

- ◆ Adolescent girls in all their diversity face specific and intersecting barriers to accessing key services due to their age, gender and protection status.
- Only 17 of the 1,400 pledges made to the Global Compact on Refugees in 2019 make specific commitments to girl refugees.
- → Plan International consultations with adolescent girl refugees show that girls know what they need to improve access to services.

Plan International is an independent development and humanitarian organisation that advances children's rights and equality for girls. We believe in the power and potential of every child but know this is often suppressed by poverty, violence, exclusion, and discrimination. And it is girls who are most affected.

➡ Governments, donors and humanitarian actors are called upon to make specific, measurable and attainable commitments to girl refugees in their pledges at the 2023 Global Refugee Forum and beyond.

Introduction

In 2022, 43.3 million children were experiencing forced displacement globally, with the number of refugee and asylum-seeking children reaching 17.5 million. In 2023, conflict and extreme weather events driven by the climate crisis have led to further displacement of children across multiple regions. Adolescent girls are among the most vulnerable groups of refugees and are at particular risk of exclusion from appropriate education, healthcare, and protection services. This is driven both by pre-existing inequalities based on gender and age, as well as the lack of gender-and age-sensitive refugee responses, that often lead to adolescent girl refugees being overlooked and rendered invisible in humanitarian and integration efforts.

The gaps in quality disaggregated data on refugees globally are a key contributor to the failure of refugee responses to effectively address the needs of adolescent girl refugees. However, where there is data available on the specific challenges faced by adolescent girl refugees, there is little evidence this is utilized by decision-makers when developing refugee responses.



Based on a desk review and Plan International consultations with adolescent refugees, this policy brief outlines the situation for adolescent girl refugees, the key gaps in their access to services, and makes recommendations to states, donors and humanitarian actors.



We know what we need!

Listening to adolescent refugees - evidence from Plan International's adolescent-led programme design

During 2022 and 2023, Plan International carried out consultations with adolescents across a number of humanitarian contexts in Ethiopia, Niger, Colombia, Peru, and Ecuador. This policy brief draws from the series of reports titled We Know What We Need that present adolescent refugees recommendations to address the challenges they experience with education, sexual and reproductive health and rights (SRHR), mental health, protection and participation.

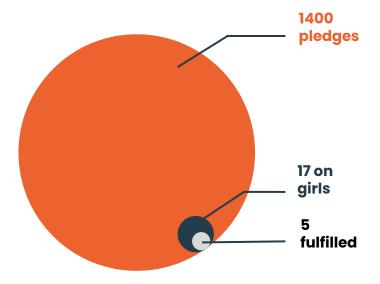
"Influential people in the community need to step up in addressing the sexual and reproductive health of young girls, services for adolescents and children and the prevention of gender-based violence. We need them to demonstrate the importance of maintaining our dignity and safety."

Focus group with married girls, Tsore Refugee Camp, Ethiopia, 2023

What have states pledged for girl refugees?

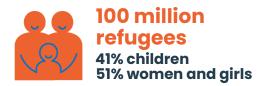
The four key objectives of the Global Compact on Refugees (GCR), adopted by the United Nations General Assembly (UNGA) in 2018 are to: ease pressures on host countries; enhance refugee self-reliance; expand access to third-country solutions; and support conditions in country of origin for return in safety and dignity. iii The GCR requires that girl and women refugees are supported by age- and gender-responsive social and healthcare services, and that Member States provide integrated, age-sensitive protection services for refugee children, adolescents and youth. Under the Compact, states should enable refugee access to national education ensuring that it is inclusive and responsive to the specific needs of refugee children, adolescents and youth who have experienced trauma and displacement.

In 2019, the first Global Refugee Forum garnered over 1,400 pledges linked to the objectives of the GCR from more than 15 stakeholder groups. Of these 1,400 pledges, just 17 refer specifically to commitments to support "girls" and often only under the umbrella terms of "refugee children" or "women and girls". The most recent updates from states report that just five of these pledges have been fulfilled, four are in the planning stage and the remaining eight are in progress. The 2023 Global Refugee Forum is the time for states to pledge commitments adolescent girl refugees by recognising the specific challenges they face and listening to girls' recommendations on how best to support them to thrive.



What does the global picture look like for adolescent girl refugees?

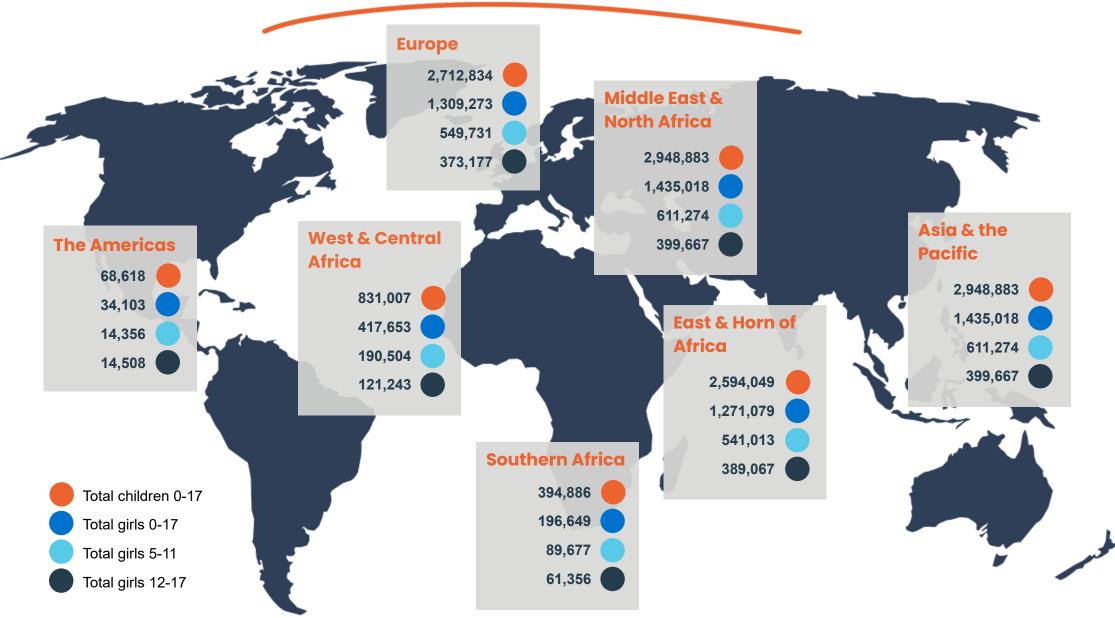
According to 2022 estimates from the United Nations High Commissioner for Refugees (UNHCR), there were more than **100 million** people who were forcibly displaced worldwide. This includes refugees, asylum seekers and internally displaced persons (IDPs). Children accounted for an estimated 41 per cent of all refugees globally, and girls and women accounted for 51 per cent.



The global legal framework for refugees is comprised of various international agreements, conventions and initiatives that aim to protect and support individuals fleeing their home countries. Child refugees have protections under international law in the same way as adults, as well as specific protections under the United Nations Convention on the Rights of the Child (CRC). The CRC provides child refugees' right to appropriate protection, humanitarian assistance, non-discrimination, nationality, family reunification, safety from violence, health, education and protection from exploitation and abuse.

Despite international commitments to gender equality and the rights of refugee girls, the current international protection system is failing them. Refugee girls continue to face widespread issues such as sexual assault and abuse, forced marriage, trafficking, and barriers to accessing necessary protection measures and services. Within this population, girls who are unaccompanied or separated from their families, including those traveling with their own children or siblings, those who are pregnant, and girls living on the street, are among the most vulnerable groups. Public policies tackling these issues, are primarily adult-centric and emphasise welfare, and lack consideration for girls' autonomy, management capacities and individual needs.

The Global Picture





What are the gaps in access to services for adolescent girl refugees?

Access to basic services for refugees includes access to shelter, water, nutrition, food, sanitation, hygiene and healthcare including sexual and reproductive healthcare (SRH), as well as education, protection. The following sections outline the gaps in education, sexual and reproductive health and rights (SRHR), and protections service access for adolescent girl refugees, presenting recommendations from adolescent refugees themselves and examples of Plan International's work to improve service access in these priority areas.

Access to education

Key barriers in access to education persist for refugees globally. Gaps between educational access for host populations and refugees are evident for both primary and secondary level education. In 2022, just 37 per cent of refugee adolescents (of any gender) were enrolled in secondary education, compared with the global average of 84 per cent.vii For refugee girls of primary school age, just 61 per cent were enrolled in 2022, compared with the global average of 101 per cent. viii Guarantees outlined by international and national laws and policies for refugee access to education mask the practical barriers that refugee children and adolescents face, such as lacking the necessary documentation to enrol in school (including birth certificates, identification documents, proof of refugee status and evidence of education level).ix Enrolment requirements into national education systems for refugees often lack flexibility and host country ministries of education rarely offer standardised education certificates, ID and residency permits which are key to ensuring tangible educational access.x

Multiple factors can create additional or distinct barriers to learning for refugee girls than those experienced by girls in other contexts. Unequal gender norms, where girls' education is culturally undervalued, and girls are required to support their families by taking on household burdens such as

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Adolescent refugee girls including married girls specifically recommended providing literacy and vocational training for adolescents aged 15 and above and explained the need for the provision of informal education and awareness raising particularly in camp settings. Many felt that there are too few life skills programmes address to adolescents and young people. For young mothers, access to day care services was highlighted as key to ensure that they can continue their education and participation in peer group activities.

Adolescent refugees also outlined the knowledge gap in how to legalise their status as refugees and gain the necessary documentation to access education, employment and entrepreneurship services (as well as health care and protection services) and recommended that families are empowered with clear and accurate information about these processes.

caregiving or income generation, are further exacerbated in displacement contexts.xi These norms combined with stressors experienced by refugee families can further distance girls from learning as families prioritise economic and food security over education.xii

There has been increasing attention given to the low enrolment and high drop-out rates of refugee girls, which has led to the development of some evidence-based good practices that highlight the need for multisectoral approach. Cash transfers and other forms of financial support for refugee families is key, while the hiring and training of female teachers, the implementation of monitoring mechanisms for refugee girls identified as at-risk of dropping out, and provision of informal education further address some of the challenges refugee girls face in accessing and staying in education.xiii

What Plan International is doing to support adolescent refugees access education

Safe and quality education for girls and boys in displacement situations in Ethiopia

Ethiopia currently provides shelter to more than 900,000 refugees, predominantly hailing from South Sudan, Eritrea and Somalia. This extended crisis needs sustainable and developmental strategies for delivering essential social services - notably education. Both the educational systems for the local population and the refugee community face obstacles hindering their access to quality education, thereby adversely affecting the fundamental right to learn.

In Ethiopia, through The Building Resilience in Crisis through Education (BRICE), Plan International built classrooms, segregated restrooms, water facilities and a fence. Addressing key barriers to education such as safety and water sanitation strengthened protection for girls who are more likely to be at risk of health and violence hazards when attending school.

Best practices from this initiative:

- Implementing integrated education and protection programming in protracted crises needs long-term projects. An extended framework allows the establishment of robust partnerships between governments and civil society organizations.
- The involvement of different parts of the community in BRICE, not only provided them with better education but also helped developing a more cohesive society. Guaranteeing children's access to toilets at school, decreased absenteeism considerably.

Access to sexual and reproductive health (SRHR) services

Worldwide, over 26 million refugee girls and women of reproductive age are facing significant challenges in accessing SRHR information and services.xiv The Humanitarian sector has responded to this need by prioritising SRHR within the Humanitarian Charter and Minimum Standards in Disaster Response and the development of an interagency Field Manual on Sexual and Reproductive Health in Humanitarian Settings.xv

Despite the above-mentioned improvements in guidelines and standards, there are still major gaps in fulfilling the needs of girls and women in refugee settings.*Vi As well as the issues relating to the stigma surround sexual activity of adolescents in the general population, refugee girls face additional challenges that stem from their living conditions in refugee camps and crisis zones. These are often characterized by inadequate sanitation and limited access to healthcare.

Forced migration experiences can diminish the power and agency of girls and youth to make decisions about their bodies and sexual relationships, thereby increasing their vulnerability to sexual violence, HIV and other sexually transmitted infections (STIs). XVIII Girls in particular are more at risk of unintended pregnancies, unsafe abortions and preventable maternal deaths. Further, the lack of a coordinated mechanism to collect and analyse data on the availability and quality of services for girls remains a challenge in the SRHR subsector. XVIIII

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Younger adolescents (10-14) reported limited access to information about SRHR and pointed to the lack of SRHR activities targeted at them or their caregivers, recommending that activities tailored to their needs should be developed and implemented. Married girls also recommended tailored activities for them, explaining that many awareness raising activities are directed at their husbands and do not include them. Adolescents also recommended large-scale community awareness activities to engage community leaders and ensure that girls and their families know about the availability of SRHR services. They also recommended that activities should engage men and training spaces should be provided for men to discuss SRHR and positive masculinity.

A key issue preventing adolescents from accessing SRHR services was the poor treatment by service providers who lacked confidentiality and respect towards adolescents. Adolescents highlighted the need to address the taboo and stigma around **SRHR**, particularly for unmarried girls - which stops many from seeking out services for fear of mistreatment - through better professional training of service providers on respectful and appropriate treatment for adolescents. Further challenges with service providers to be addressed included the lack of female service providers - and the need to hire more staff in general - as well as language barriers as SRHR services were only available in the local language. Many adolescent girls sought safe spaces in which to access education materials and menstrual products.

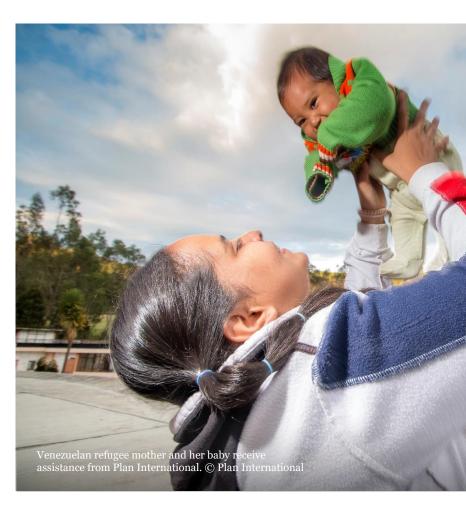
Adolescents emphasised the importance of **cash** and voucher assistance (CVA) in improving their SRHR and access to services. For girls, including married girls who are often financially dependent on their families or husbands, this was key for accessing menstrual health products. Some adolescents highlighted the risk that cash could be used by families for other purposes, and recommended that vouchers were a better option in order to avoid this. Others recommended **providing support directly to girls themselves**. In both camp and temporary site settings, **free and safe transportation to clinics** for adolescents was a key recommendation for refugees living in both camp and temporary site settings.

"When we lived in Tongo and Gure, we had information about pregnancy, sexual and reproductive health issues and protection but now [after relocation] we forgot it all and we give priority on finding shelter, food and other material for our families."

Focus group with married refugee girls and young mothers, Ethiopia, 2023

"We are not being consistent because we talk about equality, but we always leave men out of these important issues."

Adolescent girl refugee, Colombia, 2023



What Plan International is doing to support adolescent refugees access to SRHR services

Mobile child protection in urban areas: Bogota, Colombia

In Colombia, Plan International has worked with partner organisations, including the Red Cross and the IOM to provide SRHR services to Venezuelan refugees. Mobile teams were deployed in Bogota in 2019. The services included infant and maternal health, children's dental care, psychosocial support for caregivers, awareness sessions on gender-based violence, SRHR, and legal assistance. During this period, 3,711 Venezuelans were reached, including 794 girls, 742 boys, 1,647 women, and 528 men. After consultations, children and families received individual hygiene kits designed to respond to different needs of girls, boys, women and men. These kits were conditional on participation in child protection activities for children and adults' workshops on GBV, SRHR and immigration legal advice.

Best practices from this initiative:

- Local leaders and social networks' support were essential to ensure the mobile services were widely known and well-received.
- Liaising with partners was crucial to integrate child protection with different sectors effectively.
- ➡ Prioritising the provision of targeted services for adolescent mothers and adolescents at risk of abuse, violence and exploitation was key.
- → The involvement of young people from migrant, refugee and host communities in this initiative was critical to greater uptake by the Venezuelan community.
- The implementation of child-friendly feedback mechanisms ensured accountability to affected children and families that participated.

Access to protection services

Refugee children face multiple often intersecting protection risks due to their heightened vulnerability. This vulnerability can be driven by the context they are living in, such as refugee camps, or temporary residences; it may also be driven by their protection status - whether they have been formally recognised as refugees by their host state, if they hold official documentation such as a birth certificate, or if they are unaccompanied by caregivers or family members.xix For refugee girls, these vulnerabilities can contribute to exposure to gender-based violence including harassment, assault and child marriage.

Recent efforts to improve the protection of refugee children have focused on integrating refugee protection into national child protection systems. Where refugee protection is addressed via a parallel system, the needs of refugee children can go unmet due to discriminatory practices, a lack of dedicated resources and limited disaggregation of monitoring data of children, adolescents and youth by age and

gender.xx While there has been some progress in formally integrating refugee children into national systems, implementation has been limited in many contexts.

"Most adolescent girls in this community get married because they think that a husband will buy anything she wants. But the reality is that most of husbands do not have income; even some of them are alcoholics and some of them are students so there is no means of income."

Focus Group with married girls, Tsore Refugee Camp, Ethiopia, 2023

Increasing attention has been given to the issue of child marriage and how displacement can heighten girls' risk of experiencing this and other forms of gender-based violence, however progress has been limited in reducing its prevalence. Beyond improving laws that prohibit child marriage, evidence shows the need to address drivers on the individual, family, community and societal levels. Food and financial insecurity can be a key driver of child marriage for



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Adolescent refugees recommended implementing **community sensitisation activities** both to address the root causes of protection risks, as well as to ensure that adolescents and families know how to access available services. The **limited capacity of child protection mechanisms** to respond to reports and support survivors was highlighted as a key gap, and adolescent refugees called for better **funding and training service providers** as well as **improved communication between organisations**. Married girls and adolescent mothers specifically recommended **hiring female social workers** so that girls can report violence directly to them, while both adolescents and caregivers explained the need to strengthen justice for survivors of sexual violence by **improving reporting mechanisms**.

To address some of the root issues of protection risks, adolescents highlighted the role that financial and food insecurity play in increasing their vulnerabilities. They recommended **provision of cash and voucher assistance** (CVA) to improve their protection situation and enable them to access the services they need by paying for transport – also highlighting the need for **free and safe transportation**.

To address child marriage adolescent refugees outlined multiple key actions that should be taken including awareness raising and support for caregivers, training of community leaders, provision of birth certificates to girls, holding regular discussions with adolescents and using public media to convey key protection messages and information on protection services.



refugee adolescents and families seeking to relieve some of the severe burdens they experience, and in some cases the way that aid is distributed to refugee communities can itself incentivise child marriage.xxii Refugee girls are often excluded from the development of protection responses to address child marriage and other forms of gender-based violence. Ensuring that girls are involved in decision-making that impacts their lives also enables a better understanding of the factors that can drive girls themselves to choose to marry early. The desire for independence from their families and the psychological impacts of social norms that stigmatise them for remaining unmarried can be heightened for girls already experiencing multiple challenges as refugees.xxiii

"Women and girls in this temporary site feel unsafe because we are traumatised during the relocation from our previous camp. Even after the relocation, here in the temporary site we also face violence because we live in [a] hangar with more than 70 people."

Focus group with married girls and young mothers, Ethiopia, 2023

What Plan International is doing to support adolescent refugees' access protection services

Free from Fear: Promoting a Protective Environment in Azraq Camp, Jordan

The Plan International project 'Free from Fear' supports vulnerable children living in Azraq refugee camp to access quality protection and psychosocial support services. Activities included provision of psychosocial support to girls, boys and caregivers using a socio-ecological approach to tackling the roots of protection risks. It focused on strengthening referral and access to specialised child protection and gender-based violence services.

Following the project, there was increased knowledge and skills on protection among girls and boys and increased access to quality protection services. Camp volunteers, community stakeholders, service providers, and local authorities also showed improved knowledge of child protection and safeguarding, psychosocial support and the specific needs of refugee children with disabilities. A key challenge for this project was the camp's limited protective environment where residents lack enjoyment of basic rights such as freedom of movement and respectful treatment from service providers and authorities. This environment contributes to a heightened sense of vulnerability and insecurity for refugee children and families.

Best practices from this initiative:

- Advocacy is an essential part of protection programming to support refugee populations to communicate their concerns to relevant authorities and access quality, non-discriminatory protection services.
- Access to programme activities and key services is greatly dependent on the level of security and freedom of movement that girls have in camp settings. Female community volunteers should be supported in their efforts to reduce restrictions on girls' and women's mobility inside the camp by ensuring that spaces are safe for girls and women and promoting their participation in decision-making.

Conclusion

Adolescent refugee girls have been overlooked in refugee responses including the commitments made by States in their pledges for the Global Refugee Compact. The lack of quality disaggregated data on adolescent girl refugees is a major gap that prevents states and humanitarian actors from responding to their specific needs. The intersection of age-and gender-related needs and barriers to accessing key services that adolescent girl refugees face heightens their vulnerability in often complex humanitarian contexts.

The existing evidence shows that girl refugees face diverse and often interconnected challenges to accessing education, SRHR, and protection services. Formalised protection status, supported with the provision of necessary documentation are key to ensuring girls' access to education, healthcare and protection mechanisms.

The push to integrate refugees into national systems must **consider refugee girls' particular vulnerabilities** to missing out on education, stigma around their SRH, and exposure to gender-based violence and ensure that their status is **monitored by age- and gender-sensitive mechanisms**.

Adolescent refugee girls know what they need in order to be supported to thrive, including well-trained service providers who respond to their needs sensitively and without discrimination. They also highlight the gaps in knowledge both of how to access services and of positive equitable norms and attitudes towards adolescent girls' needs on the community level. However, to create a truly enabling environment for adolescent refugee girls, girls and families need stability through food and financial security, to reduce stressors that exacerbate barriers to service access.



Recommendations

Plan International's recommendations for states, donors and other humanitarian actors in their commitments to the Global Refugee Forum and beyond:

States should:

- ➡ Increase the number and quality of specific, attainable and measurable commitments to supporting adolescent girl refugees in their pledges at the 2023 Global Refugee Forum.
- ➤ Invest in capturing quality data on refugee populations, ensuring that in the next four years, most refugee responses disaggregated monitoring data by - at a minimum - age, gender, and disability status.
- Secure access of refugee children, adolescents, and youth to durable solutions,xiv ensuring their inclusion in national and local systems to protect them against violence, exploitation, neglect and abuse, access to quality, gender-transformative education, physical and mental health, livelihood and gender-responsive social protection. Policies and programs must address gender-related risks and shocks, including poverty and protect against gender-related vulnerabilities, recognizing that poverty, risks and vulnerabilities are gendered, with impact on girls and women.
- ➡ Identify and tackle the barriers that refugee girls and young women face in accessing services and asylum based on their age, gender and diversity. This means promoting gender equality; ending all forms of sexual and genderbased violence, trafficking in persons, sexual exploitation and abuse and harmful practices; facilitating the

- meaningful participation of youth; and combatting discrimination. Governments should provide refugees at higher risk due to intersectional identities with international protection (asylum) in a non-discriminatory manner, in line with the humanitarian principles and the 1951 Refugee Convention.
- Guarantee access to specialised services for survivors of gender-based violence, and for girls and young women who are at risk. This includes reducing risks, ensuring their safety, improving their physical, mental, SRH and facilitating their access to justice and reparations.
- ➡ Better equip national systems and service providers in preventing and responding to harmful practices, such as child marriage and female genital mutilation/cutting in refugee situations. Social workers must be capacitated to address the risks of child, early and forced marriage and unions among refugee and host community girls and young women.
- Invest in more programmes and policies to reshape unequal gender and power relations, addressing gender norms that are limiting and discriminatory improving the condition of girls and women while advancing their position and value in society.

■ Ensure that education for refugees and displaced children and youth is gender transformative, inclusive, and accessible, starting from early childhood education, taking into consideration age, gender and inclusion. The learning and mental health & psychosocial needs of girls, and other vulnerable children, adolescents and young people must be

recognised and funded, including mental health and psychosocial support (MHPSS) training for teachers. Refugee and displaced children and youth must be meaningfully included and supported as leaders in transforming education systems, and they must have equal access to quality state education systems regardless of disability and diverse background.

Donors should:

- Step up their contributions to ensure an equitable responsibility-sharing for hosting refugees both in domestic policies and foreign aid. This means increasing national budgets to extend services to refugees in all their diversity and their financial contribution to refugee responses with multi-year and flexible funding. It also includes ensuring all refugees are protected and can equally access essential services regardless of their age, gender, nationality ethnicity and other diverse backgrounds.
- □ Increase education financing across all levels of education that prioritize the needs of girls and other vulnerable groups. This includes early childhood education to ensure access and completion of inclusive, quality, gendertransformative education for all refugee and displaced children, adolescents, and young people in all their diversity. Education in times of displacement can be both lifesaving and life-sustaining, and its deliberate inclusion in education implementation plans is vital.

Humanitarian actors should:

- Support improvement and building of crisis-resilient education systems. Support should be based on the experiences and solutions identified by displaced children, adolescents and young people in all their diversity, which are adaptable, flexible and innovative (including through digital and blended learning and access) and that ensure the protection of girls' rights.
- Strengthen the participation and leadership of refugee girls by putting them at the centre of the issues and solutions at hand. Refugee girls should be involved in decision-making around the issues that impact them and be consulted to identify the most effective ways to support their access to key services.

- Bring visibility to the unique obstacles faced by adolescent girls, and work with boys and men to address gender inequity, discrimination and violence against adolescent girls and women.
- Develop and disseminate standard joint procedures and referral pathways for protection cases (i.e. standard operating procedures, vulnerability criteria, prioritisation matrix etc.) as part of the coordination mechanisms for the refugee and migrant response.
- → Prioritise needs and targeted response services (i.e., case management, psychosocial support, recreational activities) for adolescent mothers and adolescents at-risk of abuse, violence and exploitation through a strategy adapted to them.

Endnotes

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- Durable solution is defined as 'Seeking and finding solutions that ensure full respect of human rights for the forcibly displaced and allow them to rebuild their lives wherever they are'. This includes voluntary repatriation, resettlement and local integration.

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^{*} Names of individuals in the photos have been changed to protect their identity.