanzanian nationals; however, the 2003 National Refugee Policy provides that schools must teach refugee children "in accordance with the curricula used

in their countries of origin."⁷

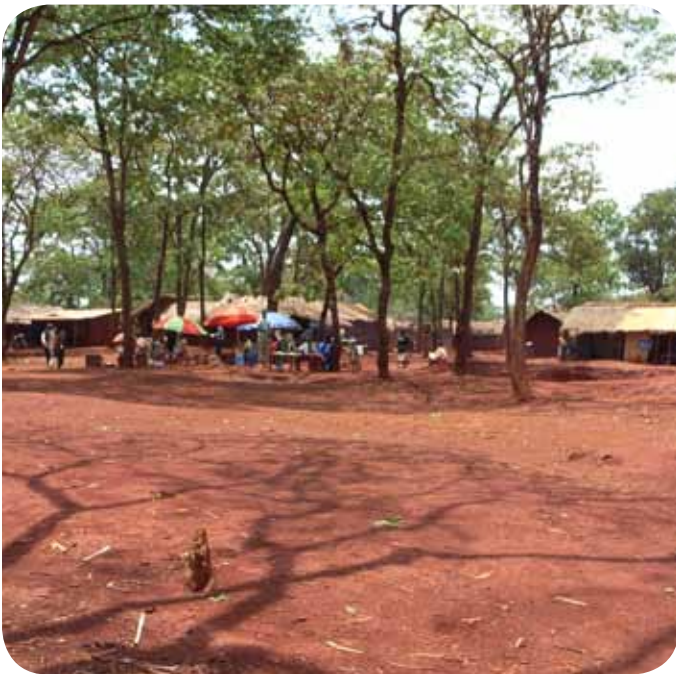
Overview of Nyarugusu Refugee Camp

Nyarugusu Refugee Camp is located in the Kigoma Region of northwestern Tanzania, near the border with Burundi and the DRC across Lake Tanganyika. The camp area is 52 km² and is divided into seven zones, 54 villages and 550 clusters. It has 12 primary schools, four secondary schools, one hospital and five outpatient health posts. According to UNHCR statistics, Nyarugusu Refugee Camp has 66,508 registered refugees, of which 62,536 are Congolese, while the remaining are



Source: UNHCR <http://www.unhcr.org/500fe6279.html>.

mostly Burundian.⁸ Most of the Congolese refugees who settled in Nyarugusu Refugee Camp fled from conflicts in the South Kivu region of DRC in 1996. The refugees who arrived in the 1990s had no access to land to cultivate. Until 2011, the refugees in Nyarugusu Refugee Camp engaged in livelihood opportunities in a camp-based market, where they traded with host community members. In order to promote repatriation, the government shut down all livelihood activities, which included merchandising of personal and household items and selling of meats, vegetables, fish and other food items in order to supplement goods supplied by UNHCR or other agencies. Currently, there are only a handful of informal vendors trading baked goods, vegetables and some small non-food items.



There are just a few informal vendors who sell small merchandise or vegetables. This area used to be a large market for refugees and host community to trade goods and services.

While the GoT made significant progress in achieving Millennium Development Goal 2, resulting in 95 percent primary school enrollment by 2010,⁹ with a steady increase in secondary school enrollment as well, the enroll-

ment rates in Nyarugusu Refugee Camp are comparably lower. The Refugees Act guarantees equal access to education for refugee children as their Tanzanian counterparts; however, only 82.7 percent of school-aged children in Nyarugusu are enrolled in school (out of total expected primary school enrollment of 23,500 children, actual enrollment for 2011 was 19,452).¹⁰ For secondary school enrollment, the rates are even lower. Disparity among boys and girls enrolled in secondary school is noteworthy; although girls make up over 50 percent of school age children, girls represent only about 40 percent of secondary school enrollment. Reasons include high early pregnancy rates¹¹ as well as cultural norms that create barriers for girls to continue their education, as families do not always see the benefits of girls' education and often prefer girls to remain home to take on domestic responsibilities.

Findings

Insecurity In and Outside the Camp

Violence, abuse, neglect, exploitation and discrimination threaten the lives of adolescent girls and impede their growth and development. The girls at Nyarugusu Refugee Camp told the WRC they have received requests from teachers for sexual favors in exchange for passing grades; physical beatings from authority figures in their lives (adoptive and biological parents, teachers); and expressed caregivers' inability to meet basic physical or emotional support for them. Inter-tribal marriages, early and/or forced marriages and formal and informal cohabitation among couples are common because of the closed camp setting. In addition to these practices and perhaps related to them, are heightened incidents of

When asked about punishment for abuse of girls, one school-going 13-year-old girl said, "Even if they are reported, nothing is done to put them into jail. They still live among us. This happens often."¹²

family disputes and breakdowns in family communication and trust that may result in increased gender-based violence (GBV). Refugee girls and parents expressed a sense of helplessness due to their encampment, which gives them no security about their present or their future and results in an acceptance of risk-taking activities in and outside camp to meet basic survival needs.¹³ When asked to create a map on paper of the physical locations where they feel safe and unsafe, the girls indicated they feel safe only inside their homes and generally unsafe outside around their homes, en route to communal locations inside the camp and especially on the way to collect firewood or to find work to supplement household incomes outside the camp.

“Encampment is no way of life. We have been here for 16 years without the freedom to move around, without opportunities, without being able to think or plan about our futures.”

Refugee incentive social worker. ¹⁴

Insufficient Opportunities for Life Skills Development

Girls' value in contributing to family life is often confined to carrying out household responsibilities, such as cleaning, washing, taking care of younger children and collecting firewood. While programs do exist to help children develop a voice for their opinions, and mechanisms are in place for children to speak out against abuses and violence,¹⁵ these are primarily school-based programs. Girls with low school attendance rates, girls who are pregnant, married or young mothers and girls with any form of disability have little access to opportunities to build leadership, interpersonal and communication skills, or to make decisions that impact the rest of their lives.

Lack of Social Networks

Highly vulnerable girls—those who are pregnant, married or are young mothers, those who are

unaccompanied and those with disabilities—are especially isolated, invisible and have little or no peer or mentor support. Many of the girls the WRC spoke to had difficulty thinking of a friend or a cohort that they could look to for support and encouragement. In many refugee settings, social networks and support systems (peer-to-peer, neighbors or family relations) are relied on heavily for refugee protection and livelihood strategies.¹⁶ Social capital and “who you know” can not only help girls navigate through adolescent life as family and community members, but can also help them build livelihood assets through which they can find ways to earn money safely. Unfortunately, such support structures and networks are weak and little utilized for adolescent girls at Nyarugusu Refugee Camp.

Problems with School Retention

Implementing partners providing camp education services reported school dropout rates of 11–12 percent for girls from 2009 to 2012.¹⁷ Various agency staff and refugees themselves attributed the high dropout rates to lack of basic household items such as soap to wash uniforms and inability of caregivers to provide clothing for non-uniform school days, as well as early pregnancies. In 2011–2012, 12 percent of secondary school girls reported pregnancies.¹⁸ Girls may experience discrimination and social exclusion if they become pregnant, and confront other harmful traditional practices, including early and/or forced marriages and customs involving compensating a death of a wife by sending a female child to the wife's family if the husband failed to complete the dowry payment. Such practices also contribute to challenges in girls' retention in schools.

One 12-year-old girl, when asked why she dropped out of school said, “I was chased out of school by my teacher because my uniform was too dirty. I didn't have soap to wash my clothes.” ¹⁹

Unsafe Livelihoods: Girls Travel Far to Collect Firewood or Work in the Fields, Engage in Petty Trade or Other Casual Work

As instability in the Congo continues, the GoT has stopped promoting repatriation of the Congolese refugees; however, it still prohibits refugees from engaging in income generation activities. The majority of Congolese refugees thus have no access to formal employment, apart from the few incentive workers with camp-based aid agencies. Refugee men and women engage in petty trade, manual labor and other informal, insecure and low-paid labor. Some of the interviewed girls were known to exchange sexual favors to survive or meet basic material needs, at times for money, food items and other commercial goods, depending on availability and need, while others mentioned knowing girls who were engaged in transactional sex.



Nyarugusu Refugee Camp surroundings show environmental degradation due to tree cutting for firewood collection.

As a result of restrictions on refugee livelihood activities, all interviewed girls (apart from those with disabilities), regardless of whether they were in school

or out of school, were involved in supplementing the family income through various activities, including accompanying their parents or caregivers in manual labor inside and outside the camp and leaving the camp to collect firewood for household consumption and, in rare occasions, for selling. A recent assessment by an implementing agency in Nyarugusu Refugee Camp indicates that girls and their mothers bear the burden of carrying 88 percent of the firewood load consumed in the camp.²⁰ Further, adolescent girls, along with their mothers, are taking greater physical safety risks by walking further (up to six hours) to carry back less firewood than in the past.²¹ If mothers are involved in unsafe livelihood activities, the girls are almost always also involved, either together or independently, in similar unsafe activities. Small in-camp trading of home-made food and non-food items and building fuel-efficient stoves are safe alternatives to expand women's livelihoods as well as girls' future options.

Good practice: Collecting Firewood in Groups

CARE's "Kigoma Environmental Management Project" began sensitizing adult males to accompany or escort women and girls when they leave the camp to collect firewood, and encourages women and girls to travel in groups to stay safe.

Services Not Reaching Girls

Existing programs targeting children and youth at Nyarugusu Refugee Camp, including GBV prevention and response, sexual and reproductive health, education, youth recreation and cultural activities, and vocational training programs have been designed to incorporate adolescent girls as beneficiaries. However, girls are often "missing" in programs for multiple reasons. According to the staff of implementing agencies and girls themselves, some of the barriers to participation include long distances to project locations, not having enough time to participate due to domestic

Social Exclusion

One out-of-school 14-year-old girl, when asked why she did not participate in a recent youth development workshop, replied, “I didn’t think I would fit in with the others who are in the workshop. I would just be made fun of.”²²

responsibilities and girls not having enough in common with the majority of other program participants (boys and older youth, or even other more socialized girls).

Another challenge relates to the way data is—or is not—collected. It is especially concerning that agencies cannot say for certain whether critical GBV prevention and response programs are actually reaching girls because data is not disaggregated by age. The most recent UNHCR report indicates girls under 18 make up 80 percent of incidents of rape (81 incidents were reported between January and September 2012, of which 65 were of underage girls).²³ Girls are also reported to experience other forms of violence, including sexual harassment, assault and domestic violence. GBV prevention, response and legal assistance programs run by international and national agencies are sensitizing female and male refugees, including boys and girls, on gender equality and are providing much-needed psychosocial, medical and legal support. Agencies apply international best practices and guidance on GBV interventions in programs and use standardized monitoring tools as recommended by GBV coordination structures within the camp. But without beneficiary data disaggregated by age, it is not possible to track to what degree adolescent girls are indeed accessing the services. Data is only disaggregated by gender and cases are logged as either adults or children. Moreover, the proportion of cases that actually get reported through the national police and referred to GBV or legal assistance centers is largely unknown as many of them are under-reported due to shame, fear of stigma, fear of backlash from the perpetrator²⁴ or because inter-family negotiations (especially if involving adolescent girls) take place first and cases are only reported when such negotiations

break down.²⁵

Good practice: Giving Children a Mechanism to Report Abuse

World Vision’s school-based initiatives “Child Voice Out” and “Learn From Me” include setting up “child reporters” through which children can report any abuses they experience. Such community-based complaints and response mechanisms have created a high level of awareness among school children to report abuses; however, additional work could be undertaken to tackle the underlying causes of child sexual exploitation and abuse in communities and improve coordination with agencies that are working with out-of-school children to allow them access to similar mechanisms.

Recommendations

Donors, UN agencies, and service providers and refugee CBOs must partner within and across service sectors to address refugee girls’ protection risks, promote and value their participation, raise their social status and increase program effectiveness in reaching and serving their unique needs.

Donors

- **Recognize the unique needs of adolescent girls in humanitarian settings that render them more vulnerable than their male peers.** Girls have greater exposure to physical insecurity and sexual exploitation, less access to education and they are less likely to have their basic material needs met due to inherent family prioritization of household resources to boys over girls. Donor attention on funding for adolescent girls programming is not only lifesaving for the girls, but improves their well-being and leads to benefits for other target popu-

lations they are responsible for, such as siblings and their own children if they are young mothers. Girl-focused initiatives can also help reduce overall community poverty and positively impact national and global development goals over the long term.

- **Funding priorities should take into account girls as a critical target population that has traditionally been neglected.** It is not enough to open programs to the participation of adolescent girls. Rather, as this report has shown, it requires targeted interventions to address the barriers that traditionally limit girls' participation, such as being isolated at home with household responsibilities, their own perception about personal safety concerns, cultural restrictions on their participation and not being as socially or geographically mobile as their male counterparts.
- **Donors must build humanitarian capacity in designing, implementing, monitoring and evaluating interventions that protect and empower adolescent girls.** Evaluations in development settings have shown that multi-sectoral approaches to empowering girls can have significant impacts.²⁶ In humanitarian settings, while aid agencies are increasingly investing in girls in education, reproductive health and GBV prevention and response initiatives within single-sector programming, few agencies have joint strategies on how different sector programs impact girls' protection and empowerment as a whole. Donors must invest in implementing partners' technical capacity to look at how one sector's outcomes relate to other sector outcomes. For example, education programs often only evaluate progress based on enrollment rates, attendance, test scores and completion rates. Donors can demand more from implementing agencies to collaborate between education and reproductive health or economic empowerment sectors to look at how learning outcomes contribute to girls' health, sexual behaviors or economic participation.

UNHCR

- **Increase advocacy with MHA to allow resumption of refugee income generation and common market activities within and around the camp.** Unless the livelihood needs of parents and caregivers of adolescent girls are addressed, the girls will engage in unsafe livelihood activities, including transactional sex, in order to supplement household income. Demonstrate to the MHA how income generation activities and refugee's access to formal markets can benefit both refugees and the host community by helping to stimulate the local economy.²⁷ For example, advocating for refugees' right to work as a means to shift from short-term subsistence food or in-kind materials to refugees to more sustainable creation of economic opportunities for both refugees and host populations.
- **Prioritize the development and implementation of clean, efficient cook stoves and alternative sources of cooking fuel** for the camp as a means of protecting women and adolescent girls who are disproportionately tasked with collecting firewood outside the camp, thus endangering their physical safety. Following the existing IASC-level SAFE guidance,²⁸ UNHCR and WFP should play a strong leadership and coordination role, along with NGOs, to advance the development of alternative fuels and fuel-efficient stoves for use in Nyarugusu Refugee Camp. Reducing dependency on firewood as a primary source of cooking fuel can result in multiple benefits—positively impacting women's and girls' security and safety, protecting the surrounding camp environment, reducing conflict between refugees and hosts over natural resources, improving respiratory health and addressing women's and girls' time poverty.
- **Provide leadership in strengthening the role of refugee community-based organizations (CBOs)** by requiring implementing partners to engage and collaborate with CBOs more intentionally with the goal of building their capacities to serve

their own communities.

The WRC asked one implementing agency to list the names of CBOs they were aware of working in the camp. The list included about 30 refugee CBOs, which are the closest to the communities and have the most influence on the refugee population. Camp residents and agencies coordinating service provision would benefit greatly by working to harness the power of these organizations and build their capacity.

- **Work closely with service providers, camp committee leadership and the national police to build up informal security watch, or “*sungusun-gu*.”** Strengthen security structures in camp, including expanding the number of formal and informal security personnel, training and reporting mechanisms, as the presence of only 140 informal security guards, of whom just 27 are female, is inadequate for a camp size of nearly 67,000 refugees. All security enforcement personnel and community leaders who make up traditional justice systems should be trained on prevention of GBV, human rights and child protection, including protecting survivors’ confidentiality.
- **Require implementing partners to collect program monitoring data disaggregated by sex and age to know that programs actually reach adolescent girls.**

Service Providers and Refugee CBOs

- **Build human, social and financial assets in combination to obtain the best outcomes for girls.** Service providers and CBOs should coordinate programming efforts to strengthen multiple asset bases in human capital (education, knowledge on health, communication and negotiating skills); social capital (friends and mentors networks, family ties); and financial capital (financial literacy and money managing skills).

- **Address barriers to girls’ formal and non-formal education** through ensuring improved targeting of excluded girls, particularly out-of-school girls, girls with disabilities, pregnant girls and young mothers. Bring the girls and community together to jointly find constructive solutions that work within existing cultural boundaries.

Enabling Young Mothers to Return to School

One community leader told the Women’s Refugee Commission of his village’s experience when they found five of their adolescent girls were pregnant. Instead of marginalizing the girls or stigmatizing them, the village members together decided to provide child care for the girls so that they can go back to school.²⁹

- **Strengthen sexual and reproductive health services for adolescent girls and boys, including for those not in school.** Provide age-appropriate information and services, including around family planning, given the high risk of pregnancy for girls. Community members, including men and boys, must be brought together to dialogue about problems of early pregnancy and reduction of sexually transmitted infections, as their involvement can help keep girls safe and in school.
- **Ensure that existing services in protection programs support increased participation of adolescent girls.** Create “girl-only spaces” in existing children and youth programs that will build refugee girls’ social assets, such as peer-to-peer networks and mentors, and reduce girls’ isolation. These can be used as a platform to initiate mentorship programs and trainings, including financial literacy, sexual reproductive health education and life and work readiness skills. Such spaces encourage girls to safely form friendships, share personal struggles, develop group identity and support networks as protective measures that will build girls’ confidence and help them navigate daily life.

- **Prepare girls for safe and dignified work through building their social and economic assets as early as possible** so that they are more likely to access program opportunities when they become older youth and women. Providing entrepreneurship and financial literacy education should be part of life-skills and vocational skills training so that whether they remain displaced or are repatriated to their country of origin, they learn how to save money, increase saving behavior and acquire skills to safely earn incomes.
- **Help adolescent girls and boys to set up informal savings groups or savings clubs and build practical money skills** in order to prepare them for credit products as they get older. Programs should facilitate access to savings products that are girl-friendly.
- **Improve targeting of girls in GBV prevention and response by ensuring that GBV and health center intake forms, consultation forms and monitoring forms are designed to collect age-disaggregated data to verify that adolescent girls are targeted.** GBV centers are located strategically



Secondary school girls walking home together from school.

next to health clinics to provide a confidential environment. A more adolescent-friendly environment can be created by improving the physical surrounding of the waiting area (posters, paint on walls, availability of age-appropriate information leaflets).

- **Strengthen program monitoring and evaluation and engage in rigorous targeting of excluded girls to ensure their participation.** Make use of existing models for monitoring and evaluation framework from the development context, such as Population Council's *Girl-Centered Program Design Toolkit*.³¹ Program monitoring data should be reported disaggregated by sex and age in order for service providers and donors to know whether or not programs actually reach adolescent girls. Employ combined recruitment strategies (door-to-door, through parents, community leaders, schools, word of mouth, flyers/posters) and get support and participation from the critical people in the girls' life—boys, parents, community leaders—to initiate change in social norms and expectations about girls' roles in community and family life.³²

Ensure Vocational Trainings Meet Market Needs and Startup Capital Is Available

World Vision and the International Rescue Committee are implementing small vocational skills training activities for women and youth, such as in carpentry, mechanics, bread making, tailoring and soap-making, but few adolescent girls benefit from these programs. Such trainings should be based on gendered market assessment so that girls can also participate and vocations meet market needs. A problem expressed consistently by refugees and staff of implementing agencies is that while they may complete these trainings, there are no means or startup capital to turn their acquired skills into viable livelihood opportunities apart from the few informal petty trading in camp or through unsafe access to outside markets.³⁰

Next Steps

The Women's Refugee Commission plans to fund an 18-month pilot project with a local NGO at Nyarugusu Refugee Camp to test approaches and methodologies to best reach adolescent girls. The learning from these pilots (also to be undertaken in Ethiopia and Uganda) will lead to models on how to program for adolescent girls in emergencies. A guidance document on the learning from the pilots as well as overall findings from the three research assessments will be released in 2014 aimed at practitioners who work with adolescent girls in emergencies so they can better support this vulnerable and often marginalized group.

Notes

¹ Madmouj, Rawand (2008), *Livelihoods Assessment and Strategy Development for Refugees in Basateen urban area and Kharaz camp-Yemen*.

² Coalition for Adolescent Girls (2012) "Missing the Emergency: Shifting the Paradigm for Relief to Adolescent Girls," Washington, D.C.

³ Major refugee relocations took place in 2009 from closing camp in Lugufu and in July 2012 from Mtabila, UNHCR Global Report 2009 (<http://www.unhcr.org/4c08f3039.pdf>) and main UNHCR Tanzania website (<http://www.unhcr.org/pages/49e45c736.html>).

⁴ Participatory research is an interactive survey approach, where the goal is have mutual learning between researcher and local populations and where the perspective of each person interviewed is voiced and respected.

⁵ UNHCR Operation in Tanzania Fact Sheet, September 2012.

⁶ U.S. Committee for Refugees and Immigrants, *World Refugee Survey 2009: Tanzania* <http://www.refugees.org/resources/refugee-warehousing/archived-world-refugee-surveys/2009-wrs-country-updates/tanzania.html>.

⁷ *International Refugee Law News*, ABA International Refugee Law Subcommittee, Volume 2, Issue 2, Summer 2009.

⁸ From UNHCR ProGres Database as of September 2012.

⁹ *UN Tanzania Delivering as One Education Fact Sheet* http://tz.one.un.org/images/PDF/un_education.pdf.

¹⁰ World Vision Tanzania Education Unit school enrollment report 2009-2012.

¹¹ Ibid.

¹² Focus group discussions with school-going adolescent girls age 10-13 in Nyarugusu Refugee Camp, October 15, 2012.

¹³ Individual interviews with mothers and fathers of adolescent girls in Nyarugusu Refugee Camp, October 18, 2012.

¹⁴ Focus group discussions with IRC incentive social workers, October 16, 2012.

¹⁵ World Vision's "Child Voice Out" and "Learn From Me" programs are school-based children and youth programs.

¹⁶ UNHCR Evaluation and Policy Analysis Unit, "Refugee livelihoods, a review of the evidence," February 2006 <http://www.unhcr.org/4423fe5d2.pdf>, last accessed November 21, 2012.

¹⁷ World Vision Tanzania Education Unit school enrollment report 2009-2012.

¹⁸ Ibid.

¹⁹ Focus group discussion with out-of-school adolescent girls ages 10-13 in Nyarugusu Refugee Camp, October 15, 2012.

²⁰ CARE International report on quantification of wood consumption in Nyarugusu Refugee Camp, June 2012.

²¹ Interview with program staff of Care International. Kasulu, Tanzania, October 12, 2012.

²² Individual interview with out-of-school 14-year-old girl in Nyarugusu Refugee Camp, October 18, 2012.

²³ Source: UNHCR SGBV Monthly Report, for July 2012. Program staff noted that these figures should be interpreted with some caution, noting that young girls have no access to emergency contraception except through accessing services through the SGBV reporting mechanism. Some also express that there are a number of incidences of sex before 18 which is consensual but cannot be acknowledged as such. Given the complexity of these issues, we are unable to attempt any further analysis of the issue.

²⁴ Focus group discussions and individual interviews with refugee adolescent girls' parents, community leaders and refugee social workers, Nyarugusu Refugee Camp, October 2012.

²⁵ Interview with program staff from the Women's Legal Assistance Centre, Kasulu, Tanzania, October 13, 2012.

²⁶ Examples of successful multi-sectoral adolescent girls' programs in development context include Population Council's Abriendo Oportunidades program, BRAC's Social and Financial Empowerment of Adolescents (SoFEA) program, Save the Children's Kishoree Kontha program, International Center for Research on Women (ICRW) and CARE-Ethiopia's TESFA program, among others.

²⁷ See Note 1.

²⁸ The Inter-Agency Standing Committee Task Force on Safe Access to Firewood and Alternative Energy in Humanitarian Settings (IASC Task Force SAFE) produced two global guidance documents that focus on the need to ensure safe access to appropriate cooking fuel in humanitarian settings from the start of every emergency: A Matrix on agency roles and responsibilities for developing a coordinated fuel strategy (http://womensrefugeecommission.org/resources/doc_download/746-matrix-on-agency-roles-and-responsibilities-for-ensuring-a-coordinated-multi-sectoral-fuel-strategy) and Decision Tree Diagrams on factors affecting the choice of fuel strategy (http://womensrefugeecommission.org/resources/doc_download/220-iasc-tf-safe-decision-trees).

²⁹ In-depth interview with a male community leader in Nyarugusu Refugee Camp, October 14, 2012.

³⁰ Discussions with International Rescue Committee Kasulu program staff, November 2012.

³¹ Available at http://www.popcouncil.org/publications/books/2010_AdolGirlsToolkit.asp.

³² Austrian, K. and Ghati, D. (2010), *Girl Centered Program Design: A Toolkit to Develop, Strengthen and Expand Adolescent Girls Programs*. Population Council.



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