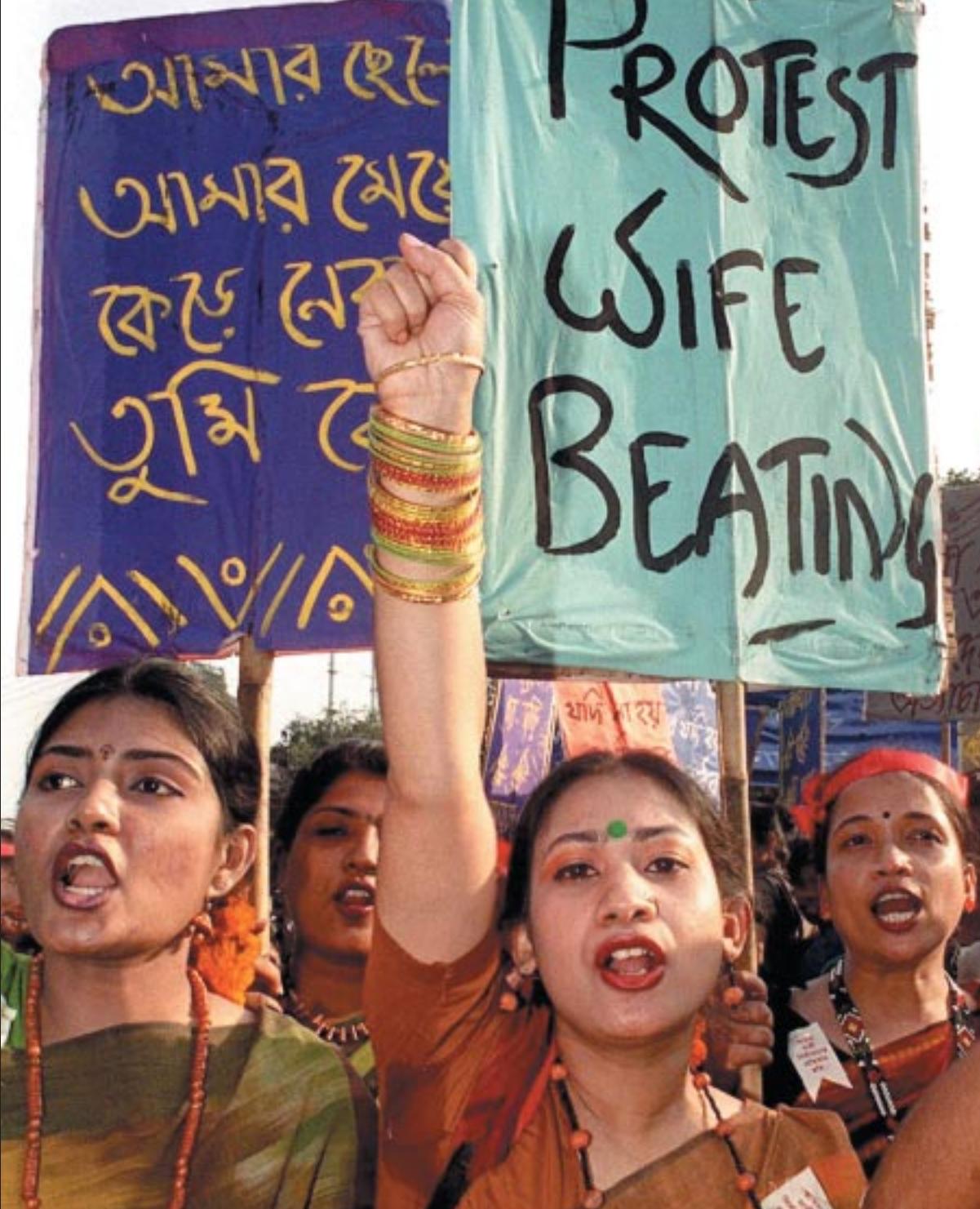


not a minute more Ending Violence Against Women



# not a minute more

Ending Violence Against Women

**UNIFEM**  
United Nations  
Development  
Fund for Women

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UNIFEM is the women's fund at the United Nations. It provides financial and technical assistance to innovative programmes and strategies that promote women's human rights, political participation and economic security. UNIFEM works in partnership with UN organizations, governments and non-governmental organizations (NGOs) and networks to promote gender equality. It links women's issues and concerns to national, regional and global agendas by fostering collaboration and providing technical expertise on gender mainstreaming and women's empowerment strategies.

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Bangladeshi women demanding an end to violence perpetrated by male partners, International Day for the Elimination of Violence against Women, 25 November 2000.

PHOTO BY JEWEL SAMAD—AFP/GETTY IMAGES

# not a minute more

Ending Violence Against Women



“There must be no impunity for gender-based violence. Let me be clear. What we are talking about is not a side issue. It is not a special interest group of concern to only a few. What we are talking about are not only women’s rights but also the human rights of over one half of this globe’s population.... Violence against women concerns not only women, but above all the rest of us.”

— Sergio Vieira de Mello  
‘Violence Against Women — What Next?’  
Symposium sponsored by the Office of the High  
Commissioner for Human Rights and the  
NGO Committee on the Status of Women  
Geneva, 8 April 2003

Sergio Vieira de Mello was the UN High Commissioner for Human Rights and served as the Secretary-General's Special Representative in Iraq until he was killed in the bombing of the UN headquarters in Baghdad on 19 August 2003. He was dedicated to the recognition and protection of human rights and worked tirelessly in many places in the world to ensure that women and their concerns were represented. This report is dedicated to his memory.

## Acknowledgements

A great number of people laid the groundwork for this report. Foremost, this publication would not have been possible without the extensive work of the researchers who prepared a series of regional scans for UNIFEM on ending violence against women. They include Rana Al-Hussaini, Avega Bishop, Janice Brodman, Josephine Effah-Chukwuma, Elizabeth Guerrero-Caviedes, Moira Finucane, Sue Finucane, Nikki Jecks, Maria Goretee, Karuhanga Mayiga, Eunice Njonava, Robin Philips, Anuradha Rajan, Bandana Rana, Zarina Rehman Khan, Amsatou Sow Sidibe, Yasmin Zaidi and Lia Zanotta. Their reviews formed the basis for this publication.

Radhika Coomaraswamy, Special Rapporteur on violence against women for the last nine years (1994-2003), provided both content and invaluable insights on the extent of violence in women's lives and on the obligations of governments under international law. Charlotte Bunch, Executive Director of the Center for Women's Global Leadership, offered generous advice and critical feedback at several stages of the writing process.

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# Preface

O

*ne in three.* That stark figure sums up the crisis confronting women throughout the world. Of three young girls sitting in a classroom, learning to read and write, one will suffer violence directed at her simply because she is female. Of three women sitting in a market, selling their crops, one will be attacked — most likely by her intimate partner — and hurt so severely she may no longer be able to provide for her family. Throughout the world, this violence will be repeated: globally, one in three women will be raped, beaten, coerced into sex or otherwise abused in her lifetime. Violence against women has become as much a pandemic as HIV/AIDS or malaria. But it is still generally downplayed by the public at large and by policy-makers who fail to create and fund programmes to eradicate it.

Yet there is hope. It rests in the fact that in a relatively short time, women and their advocates have transformed the way gender-based violence is understood, and have promoted international documents and treaties that recognize, for the first time, women's right to live free of violence. Many organizations and activists have collaborated to arrive at this new level of action and commitment. At UNIFEM, we have been engaged in combating violence against women for more than a decade. As the Women's Fund at the United Nations we have been both a privileged witness and a close partner in the efforts to raise the visibility of gender-based violence. Our knowledge of women's lives and the danger they live with informs our work at all levels. We have funded women's organizing and strategic programmes to halt violence. We have listened to women and helped them create environments in which they feel safe. And we have brought the voices of women from their villages, towns and cities to the United Nations — to the UN World Conference on Human Rights in Vienna in 1994 and the UN Fourth World Conference on Women in Beijing in 1995; to the UN General Assembly in 1999 and to the Security Council in 2000 — giving voice to those who had been voiceless. The achievements of all those who have worked in this area are monumental: Violence against women has been recognized as a human rights violation; international and regional agreements call for laws and awareness-raising programmes; and services are available to women that did not exist 15 or even 10 years ago.

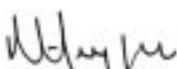
In order to better understand the achievements of the last decades, as well as to assess what our next steps ought to be, in 2002, UNIFEM commissioned outside experts to undertake a series of regional scans of work being done to combat violence against women. The completed scans presented us with a paradox: clearly the efforts so far have brought results; nevertheless, women do not appear to be substantively free from the ravages of violence than they were when the work began. Why does gender-based violence continue, seemingly

unabated? The answer is deceptively simple, but the solution is deeply complex: gender inequality fuels violence against women and the power imbalances it creates are not easily rectified. As long as women in diverse countries do not have access to property and employment and equal wages, to the seats of power, to education, it is possible for governments to ignore them and their needs. Our work to end violence against women must be a conscious part of our work towards the empowerment of women in general.

We cannot change the basic structures of society overnight. But each step in the ongoing effort to eradicate violence puts more pressure on those who condone the violence and allow it to exist. Each step makes it harder to ignore the international agreements to protect and promote women's human rights. This is the moment for a renewed commitment to build on the achievements of the last decades and find the resources for meaningful action. Without this commitment, much of what has been achieved may be lost. That would be a tragedy for all of us, since, as we have learned, women's security is tied to global security. In the words of the UN Commission on Human Security (*Human Security Now*, 2003): "The security of one person, one community, one nation rests on the decisions of many others, sometimes fortuitously, sometimes precariously." In our interconnected world, we are all affected by the decisions of individuals and nations whether close to home or on the other side of the world.

Gender-based violence is part of an intricate web of violence. The trafficking of women is linked to the trafficking of drugs and arms, and an increase in criminality. Rape and sexual abuse are tied to the devastation caused by HIV/AIDS and the destruction of families. Impunity for violence against women suggests impunity for criminal behaviour and the disintegration of the rule of law. Violence against women is tied also to the brutality of war, an issue that was taken up extensively in *Women War and Peace*, an independent expert assessment commissioned by UNIFEM and published in 2002.

Our goal in this report is to highlight achievements and indicate what must be done to build on these achievements. The report provides examples of good practices as well as of efforts that did not meet the goals set out for them — and explores why not. It looks at the challenges ahead, and asks what the most fruitful next steps might be. The work of the last decades indicates several directions for the future, but one of the most critical areas is the need for collaboration and partnerships. No one government or international agency or civil society organization can hope to have an impact alone. Pooling resources, sharing strengths and knowledge and listening to local leaders will allow end-violence efforts to move to the next level. We hope that the lessons gathered here will serve as a tool, a prod and an inspiration to those entrusted with building the rule of law and honouring human rights as the basis for human security everywhere.



Noeleen Heyzer

Executive Director, UNIFEM

“Violence against women is perhaps the most shameful human rights violation. And it is perhaps the most pervasive. It knows no boundaries of geography, culture or wealth. As long as it continues, we cannot claim to be making real progress towards equality, development and peace.”

Kofi Annan  
Secretary-General of the United Nations  
'A World Free of Violence Against Women', United Nations  
Inter-Agency Global Videoconference, 8 March 1999

## Introduction

V

iolence against women and girls kills and maims vast numbers; it fills their lives with pain and terror, from which some never recover. It exists in every country of the world in some form, and the statistics paint a horrifying picture: 40 per cent of all female homicide victims in the United Kingdom are killed by their intimate partners; every year thousands of women suffer dowry-related deaths or are disfigured by acid thrown in their faces by rejected suitors in Bangladesh, Colombia, India, Nigeria and Pakistan. In 2002, the Council of Europe declared violence against women a major cause of death and disability for women 16 to 44 years of age and called it a public health emergency.<sup>1</sup> And in the United States, the health-related costs of rape, physical assault, stalking and homicide by intimate partners are more than \$5.8 billion every single year.<sup>2</sup>

Globally, the World Bank estimates that violence against women is as serious a cause of death and incapacity among women of reproductive age as cancer and a greater cause of ill-health than traffic accidents and malaria combined.<sup>3</sup> One in three women throughout the world will suffer this violence in her lifetime;<sup>4</sup> she will be beaten, raped, assaulted, trafficked, harassed or forced to submit to harmful practices such as female genital mutilation (FGM).<sup>5</sup> In the majority of cases, the abuser will be a member of the woman's own family or someone known to her.<sup>6</sup>

Exacerbating the problem is the fact that violence in general has not abated. Whether it breaks out as full-scale war, ethnic or religious conflict, terrorism or the violence that regular-



A woman from Ciudad Juárez, Mexico holds a poster that reads 'Not one more! Justice.' during a 25 November 2002 rally to denounce the murders of hundreds of women in Juárez and the surrounding area.

PHOTO BY HENRY ROMERO—REUTERS/LANDOV

ly affects many poor and disenfranchised communities, there is a growing sense of injustice and insecurity in the world that, in a vicious cycle, increases the violence against women. The toll is terrible, and heart-breaking. And yet, as pervasive as this violence is, it can be stopped.

Much of the work has already begun. In the last decade, gender-based violence moved from the shadows to the foreground. It is increasingly recognized as a violation of human rights, as a public health problem and as a crime against women and society. Just ten years ago a rapist in Costa Rica or Peru, for example, could avoid prosecution by offering to marry his victim. Now, the laws granting rapists impunity have been repealed. Just ten years ago, FGM was legal in Burkina Faso, Côte d'Ivoire, Egypt and Ghana. Now the Governments of those countries, as

**The vibrancy of the Indian women's movement is evident in the campaigns it has launched since the early 1980s on violence against women. Beginning with legislative reforms of rape laws and dowry deaths, women's groups have campaigned against bride price and domestic violence, among other issues.**

**Practically every campaign in the 1980s resulted in a legislative reform in favour of women.**

**– UNIFEM Regional Scan, South Asia**

well as others, have banned it. And just ten years ago Cambodians did not even have a term for violence against women in the Khmer language. Domestic violence was explained through a proverb, 'Plates in a basket will rattle', which meant that when people live together clashes are inevitable. Today terms such as rape, domestic violence and sexual harassment are part of the language and shared understanding of many Cambodians, allowing activists to begin work on eradicating this violence.

Women the world over have been the main agents of the remarkable sea change in attitudes and understanding that has occurred. Working as part of international networks, through regional, national and local groups, partnering with each other and with governments, lawyers, health-care workers, police and judges, they have brought new meaning to human rights education. They have marched, held hearings, researched and documented abuses, written papers, opened shelters, trained police forces, stood in courts, educated communities, challenged the media and built the foundations on which current efforts rest. UNIFEM's role during this period has been varied, ranging from supporting innovative and experimental projects in countless areas, to collaborating with myriad organizations, to spearheading international gatherings and campaigns that seek to impact everyone from government leaders to a husband and wife in their home.

Through all these activities a new vision has emerged: that life for women can be different, that men and women can form healthy relationships without violence, that communities ought to take responsibility for eradicating violence from their midst, and that governments have a fundamental obligation to protect their citizens from such abuse, without discrimination of any kind.

One of the most significant aspects of this work has been the demand that violence against women be recognized as a fundamental violation of their human rights. By placing gender-based violence in a human rights framework, advocates have been able to put pressure on governments to fulfil their obligations under international law to punish and prevent such violence. In response, governments have introduced new legislation and strengthened old laws, making domestic violence, rape, sexual harassment, FGM, trafficking and other forms of violence against women criminal offences. As of this writing, forty-five nations have laws that explicitly prohibit domestic violence and twenty-one more are drafting new laws to do so, while in many others criminal assault laws have been amended to cover domestic violence. As of 2000, 118 countries had developed national action plans to implement their commitments to the Platform for Action produced by the Fourth

World Conference on Women (Beijing 1995), which called for countries to develop plans that would combat violence against women.<sup>7</sup>

Much of this work is built on a foundation of international standards and policy recommendations such as the United Nations Declaration on the Elimination of Violence Against Women (1993) and the Beijing Platform for Action, both of which emerged from global negotiating processes and therefore have been agreed to by virtually all the world's governments. The UN has also designated 25 November as International Day for the Elimination of Violence Against Women, a day that had already become a rallying point for millions of individuals and groups working together throughout the world. These standards and policies, combined with the increased attention they have brought to the issue, have led to significant advances in bringing the judiciary, law enforcement and health professionals into efforts to address violence against women.

Innovative measures such as women's police stations and 'one-stop' crisis centres that offer medical care, legal and psychological counselling, education services and job referrals all in one setting are being established in various countries. Meanwhile, advances in research are slowly improving documentation of the incidence and extent of violence and its costs to society. It is no small feat that people are beginning to think that violence against women is not 'normal' or acceptable after all. For more women to come forward and demand justice, for more governments to recognize that violence against women is not cultural but criminal, for more survivors to receive support and to realize that they are not to blame for the vicious attacks they have suffered, represents enormous progress.

## **UNIFEM and Violence Against Women**

As an international organization UNIFEM has been a close partner in global efforts to raise the visibility of violence against women. In 1992 we published *Battered Dreams: Violence Against Women as an Obstacle to Development*.<sup>8</sup> Up to that time, development agencies had considered gender-based violence to be outside their scope of work. Since then, UNIFEM has extended its advocacy and networking, promoted awareness and public education, and continued funding innovative projects organized by our many partners in nearly every region of the world. In 2000, we published a report on lessons learned from some of these efforts: *With an End in Sight: Strategies from the UNIFEM Trust Fund to Eliminate Violence Against Women*.<sup>9</sup> The Trust Fund, begun in 1996, seeks out and supports innovative, often experimental projects that are just getting off the ground. It gives them the financial boost they need, as well as knowledge acquired from other initiatives we have funded, to help them grow and eventually reach out to other interested donors.

Our work in helping to pass Security Council Resolution 1325 on Women, Peace and Security (2000) and our ongoing work in the field highlighted an issue that had been ignored for too long: the brutal violence against women that has become the norm in wars and internal conflicts all over the world, as well as the manner in which women and their concerns are ignored once peace negotiations begin. In 2001, UNIFEM commissioned two

international experts, Elisabeth Rehn of Finland and Ellen Johnson Sirleaf of Liberia, to visit conflict sites in various regions, meet with women, report on women's experience of violence and provide recommendations for improving women's safety during conflict. We published the results of their ground-breaking investigations in 2002 under the title *Women, War, Peace* and continue to advocate for increased recognition of the needs of women in war zones.

In 2002, as part of our effort to further document and analyse work in the field, we commissioned a series of regional scans by outside experts to assess the nature and extent of violence against women in each region, as well as the efforts made to combat it. This report builds on information gathered in those scans, particularly as they shed light on many programmes and networks that have not received recognition outside their own sphere. But the regional scans also highlighted another area of deep concern to all activists against gender-based violence. The analyses from individual countries and numerous regions all shared a painful paradox. On the one hand, they reaffirmed UNIFEM's own observation that the landscape of gender violence has been transformed: Violence against women is on the public policy agenda, and the human rights framework has become the compass to guide women's efforts. Indeed, it would be hard to find a corner of the world where women's organizations have not demanded some action, whether it be prodding governments and institutions to live up to their commitments, questioning traditional roles, collecting stories of abuse or denouncing victimization. On the other hand, as these activities have unfolded, rather than there being a dramatic reduction in violence against women, the scans show that the challenges have become more complex, the resistance to change deeper, the backlash against the empowerment of women more blatant and the methods used to uphold the status quo more sophisticated and insidious.

None of this should be surprising. Violence against women is too complex, takes too many forms and intersects with too many other issues for it to be eradicated without a long struggle. It is ingrained in the structure of power relations between women and men and it is bound up in traditional gendered roles and expectations. As a group, women often lack access to the power structures, the law, the resources and the education that would equip them to put an end to violence. And even when they do have the capacity to stop individual cases of violence, these instances are exceptions and not the norm. Thus, the goal of this report is to understand the effect of the changes women have wrought and to see where to direct our energies in the future and how to shape the next stage of the work. The difficulties of the current era can only strengthen the resolve to build a better world for women and for the children, men and other women who love and depend on them.

## Investing in Ending Violence Against Women

UNIFEM's documentation of the years of work by activists and other organizations, as well as our own work, has shown that the kind of change needed requires a coordinated and sustained effort on many levels. A review of the most promising strategies shows that they incorporate international commitments and obligations, utilize regional organizations and mecha-

nisms where available, demand national commitments, involve local communities and include and inspire those working for change at the grass-roots level. These interwoven connections require strategies that are also linked, bringing together awareness-raising, legal change, national plans of action and research.

One of the most remarkable things about the effort so far is how much has been achieved with so little financial investment. But that is no longer enough. Significant resources and a long-term commitment are needed to bring these promising beginnings to a new level. Unfortunately, the resources to achieve the blueprint outlined in the Beijing Platform for Action and the national action plans formulated in its aftermath have not been made available. Governments, foundations, businesses and other institutions continue to rely on countless overworked and under-staffed women's organizations, still the main actors in the struggle for the rights of women and for the elimination of gender-based violence. Greater investment is clearly needed.

There are some promising signs as financial institutions and the private sector explore new strategies. The Inter-American Development Bank, for example, has begun to provide loans to countries interested in increasing their citizens' security. Chile, the Dominican Republic, Panama and Uruguay are among the countries that have signed for loans, and have committed part of the funds to activate national plans that include gender-based violence as an important component.

Some actors in the private sector have also begun to pay attention to the problem of violence against women, especially corporations whose products are traditionally associated with women. Several have underwritten initiatives aimed at raising public awareness. The Body Shop, an international cosmetics and body care company, for example, supports projects combating violence against women, as does the US-based Liz Claiborne Corporation.

But the scale of the problem vastly exceeds these modest beginnings. Too many governments have made commitments, established legal frameworks and created policies and action plans to end violence, yet have not lived up to these commitments. Too often, they have provided neither the training nor the resources necessary to implement programmes. And as governments face budgetary crises and diminishing resources, the question of investing in ending violence against women becomes even more acute — particularly when security and military concerns overpower national budgets. Ultimately, the question is not about scarcity but about the allocation of existing resources.

Clearly, much more than money is needed. There must also be investments in training and awareness-building. Gender-based violence has been identified as the product of learned behaviour in societies structured around dynamics of power and domination. As such, it can be changed, particularly through education targeted at children, youth of both sexes and women themselves. A number of studies emphasize the correlation between women's education and their ability to protect themselves from gender-based violence. Armed with this knowledge, UNICEF, for example, has made girls' education a cornerstone of its work on the elimination of gender-based violence. Investment in

# UNIFEM and Its Partnerships to End Violence Against Women

In 1992, at a time when the international community was still reluctant to view violence against women as a public — rather than a private — matter, UNIFEM sought to position the issue as a priority for development agencies with the publication of *Battered Dreams: Violence Against Women as an Obstacle to Development*. The following year UNIFEM supported a broad coalition of hundreds of non-governmental organizations (NGOs) to launch the Global Campaign for Women's Human Rights, which spearheaded efforts to bring the issue before the UN World Conference on Human Rights (Vienna 1993).

UNIFEM was also active at the Fourth World Conference on Women (Beijing 1995) where 189 governments agreed that violence against women "both violates and impairs or nullifies the enjoyment by women of their human rights and fundamental freedoms."<sup>10</sup>

UNIFEM's role in eradicating violence against women was strengthened in 1996 when the UN General Assembly created the Trust Fund in Support of Actions to Eliminate Violence Against Women, based at UNIFEM. The Trust Fund is an important element of UNIFEM's efforts to end gender-based violence, allowing the organization to support innovative projects, primarily at the local and national levels. The Trust Fund focuses on helping new projects get off the ground and move up to more diverse funding. Over the years, many NGOs supported by UNIFEM have developed important pilot programmes that have served as models for larger efforts.

The Trust Fund has granted over US\$7 million to community-based, national and regional organizations, in more than 80 countries, that are working to end violence against women (see Appendix 3). But demand for support far exceeds the available resources: With only about US\$1 million per year to distribute, the Trust Fund receives, on average, requests for support of US\$15 million annually.

In 1997, UNIFEM formed partnerships with a number of other UN agencies — including the United Nations Development Programme (UNDP), the United Nations Children's Fund (UNICEF), the United Nations Population Fund (UNFPA) and the United Nations High Commissioner for Refugees (UNHCR) — to launch the first regional inter-agency campaigns on ending violence against women, which could coincide with the 50th anniversary of the Universal Declaration of Human Rights. This collaboration brought about the first global videoconference on ending violence against women. Thousands of women and men watched from every corner of the world as women stood up in the UN General Assembly Hall and described the violence they had experienced and their efforts to end it.

Since 1997, UNIFEM has invested an additional US\$18 million in anti-violence programming including the US\$7 million in Trust Fund grants. All these initiatives, which involved collaborations with many NGOs, governments and UN agencies, have had significant results, including the adoption of new legislation, expanded political will and increased local and national capacity to address violence.<sup>11</sup>

women's education continues to be one of the most strategic ways of using development resources, as emphasized in the Millennium Development Goals adopted by UN Member States in 2000, which provide a shared vision of development over the next decades.

Although completely integrated efforts to achieve these ends are not yet the norm, many important partnerships have been formed in recent years that serve as a model for the larger effort. At UNIFEM we have set a goal of fostering stronger partnerships

between the women's groups we work with and governments and international agencies that have resources. As groups link with national and regional organizations, we all benefit from shared skills and strategies. The need for ongoing collaboration to bring all sectors into the effort is a pressing issue in work to end violence.

## Moving to the Next Level

Women and the world are at a crossroads. We can move forward towards greater peace and security for women and men and the communities they live in. Or we can go backwards towards lives marred by alienation, extremism and violence. There are no hard and fast rules for victory and it is easy in the face of continuing violence to give in to despair, to wonder if anything can stop the onslaught. In this report, UNIFEM will describe the work that has been done, work that we have been committed to for over a decade, and show that the campaign to end violence against women has reached a new stage, thanks to the effort and the willingness of women to take risks. There is still a long way to go, and on the scale of centuries — the scale on which gender inequality and the violence it leads to must be measured — the work has just begun. But women do not have centuries to wait. And in fact the tide has begun to turn in a mere fraction of that time. For despite lapses in implementation and sizable gaps in resources and remedies available to all women, it is undeniable that progress has been made.

This report will show the many partnerships and collaborations that are already addressing violence against women in a multi-sectoral, broad-based manner. Efforts in these areas must be expanded while new initiatives are put in place. Ultimately, success will depend on the ability of advocates to convey a shared vision of a world free of violence as a hope and a possibility. The issues that are at stake are ones of life and death, for women and for communities. This sense of urgency was conveyed to us time and again by women who have been interviewed over the years through various UNIFEM projects and by the researchers who conducted our 2002 regional scans. Women are not safe, they told us, not in the streets, not in schools, not at work, not even in their homes, the place where they should feel the safest.

It is up to actors both large and small to make women safe. But the primary onus is on nations to take up the challenge before them and treat violence against women as the global pandemic that it is. Otherwise, the progress women have achieved cannot be sustained. This effort will require a political commitment equal to that used to halt devastating illnesses such as smallpox or polio. It will require the kind of sustained effort that went into changing behaviour and social attitudes as diverse as smoking and foot binding. Ending violence against women must be no less important. It is the most universal and unpunished crime of all. Success will offer a new perspective for international cooperation, more equitable development and a deeper commitment to human rights. It will give women the ability to live their lives in freedom and dignity.

“We have to celebrate because over the last ten years we have taken these struggles and repositioned them at the centres of power at the national, regional and international levels. By placing women’s concerns and aspirations within a human rights paradigm, we have made an undeniable proposition: that women are human and that on that basis, they claim and are entitled to the fundamental rights and freedoms inherent in all humanity.”

Florence Butegwa,

Former member of the African Commission on Human and People's Rights, 'Women 2000: A Symposium on Future Directions for Women's Human Rights', New York, 4 June 2000

## 'Women's Rights Are Human Rights' A New Language and New Standards



In the past twenty years, awareness and understanding of violence against women has advanced dramatically. In all regions of the world, women have accomplished a crucially important shift in how acts of violence are understood and how societies respond to them. Advocates have brought these acts of violence out of the private sphere, where they were treated as personal tragedies, and into the public realm, where they have become the basis for policy, legislation and demands for accountability.

This change has been achieved through shifts at two different levels. First, women's consciousness, awareness and language have altered: More women now understand and speak about their right to live free of violence. Second, women's advocacy has reshaped the international legal framework: States can no longer deny responsibility for the acts of individuals.

Over one thousand Lebanese and Palestinian women joined the “World Women’s March” in Beirut in September 2000 to protest violence

against women and poverty and to demand equal rights for women.

PHOTO BY ZOUHAIR KASSIR—AFP/CORBIS



There are norms and standards now that hold governments accountable for allowing patterns of violence — in public and in private — and call on them to take concrete steps, preventive actions and remedial measures.<sup>12</sup> In short, women have transformed an issue that was once shrouded in silence into a basic human rights claim.

A revolution in understanding was critically needed. By rejecting the idea that violence was merely a personal or family misfortune, activists have insisted on its public importance and political significance. Women’s movements have developed new concepts and definitions that show the problem as originating in society’s very structure. Violence against women has been placed in the context of women’s social and economic inequality, and linked to the many different forms of discrimination affecting their status. In this new understanding, violence against women is a consequence of the gender order established in a society, of the hierarchy and power relations that characterize the relations between the sexes. While certain forms of violence are specific to regions and countries, reflecting different historical experiences, a universal pattern of domination connects them all.

The human rights perspective brings governments’ obligations into focus, providing a clear framework for what is expected of them, and uses the power of international law to

bring about change. This perspective also highlights the fact it is domination and power exerted by men over women that leads to violence. It shows how, in many places and contexts throughout a given day, men assert their domination over women through the use or threat of violence, whether physical or psychological. It also shows that women experience gender-specific forms of violence that are different from violence as experienced by men. It clarifies the way in which women are targeted for particular forms and heightened levels of violence not only because of their gender but also because of their race, ethnicity, sexuality, class or caste, or because of their status as refugees or as part of an indigenous group, or even because of a disability.

The human rights perspective also sheds light on the continuum of violence that women face: The heinous violence inflicted on women in conflict areas — mass rape, abduction and sexual slavery are the norm in many war zones — can be seen as a brutal extension of the violence women face in everyday life. Abusive husbands and partners, sexual harassers, traffickers, rapists and armed combatants who abuse women all use violence, particularly sexual violence, to assert their power and to shame and subordinate women. Through this assertion of power, men instil fear in women, control their behaviour, appropriate their labour, exploit their sexuality and deny them access to the public world.

This comprehensive understanding of violence against women has led to the assertion that women's rights are human rights, and that women therefore have a right to a life free from all forms of violence. The language of human rights has added a new ethical thrust to women's efforts to advance their demands for equality and to combat discrimination.

The shift to a human rights perspective did not happen overnight, nor was it the result of chance. It grew out of small steps that, added together, outlined a new way of looking at women's lives. In local, national and regional gatherings, women began using human rights language to describe more accurately the subordination that denied their most basic aspirations to a life of dignity. In 1993, at the World Conference on Human Rights in Vienna, women raised the profile of this effort. The Global Campaign for Women's Human Rights, a coalition of NGOs and individuals, led the effort to place women's human rights on the conference agenda, and the Vienna Tribunal, organized by the US-based Center for Women's Global Leadership, provided testimonies from women survivors of violence that showed important patterns in human rights violations. Until then, the human rights community had remained largely unresponsive when confronted with advocates' descriptions of the battery, rape, trafficking and sexual assault they were seeing in their day-to-day work with women. But as a result of the lobbying of women's human rights advocates, the World Conference placed women's rights issues on its agenda and declared violence against women — in public and in private — to be a human rights violation requiring urgent and immediate attention.<sup>13</sup>

The core statement of the Vienna Declaration and Programme of Action produced at the

conference — “Women’s rights are human rights” — sums up the major shift of the last decade. This statement transformed women’s demands from being ‘unimportant’ to being recognized as the rightful claims of one half of humanity, and shed light on the relation between gender and human rights violations. The Global Campaign for Women’s Human Rights challenged the international community to examine not only gender-based violence, but also the fact that when women experienced violations similar to those perpetrated against men, the violations were less visible and therefore less frequently condemned and punished.

Soon after the Vienna conference, governments’ obligation to address violence against women was further delineated in the UN Declaration on the Elimination of Violence Against Women. The Declaration asserts that violence against women is a manifestation of power relations and “is one of the crucial social mechanisms by which women are forced into a subordinate position compared with men.”<sup>14</sup> It states that governments have the responsibility to develop plans and programmes aimed at the eradication of these social mechanisms. The Declaration emphasizes that governments have the opportunity, as Radhika Coomaraswamy and Lisa Kois point out in an analysis of the Declaration, “to create a new history in which violence against women would be condemned and not recognized as an inevitable and unchangeable consequence of gender relations.”<sup>15</sup> It breaks away from the traditional notion of violence against women as an issue of criminal justice and places it in the framework of human rights delineated in Vienna. States are thus required to utilize the standard of due diligence: the requirement to prevent violations where possible, investigate them when they occur and punish perpetrators.

The Declaration defines violence against women as “any act of gender-based violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private life.” As such, it understands that violence against women encompasses, but is not limited to:

- “(a) Physical, sexual and psychological violence occurring in the family, including battering, sexual abuse of female children in the household, dowry-related violence,

**For civil society, international legal instruments have become important tools for bringing pressure to bear on governments to adopt measures to prevent, eradicate and punish violence against women. Since most of these countries have signed and ratified these instruments, the challenge is to get their precepts actually implemented.**  
**The different countries’ main weaknesses must be examined in greater detail, and the public must be familiarized with these rights and principles.**

**– UNIFEM Regional Scan, Latin America & the Caribbean**

marital rape, female genital mutilation and other traditional practices harmful to women, non-spousal violence and violence related to exploitation;

(b) Physical, sexual and psychological violence occurring within the general community, including rape, sexual abuse, sexual harassment and intimidation at work, in educational institutions and elsewhere, trafficking in women and forced prostitution;

(c) Physical, sexual and psychological violence perpetrated or condoned by the State, wherever it occurs.”<sup>16</sup>

Adopted unanimously by the United Nations General Assembly, the Declaration on the Elimination of Violence Against Women was a major victory for those who had been struggling to focus international attention on women’s human rights. It also served as the framework for the mandate of the UN Special Rapporteur on violence against women, its causes and consequences, a post established a few months later by the UN Commission on Human Rights. The Special Rapporteur was charged with examining, reporting on and making recommendations concerning the specific ways in which women’s rights — including the right to a life free from violence — are violated.

As the Special Rapporteur has observed, in the context of historical unequal power relations between men and women, women have had to “confront the problem that men control the knowledge systems of the world.”<sup>17</sup> This control of knowledge systems has legitimized and trivialized violence against women, and this ability to minimize women’s experience of violence has until recently ensured that hardly any remedial action was taken by either States or individuals. Even now, although most countries recognize the importance of human rights standards, many still claim that culture or tradition prevent them from honouring international norms on women’s human rights.

The Special Rapporteur has also pointed out the bias inherent in this argument since it is raised “only with regard to women’s rights, those rights that affect the practices in the family and the community.”<sup>18</sup> In this context, one of the great successes of the women’s human rights movement has been to insist that the terms of the discussion must be changed — that women’s rights *are* human rights.

## Human Rights on the International Agenda

Beyond providing an important new analysis of gender-based violence, the human rights framework gives women access to a number of treaties and international documents that set human rights standards and require States to take action.

The last decade has been one of extraordinary growth in terms of international treaties that delineate the clear and specific responsibilities of governments to address violence against women. For example, the Convention on the Elimination of All Forms of Discrimination against Women (also known as the Women’s Convention) has been inter-

# Selected International Treaties, Declarations and Human Rights Mechanisms

## **Declaration on the Elimination of**

**Discrimination against Women, 1967:** Proclaimed by the UN General Assembly, it recognizes that "discrimination against women, denying or limiting as it does their equality of rights with men, is fundamentally unjust and constitutes an offence against human dignity."

## **Convention on the Elimination of All Forms of**

**Discrimination against Women (the Women's Convention or CEDAW), 1979:** To date the Women's Convention has been ratified by 174 states and is recognized as one of the six major international human rights treaties. Its implementation is supervised by the Committee on the Elimination of Discrimination against Women (the CEDAW Committee), composed of 23 independent experts.

## **General Recommendation 19 on Violence**

**against Women, 1992:** Adopted by the CEDAW Committee, it defines violence against women as "a form of discrimination that seriously inhibits women's ability to enjoy rights and freedoms on a basis of equality with men", and makes clear that ending gender-based violence is an obligation states take on when they ratify the Convention.

## **Declaration on the Elimination of Violence**

**against Women, 1993:** A major victory for activists struggling to focus international attention on women's rights, this was adopted unanimously by the UN General Assembly, and makes clear governments' obligation to address violence against women.

**Special Rapporteur on violence against women, its causes and consequences, 1994:** Established by the UN Commission on Human Rights to examine, report on and make recommendations concerning the ways in which women's rights are violated.

## **Platform for Action of the Fourth World**

**Conference on Women in Beijing, 1995:**

Reiterates the responsibility of all governments to "take integrated measures to prevent and eliminate violence against women." The 189 nations that adopted the Platform for Action committed themselves to developing comprehensive programmes to end gender-based violence.

## **General Assembly Resolution 52/86 on Crime**

**Prevention and Criminal Justice Measures to Eliminate Violence against Women, 1997:** Urges Member States to take measures to ensure that women are treated fairly by the criminal justice system, calls for research on the causes and consequences of violence against women, and outlines preventive measures and includes model strategies for eradicating violence against women.

## **Statute of the the International Criminal Court**

**(Rome Statute), 1998:** Recognizes rape, sexual slavery, forced prostitution, pregnancy and sterilization and other forms of sexual violence of comparable gravity in its definitions of 'crimes against humanity' and 'war crimes'.

**Optional Protocol to CEDAW, 1999:** Allows individuals and groups to bring petitions to the CEDAW Committee concerning alleged violations of the Women's Convention. Also allows the Committee to conduct inquiries into grave or systematic violations of the rights of women as spelled out in the Convention. The Optional Protocol entered into force in 2003.

## **General Comment 28 on Equality of Rights**

**Between Men and Women (Article 3, International Covenant on Civil and Political Rights), 2000:** Adopted by the Human Rights Committee (HRC), asserts the responsibility of States to provide for the equal enjoyment of rights and to put an end to discriminatory practices in the public and private spheres. State parties are to ensure that "traditional, historical, religious or cultural attitudes are not used to justify violations of women's right to equality before the law and to equal enjoyment of all Covenant rights." States are urged to report to the HRC on measures to protect women from gender-based violence.

## **UN Security Council Resolution 1325 on Women,**

**Peace and Security, 2000:** Provides a framework for addressing women's need for and right to protection during conflict and acknowledges the importance of their role in peace building.

## **UN Convention on Transnational Organized**

**Crime, 2000:** Includes a Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children.

# Putting Human Rights Treaties into Practice

In 1992, a group of women's NGOs brought a petition to the Supreme Court of India that asked the Court to draft a law to prohibit sexual harassment, claiming the Indian Parliament had failed to do so. They used the national Constitution, the Women's Convention (CEDAW) and the CEDAW Committee's General Recommendation 19 on violence against women to justify their right to bring the request before the Court.

The case that provoked this unprecedented request, *Vishaka v State of Rajasthan*, originated in the gang rape of a social worker by her own colleagues in a village in Rajasthan, where local authorities failed to investigate or prosecute the perpetrators. The issue before the Court was whether this failure to act represented a larger failure by the Indian Government to protect women from sexual harassment based on the constitutional prohibition of discrimination on the basis of sex, and on the State's obligation to guarantee just and humane conditions of work. The Court decided that the State, in making official commitments at the 1995 Fourth World Conference on Women in Beijing, had endorsed international standards on women's human rights and therefore should use the Women's Convention — which had also been ratified by the Government — to bolster inadequate constitutional guarantees. It ruled that, according to international standards, gender equality requires protection from sexual harassment. The Court used the CEDAW Committee's General Recommendation 19 to draw up a set of guidelines and norms for use until the Government passed suitable legislation.<sup>20</sup>

interpreted by its monitoring body, the CEDAW Committee, to require States to take affirmative steps to end violence against women.<sup>19</sup> Although the treaty drafters left out an explicit mention of violence against women, the CEDAW Committee has found that the treaty's guarantee of non-discrimination requires States parties to the Convention to ensure that women are not subjected to gender-based violence of any type.

The steps required to achieve this goal may take different forms in different countries, but all States are obligated to adopt the most effective measures possible — and to change priorities and approaches when progress fails. The CEDAW Committee calls for a holistic approach that assesses causes and designs prevention programmes that ensure that women have access to many different types of remedies. According to the Women's Convention, if misperceptions and discriminatory attitudes hamper law enforcement and influence the judges and lawyers who are asked to prosecute the laws, governments must take steps to eliminate that bias. In cases where women's ability to access legal remedies is limited — especially if they are poor, from rural areas, or members of minority ethnic and racial groups — governments are required to develop programmes such as subsidized or free legal assistance, counselling, assistance with relocation and vocational training.

## Human Rights at the Regional Level

Regional treaties and protocols also impose conditions on member nations, and women's rights advocates have worked to include prohibitions of gender-based violence in these documents. One of the most significant regional documents is the Inter-American Convention on the Prevention, Punishment and Eradication of Violence Against

Women (commonly known as the Convention of Belém do Pará). Adopted in 1994, it is the first human rights treaty to focus entirely on gender-based violence and to include specific provisions that prohibit violence in the home. It also calls on States parties to address the root causes of gender-based violence with special measures, which could include creating education programmes to counter gender stereotypes or developing social services for victims of violence. The Convention has had a powerful impact on national laws in the entire region, especially in the area of domestic violence.

In 2003, the African Union adopted a Protocol on the Rights of Women in Africa, which is equally ground-breaking. The Protocol, which supplements the African Charter on Human and Peoples' Rights, makes important new commitments to various areas of women's human rights, going beyond the Women's Convention and incorporating aspects from the UN Declaration on Violence Against Women and the Vienna, Beijing and Cairo<sup>21</sup> conferences. One advance is the call for countries to protect women from 'harmful practices', which include female genital mutilation, through legislative measures, public awareness, and support in the form of health services, legal assistance, counselling and vocational training.

Article 4 of the Protocol, which covers violence against women and includes unwanted or forced sex, specifically articulates the need for adequate budgetary resources for implementing and monitoring actions to prevent and eradicate such violence. Additional rights enshrined in the Protocol include access to justice, widows' rights, the right to inheritance, the right to a peaceful existence, rights in marriage and divorce, and health and reproductive rights, including the right to medical abortion under certain circumstances.

Various other regional instruments have also had an impact on national laws. As countries in Central and Eastern Europe and the Commonwealth of Independent States (CEE/CIS) apply to become members of the European Union (EU), they have had to adopt measures to meet the EU requirement that member nations take all necessary measures to prevent violence against women. The Southern African Development Community (SADC) is also incorporating gender-based violence in its protocols, and has issued a statement of intent to eradicate violence against women and children that all ten member States are expected to honour.

## **Putting Human Rights to Work**

Armed with these treaties and standards, feminists have returned to their communities, nations and regions with new tools and a new sense of entitlement that empowers them to imagine better lives and to create stronger alliances. Using human rights standards, women have successfully lobbied for legislation, reviewed budget allocations and pushed for policy reform. They have demanded services and access to criminal penalties. They have lobbied for improved political representation and conducted research.

# Regional Conventions, Charters and Protocols

## AFRICA

**Protocol on the Rights of Women in Africa, 2003, African Charter on Human and Peoples' Rights:** Supplements the provisions of the African Charter by requiring State parties to take appropriate measures to prohibit all forms of violence against women, identify the causes, punish the perpetrators and ensure effective rehabilitation and reparations for victims.

**African Commission on Human and Peoples' Rights — Special Rapporteur on Women's Rights, 1999:** The Special Rapporteur researches and recommends measures aimed at eliminating gender-based abuse of women in Africa, as well as its causes and consequences at the international, regional and national level.

**The Prevention and Eradication of Violence Against Women and Children, 1998:** Addendum to the Southern African Development Community (SADC) Gender and Development Declaration. Commits all signatory countries to take measures to prevent and deal with increasing levels of violence against women and children through legal, social, economic, cultural and political policies.

**Declaration and Action Plan on the Fight against Trafficking of Human Beings, Economic Community of West African States (ECOWAS), 2001:** Emphasizes the commitment of ECOWAS countries to ending trafficking in persons, with a special focus on trafficking in women and children, and sets out mandatory measures to be taken by governments.

## AMERICAS

**Inter-American Convention on the Prevention, Punishment and Eradication of Violence Against Women, 1994 (Convention of Belém do Pará):** Recognizes that every woman has the right to be free from violence in both public and private spheres and condemns all forms of violence against women. States parties commit themselves to condemn violence against women and agree to pursue policies to prevent, punish and eradicate such violence. To date, 31 of the 35 countries in the Americas have ratified the Convention.<sup>22</sup>

## Inter-American Commission on Human Rights — Rapporteur on the Rights of Women, 1994:

The Rapporteur analyses the extent to which member States' laws and practices affecting the rights of women comply with the broad obligations of equality and non-discrimination contained in the American Declaration of the Rights and Duties of Man and the Inter-American Convention on Human Rights.

## ASIA

**Association of South East Asian Nations (ASEAN) Sub-Committee on Women, 1975:** Fosters regional cooperation in order to effectively address trafficking and crimes of violence against women, and works toward the full implementation of the Women's Convention and other international instruments related to women.

**South Asian Association for Regional Cooperation (SAARC) Convention on Preventing and Combating Trafficking in Women and Children for Prostitution, 2002:** Calls on member States to effectively prevent, interdict and suppress trafficking in women and children; to provide repatriation and rehabilitation to victims; and to prevent the use of women and children in international prostitution networks.

## EUROPE

**European Parliament Resolution on Violence against Women, 1986:** Calls for a review of legislation on sexual violence, including recognition of rape in marriage; training for judges, lawyers and police as well as any professionals who may come into contact with victims of violence in the home; greater cooperation among legal, health and voluntary sectors; recognition of the vulnerability of migrant women; creation of national budgetary lines for work on women's self-defence and self-help groups; and the right of battered women to housing, including the return to their own homes.

**Council of Europe Measures to Combat Violence Against Women, 2002:** Numerous measures adopted by the Council, including Recommendations from the Committee of Ministers, call on member States to address violence against women through legislative and policy revisions, education and awareness-raising, research and monitoring, and to support women experiencing violence.

# Ciudad Juárez: ‘No More Murders of Women’

Women have changed the face of the standards, imbuing them with cultural relevance and regional specificity. Thus the international legal obligations to end violence against women, coupled with growing demands from female citizenry, have compelled governments to take concrete and often creative steps.

As the causes and consequences of violence against women are increasingly understood, and as models for ending different forms of violence are tested, the standards will need further modification and refinement. The crucial fact, however, remains: The human rights system has been changed forever. There can be no retreat from the understanding that women’s rights are human rights, or from the fact that women have the right to live in equality and dignity, free from violence. Through united action, women’s advocates have ensured that States can never again push violence into the corner or off the table. They are accountable, now and in the future, and must respect, protect and fulfil women’s right to a life free of violence.

The following sections address some of the efforts to implement international laws at the national level. For activists, the international mobilization efforts constitute valuable tools for changing the conditions that affect women’s everyday lives. They are being used to persuade governments, to educate other women, to enlist allies, to shape public policy and to create the conditions that will foster the protection and promotion of the human rights of women.

During the last 10 years more than 300 young women have been murdered and hundreds more have disappeared in Mexico’s Ciudad Juárez, which sits on the border with the United States. Over the years a series of special prosecutors have been appointed, but there has been only one guilty verdict while hundreds of cases remain unresolved and the murders continue. Women’s organizations have mobilized at the local, state, national and international levels, demanding that the Mexican Government investigate, prosecute and punish the perpetrators of these crimes, as well as develop strategies to prevent more murders. The authorities’ response was to suggest that women stay home at night, avoid wearing provocative clothes and walk in groups.<sup>23</sup>

In 2001, a coalition of networks and organizations launched a coordinated campaign with support from UNIFEM entitled, ‘Stop Impunity: No More Murders of Women’. The campaign has asked that the cases be transferred to federal jurisdiction, and has sought support from representatives of international and regional human rights commissions. Both the Special Rapporteur on extrajudicial, summary or arbitrary executions and the Special Rapporteur on the independence of judges and lawyers from the UN Commission on Human Rights have condemned the lack of political will to clear the cases and prevent further killings. The campaign promoted a visit of the Women’s Rights Rapporteur of the Inter-American Commission to Ciudad Juárez, who then released a report with specific recommendations for the Government. As a result of all these activities, the federal government now presents monthly reports to the regional Commission and has launched a security plan for Ciudad Juárez.

Every Sunday afternoon in 2001 nearly 70 per cent of television viewers in Nicaragua were glued to their sets, engrossed in one of the country's most popular soaps operas, 'Sexto Sentido' (the Sixth Sense). The programme is about young women and men who struggle with sexuality, family violence, rape, HIV/AIDS and other such issues that are often kept behind closed doors — especially in the popular media. Produced by the NGO Puntos de Encuentro, with support from UNIFEM and other donors, and written by young people for their peers, the show sends staff members, including the actors, around the country, using public responses as a basis for educational sessions with young people.

## Spreading the Word Advocacy and Awareness Raising

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ctivists around the world have used the human rights framework to build new understanding about the pain women suffer and the costs to society of letting violence continue. Thus, organizations worldwide are creating both alternative and mainstream media projects that educate women and men about the rights of women and challenge cultural assumptions about women's roles, often in the face of significant opposition. In an era of growing mass media power and the increasing globalization of world culture, a large number of organizations have recognized the importance of media campaigns and have produced posters, music videos, public service announcements and



Hundreds of men took part in a men's march in Cape Town, South Africa on 25 November 2000 demanding an end to violence against women.

PHOTO BY ANNA ZIEMENSKI—AFP/CORBIS

educational curricula to get their message across.<sup>24</sup> The heightened public awareness these campaigns and materials bring about has generated a dramatic increase in the discussion of violence and the recognition that it needs to be stopped.

The scope of awareness-raising strategies gained momentum in 1991, when the Center for Women's Global Leadership (CWGL) coordinated a worldwide coalition of women's organizations to launch an annual campaign, the 16 Days of Activism against Gender Violence.<sup>25</sup> The campaign runs from 25 November — the day first commemorated by the Latin American women's movement in 1981 to honour the Mirabal sisters, three political activists murdered by the Trujillo regime in the Dominican Republic — to 10 December,

# Music with a Message

The little girl sees through the facades of the adult world. Wandering through a party, watching the couples make small talk, she understands that all of the women have been abused in some way by their husbands — whether through physical violence or verbal humiliation. In desperation, she turns to her father and begs him not to marry her to a trader, a jeweller or a king, but to an iron smith who will "break her chains."

The story, told through a popular Indian music video entitled *Babul* (Father), has reached more than 26 million households throughout India and has made it to the top 10 hits list. With support from various international agencies leveraged by UNIFEM, Breakthrough, an international NGO based in India, produced the song and video as part of their effort to question a husband's 'right of ownership' over his wife.

*Babul* is one of two videos that Breakthrough staff have written and produced about violence against women. "Through these videos we have placed domestic violence and women's rights into the public media in a way that has never been done before," says Breakthrough founder and Executive Director Mallika Dutt. The videos have received worldwide recognition, with one of them nominated for an MTV award, and are being used as the basis for an education curriculum on women's human rights for grades 9 through 12.<sup>26</sup>

International Human Rights Day. Tens of thousands of groups worldwide, from the global to the local, now honour the campaign. They use every tool available, from community theatre in small villages to music videos on national and regional television to symposiums and demonstrations aimed at reminding governments and society that the goal of eradicating violence against women requires the involvement of everyone. In 1999, the United Nations adopted 25 November as the International Day for the Elimination of Violence Against Women, further legitimizing women's call for government action against gender-based violence and giving UN agencies a platform for collaborating with civil society organizations working towards that goal.

The coalition that formed around the 16 Days of Activism campaign has served as a model for international organizing by encouraging women all over the world to agree on a format that can be interpreted in ways appropriate to their own country and culture. As initiator of the 16 Days campaign, CWGL sends out a call to international, regional and national organizations suggesting a theme and sample actions to be undertaken during this period. Decisions about priorities, strategies and types of event are developed locally, based on each area's particular needs. Groups have used the framework of the campaign to press for changes in the law, to highlight specific cases of abuse and to engage in human rights education.

The various events organized during the campaign have helped to educate the public and have also contributed to women's ability to heal from trauma by speaking out. Stories are told that had never been heard before, and survivors transcend their individual experiences and politicize them. In many cases, activities bring together a broad array of individuals, civic and governmental groups and media and UN organizations, often in coalitions that have never worked together before. These collective efforts can create a powerful shift in awareness that often has an impact on governments' recognition of their own accounta-

# To Reach More than Women

bility. In many regions, Heads of State, politicians, and community and religious leaders are inspired to make commitments to end practices harmful to women and girls after listening to campaign speakers. Governments now often use the 16 Days to announce steps they are taking to ensure that impunity is no longer the primary response to violations of the rights of women.

## Regional Campaigns and Networks

Increasingly, national groups are joining in regional networks to extend the reach of their advocacy efforts. Groups such as the Asia Pacific Forum for Women, Law and Development; the Comité Latinoamericano por la Defensa de los Derechos de la Mujer; the European Women's Lobby; the Latin American and Caribbean Network Against Domestic and Sexual Violence; the Mekong Sub-Regional Network Against Violence Against Women; the Pacific Regional Network Against Violence Against Women; the South Asian Forum Against Human Trafficking; Women Against Violence Europe; and Women, Law and Development in Africa are all known for their effective campaigning activities that seek to educate broad constituencies as well as push for regional-level cooperation on standard-setting. The Mekong Sub-Regional Network, for example, founded in 2000 with representatives from Cambodia, Lao PDR, Myanmar, Thailand and Viet Nam, is working on programmes to motivate changes in poli-

When the men filed into the room early one Saturday morning for their first training on preventing violence against women they had something else on their minds: football. The men from the town of Comayagua in Honduras had gathered for the training after agreeing to the Mayor's offer to purchase new football equipment in exchange for their help in educating the community. The plan grew out of a UNIFEM-funded project run by the municipality to prevent domestic violence in a region where such violence was rife.

The men were reluctant to participate until two team members stood up and urged their peers to listen. Slowly the others began to participate in the discussion. In the months that followed, local trainers facilitated sessions with the teams every Saturday morning, with topics ranging from domestic and sexual violence to machismo behaviour and women's human rights.

While some men simply endured the training as part of their bargain, others took its messages to heart. Several players proposed that teams carry placards promoting community peace and respect for women's rights before each game and during half-time. The idea was picked up, and women and children became involved also, joining the marches across the field with signs of their own.

Eventually the project reached far beyond the initial group of men who had attended the first sessions. One mother in the community spoke of the programme's impact on her daughter: "She will be able to defend herself, and she will be independent." The project also inspired a girls' football league that promoted its own message of gender equality: Girls can play football too.<sup>27</sup>

# Ending Impunity

In Kaolack, Senegal, activists rallied after a particularly brutal crime. A nine-year-old girl was raped so viciously she eventually died from the attack. After a police investigation, a 66-year-old religious leader admitted his guilt. But even after the girl died, local political leaders tried to prevent the family from bringing charges against the man because of his standing in the community. APROFES, the Association for the Advancement of Senegalese Women, stepped in with a multi-media strategy. They brought together allies from women's groups and legal organizations, distributed leaflets to the public, circulated a petition and hosted a public forum on violence against women that attracted hundreds of attendees and featured a dramatic re-enactment of the rape scene. Ultimately, the case was brought to court with more than 10,000 people attending the trial. For the first time in Senegal, a rapist was condemned to a ten-year prison term, the maximum sentence for a crime of this type.<sup>28</sup>

joined forces with the United Nations Children's Fund (UNICEF), the Office of the United Nations High Commissioner for Human Rights (OHCHR) and the NGO Save the Children to create training manuals to raise awareness about the abuse and exploitation of refugee children, including girls and adolescents who often are forced to provide sex in return for food or shelter in camps.

## CASE STUDY: A Life Free of Violence: It's Our Right

In 1997, as the United Nations prepared to celebrate the 50<sup>th</sup> anniversary of the Universal Declaration of Human Rights, UNIFEM brought together other UN agencies and NGOs from Latin America and the Caribbean to develop an awareness-raising campaign. The global campaign for women's human rights would focus on the theme, 'A Life Free from Violence: It's Our Right' and seek to build public understanding of women's human rights, particularly in relation to gender-based violence.

Through the campaign UN agencies developed a unified message while working in partnership with civil society groups. Each agency contributed seed funds and expertise based on its comparative advantage. For example, the United Nations Development

cies, laws and attitudes concerning sexual harassment, domestic violence and rape.

In Europe, the European Parliament and its Committee for Women's Rights and Equal Opportunities called on members of the European Union to declare 1999 the European Year Against Violence Against Women. The focus was a continent-wide, high-profile campaign that involved governments, agencies, women's organizations and other NGOs and flooded communities with information on violence against women and how to stop it. The campaign was modelled on the Zero Tolerance campaign run by the Edinburgh District Council's Women's Committee in Scotland, UK, a landmark effort to educate the public. A primary goal of the Edinburgh campaign had been to "shift the focus from changing women's behaviour to looking at men's behaviour and attitudes" and "to move the whole issue up to the political agenda."<sup>29</sup>

UN agencies have also sought to work with each other in innovative ways to increase their impact. For example, the United Nations High Commissioner for Refugees (UNHCR) has

Children's Fund (UNICEF), the Office of the

United Nations High Commissioner for Human Rights (OHCHR) and the NGO Save the

Children to create training manuals to raise awareness about the abuse and exploitation

of refugee children, including girls and adolescents who often are forced to provide sex

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# The Voice of Conscience

Programme (UNDP) focused on issues of governance, the United Nations Population Fund (UNFPA) on reproductive health and rights, UNICEF on the rights of girls and UNIFEM on women's human rights and the elimination of violence against women. Thanks primarily to a US\$1 million donation from the UN Foundation, the campaign had approximately US\$1.4 million to invest.

The Latin American and Caribbean campaign was launched in 1998 with broad participation by UN agencies (including, among others, ECLAC, FAO, ILO, OHCHR, UNAIDS, UNDP, UNESCO, UNFPA, UNHCR, UNICEF, UNIFEM, UN-HABITAT and WHO/PAHO). It was the first time so many agencies had worked together on a campaign of such magnitude. The groups secured the cooperation of wide-ranging partners, including national and local governments, women's networks, media, students, advertising agencies and many others. UNIFEM's New York office and the sub-regional office in Quito coordinated the production of materials and messages and worked with a social marketing firm in Chile. The campaign initiative produced a range of materials and events including public service announcements, television programmes, inserts into large-circulation national newspapers, posters and stickers, websites, radio programmes and other multi-media materials, as well as contests, workshops and meetings. The areas of concern included domestic violence, rape, trafficking and the links between violence and HIV/AIDS.

## Broadening the Campaign to Other Regions and Other Types of Advocacy

After the Latin America and Caribbean campaign's successful launch, and as reports of its accomplishments began circulating, UNIFEM decided to scale up the initiative in three ways:

- replicating the campaign in other regions, once again partnering with other UN agencies

In Latin America, machismo has often silenced women, especially indigenous women, who may be treated in public as virtual children. To counteract this, women's organizations have created 'Courts of Conscience' to allow women to speak for the first time about the abuse they have suffered. "We are here so that society realizes that it's not nature that dooms us to suffer violence just for being a woman, it is society," said Carmen Cáceres, who introduced the proceedings at the First Court of Conscience of Guatemalan Women.<sup>30</sup> The court was organized by 40 women's organizations in 1998 and heard the testimonies of 200 indigenous and rural women who were victims of the country's armed conflict.

A similar court in Uruguay documented the experiences of a group of women who were victims of sexual abuse by medical personnel in that country. While the courts have no legal standing, they have presented testimony on issues that had previously been ignored or hidden from public view. And since attorneys and experts on violence against women participate and issue 'judgments' and recommendations based on relevant national and international instruments, the courts provide public education on legal remedies — and exert pressure on governments to use those remedies.<sup>31</sup>

- in Africa, Asia-Pacific and the Arab States;
- creating a global videoconference in the UN General Assembly to bring the voices of activists and women who lived through violence directly to the General Assembly, and to report the results and innovations of the campaigns in the international policy-making arena;
- organizing an 'end-violence' electronic working group that linked advocates, policy makers and organizers from around the world.

In addition, UNIFEM's regional programme office for Central and Eastern Europe and the Commonwealth of Independent States (CEE/CIS), established in 1998, drew on all of these activities to coordinate an 18-month end-violence campaign in nine countries of the CIS during 2001 and 2002. While some cooperation was secured from UN agencies, this campaign placed much stronger focus on partnerships with national-level governments and NGOs.

### **Key Achievements from UNIFEM's End-Violence Campaigns**

One of the major innovations of the campaigns was the link established between officials in the international arena and women on the ground who had suffered violence and were organizing against it. Many international leaders came away with a deepened awareness of women's experience and of the necessity of ending gender-based violence once and for all.

The success of the campaigns is attributable to a diverse range of organizations, actors and initiatives that were able to stimulate attention and action in several areas:

- *Laws and Policies:* In Latin America and the Caribbean, Africa, Asia and the Pacific, the campaigns strengthened existing initiatives to improve or change laws and develop national plans of action.
- *Practice and Implementation:* The campaigns highlighted the importance of involving law enforcement agencies, the judicial system, health-care providers and male allies in protecting women and preventing violence. In the Caribbean, the campaign stimulated the development of protocols between police and crisis centres.

**The courage of survivors to speak out has had a strong impact in terms of raising awareness. Public understanding has been improved, with fewer tendencies to blame the woman. Despite these efforts it is evident that society still considers domestic violence, and to a lesser extent rape and trafficking, a private matter. Research indicates that is it not just attitudes about violence against women that must be changed, but it is the more general community attitudes and socio-cultural traditions that have defined women that must change.**

#### **– UNIFEM Regional Scan, East and South-East Asia**

- *Partnerships with Men:* The campaigns encouraged men to demonstrate against violence in Kenya and South Africa, and also promoted the involvement of men worldwide in the White Ribbon Campaign against gender-based violence.
- *Increased Attention by UN Agencies:* Many agencies collaborated to heighten awareness of violence against women, quite a few of them working on the issue for the first time. Inter-agency thematic groups on gender reported that the campaigns provided a focus and purpose to their activities and increased their visibility.
- *Gender-Sensitive Media Coverage of Violence Against Women:* Through campaign-related activities, mainstream and alternative media outlets worldwide covered efforts to end violence against women and reported on the legal and policy changes its elimination requires. Journalists in all regions received training on how to report on violence against women.
- *Information and Communication Technologies (ICTs):* The use of ICTs by UNIFEM and its partners created a global forum for the end-violence campaign. In preparation for the Interagency Global Videoconference, UNIFEM sponsored an online discussion that became a lively virtual community of advocates, practitioners, organizers and policy-makers who engaged in a rich discussion on the approaches used by people working on the eradication of violence from women's lives. The virtual community gathered about 2,500 people from over 80 countries and fostered collaboration among various groups.

### **Key Lessons Learned from the End-Violence Campaigns**

Independent evaluations have been undertaken of the campaigns in Latin America and the Caribbean, Africa and CEE/CIS, and stakeholders in Asia-Pacific conducted an internal assessment. The evaluations generated lessons at two levels: first with regard to their impact; and second with regard to the process of coordinating inter-agency advocacy campaigns.

#### *1. Lessons on the impact of the campaigns:*

- As illustrated by the results noted above, achievements were significantly greater than could have been anticipated by the modest investment. In order to move forward, a much stronger investment in both time and resources is needed.
- In some countries, the campaigns generated demand from women survivors that could not be met, highlighting the acute shortage of legal counselling, shelters, health care and other services.
- In other cases, the campaigns generated interest in introducing legislation without assessing in-country capacity to draft rights-based legislation. This resulted either in delays or in the introduction of laws without adequate provisions to protect women's human rights.
- The importance of baseline studies became evident. These are needed to measure changes in attitudes and behaviours over time and the differential impact of diverse actions.
- It is now clear that the fundamental changes needed to reduce violence against women will require sustained, long-term public awareness and advocacy campaigns.

## 2. Lessons on coordinating inter-agency campaigns:

- The campaigns demonstrated the ability of UN agencies to collaborate effectively around a key women's human rights issue.
- Significant savings resulted from the ability of campaigns in one region to adapt materials from other regions. At the same time, decentralizing the coordination of the campaigns allowed messages to be tailored to the needs of countries and communities with many language, cultural and class differences.
- The number and range of partners, as well as the limits of in-house expertise, often slowed down the production and dissemination of materials and messages.
- Issues of organizational identities and leadership arose, and attribution of achievements became an area of concern, suggesting the need for closer monitoring and coordination throughout the life of a campaign.
- In a few cases, the entry of the UN agencies into campaigns on ending violence created tensions with women's organizations and networks that had been instrumental in putting the issue on the public policy agenda in the first place.
- Partnerships were primarily limited to those between women's organizations, UN agencies, media and governments. In future campaigns other sectors should be brought in, including other human rights NGOs, trade unions, universities and the private sector.

## Next Steps on Advocacy and Raising Awareness

Whether designed to address domestic violence, rape, sexual harassment or practices such as FGM or 'honour killings', the work of ending violence against women entails changing entrenched practices and attitudes at the individual, community and institutional levels.

The use of wide-ranging media has proved to be an effective tool for promoting the type of large-scale social changes required. But there are a number of constraints. In particular, end-violence campaigns regularly suffer from a lack of funds and the professional media expertise needed to ensure strategic and sustainable outreach.

The issue of resources is critical. Major government campaigns such as those to end smoking or encourage seat belt use in the United States, or to prevent infant deaths from dehydration and diarrhoea in the global South, cost millions of dollars. In 1998, for example, the US Department of Transportation requested US\$20 million from Congress toward implementing its seat belt campaign, to be supplemented by millions more in state money and funds from private organizations and public service groups.<sup>32</sup> In comparison, the entire Latin America and Caribbean end-violence campaign had a budget of US\$1.4 million.

Realistic funding allows campaigns to build over time — which is what it takes to change embedded cultural notions. Ending violence against women will require commitments of time and money commensurate with the gravity of the problem. As violence increases worldwide, the challenges for women's rights advocates increase also. But women's

groups, who still coordinate most awareness-raising campaigns and rely almost exclusively on small donations and the work of volunteers, generally have neither time nor money.

Since many campaigns do successfully raise awareness, the funds needed to respond to rising expectations must be built into campaign budgets, and the appropriate mechanisms for enforcement must accompany the effort. Raising expectations that cannot be met is a serious problem. As women become aware of their rights, they look for services and support that may not be widely available. In East Africa in 1999, for example, NGOs sponsored a public education campaign on violence against women. They produced posters, ads, jingles and educational curricula that were extremely effective: A growing number of women began to realize that they did not have to live with violence. This led to a significant increase in women seeking services such as legal aid and shelter referrals, but those services did not exist in great enough numbers to meet the demand. Hardly any were provided by national or local governments, and NGOs, which did provide some services, had extremely limited resources. Ultimately, victims could not find help when they needed it, and the few existing services were stretched — and stressed — far beyond their limits. An essential part of advocacy campaigns must include funding for and the development of sufficient services to respond to newly-created consciousness.

Funding is also critically needed to protect women once a campaign is in progress: Successful campaigns may lead to a backlash that puts women in increased danger. They are accused of destroying traditional norms and have been attacked, beaten and raped for trying to educate other women. Lawyers defending women's rights have been shot in places as diverse as Pakistan and the United States.

Political will is the other essential ingredient for awareness-raising campaigns. Yet governments have been slow to commit to the effort. The Asian Legal Resource Centre, based in Hong Kong, in a statement to the 2001 session of the UN Commission on Human Rights, noted that progress to stop violence against women in Asian countries was seriously hampered by the failure of governments and state institutions to recognize that cultural values and traditional patterns had not changed.<sup>33</sup>

These examples show how complex a task it is to challenge cultural norms. Clearly, culture is not the static entity described by opponents of change. It is constantly changing in response to shifts in society, new developments in the world and pressure from various groups. Around the world, in many different cultures, women are struggling to free themselves of norms that have stifled their lives. In this context, awareness-raising campaigns that seek to respect the best of traditions and honour the public's attachment to the past while promoting positive change have the greatest hope of success. As activist groups learn from previous initiatives and build stronger networks with other organizations, the impact of these campaigns will intensify, building greater support at various social and political levels.

When the Thai Government proposed a new constitution in 1997, a task force of women from NGOs, various professions and universities conducted a study of the ten previous constitutions to see where bias against women existed and to understand what protections were missing. The task force encouraged women to apply to the committee drafting the constitution, mobilized groups to attend every meeting, met with decision-makers, and conducted several advocacy campaigns. Thanks to their efforts, the new Thai Constitution is the first to address domestic violence and the right of women workers to be free from sexual harassment.

Ending Violence Against Women  
UNIFEM Regional Scan for East and South-East Asia

## Outlawing Violence Laws and Legal Reform

Over the past several decades, many efforts to end violence against women have focused on legal reform. Whether drawing on state commitments from the Vienna Declaration, the Beijing Platform for Action or regional agreements on women's rights, women's groups have marshalled their advocacy power to press for new laws and to win constitutional amendments that uphold women's human rights. They have also turned to international treaties such as the Statute of the International Criminal Court (ICC), known as the Rome Statute, which defines rape and other gender-based violence as constituent acts of crimes against humanity and war crimes.<sup>34</sup>

Thousands of women flooded the streets of San José, Costa Rica to demand an end to

gender-based violence on  
25 November 2002.

PHOTO BY KENT GILBERT—AP/WIDE WORLD



Governments in turn have worked with women's groups and international organizations to align their legal codes with human rights standards, making many forms of violence against women — including domestic violence, rape, sexual harassment, female genital mutilation and trafficking — criminal offences for the first time. In Latin America and the Caribbean as of 2002, 31 countries had ratified the Inter-American Convention to Prevent, Sanction, and Eradicate Violence Against Women (Belém do Pará), the only international legal instrument to focus entirely on violence against women.<sup>35</sup> Many other nations in the region have elaborated legislative measures they plan to take with regard to violence against women.<sup>36</sup> The Inter-American Commission on Human Rights (IAHCR) has heard individual cases under the Belém do Pará Convention, and the judgements have, in turn, influenced national law. In Guatemala, for example, civil code provisions that assigned specific roles to spouses within marriage were amended or repealed as a direct result of a case brought by a single citizen before the IACHR.<sup>37</sup>

In addition to pushing for new legislation, attorneys and advocates acting on behalf of female litigants have successfully applied existing laws to cases of gender-based violence. Almost every country of the world has a penal code that prohibits assault in some form, and these provisions are sometimes used for prosecuting cases of violence against

**The need exists to strengthen legal action to combat violence against women.**

**Women often lose their cases in court because of insufficient evidence.**

**Moreover, judges and justice auxiliaries are products of the society and their view of violence against women is likely to be coloured by cultural and subjective perspectives that are sometimes unfavorable to women.**

**– UNIFEM Regional Scan, Francophone West Africa**

women. In Finland, for example, general assault legislation is used to successfully address all forms of gender-based violence. In India, activists are bringing cases concerning women's rights and economic and social rights to the Supreme Court under a provision that allows anyone to petition the Court on behalf of an individual or group that has suffered some wrong.

Activists have also encouraged the use of international human rights standards as the basis for national and local judgements, helping to lay the groundwork for women seeking justice. In East Africa, for example, the International Women Judges Federation has been working with universities and judiciaries to promote the use of international human rights instruments in national settings.

Initiatives to integrate women's human rights into constitutions and legal codes necessarily rely upon the various institutions of the state in order to be effective. Laws are the building blocks, but the overall project of gender equality is linked to the establishment of the rule of law. And that requires a legislature that understands the importance of gender equality for society and for eliminating violence

against women. For this reason, countries such as Argentina, Austria, Ghana, India, Italy, Peru, Senegal and Timor-Leste have experimented with quotas for women's representation, and the CEDAW Committee urges governments to reach a minimum of 30 per cent representation by women. Although not all women in government are supporters of women's rights, most have experienced some discrimination and abuse and understand the importance of protecting and supporting women. They can use their position to push gender equality forward, especially when they work with women's caucuses that reach across political parties.<sup>38</sup>

Gender bias within the entire criminal justice system itself must be addressed. Efforts in this area have focused on ensuring that police understand the human rights standard as it applies to women, establishing women's police stations and sexual crime units, and teaching health-care providers how to collect forensic evidence sensitively yet thoroughly. Lastly, a focus on the rule of law should not fail to take into account concepts of restorative justice, such as truth and reconciliation commissions that have been used in countries emerging from protracted armed conflict or, in the case of South Africa, from the period of apartheid oppression.<sup>39</sup>

## Legislating Against Gender-based Violence

The new and revised laws that have emerged in the wake of international and regional treaties and norms can be broken down into two categories. First are those laws that directly target specific forms of violence such as sexual harassment and domestic violence. Such legislation typically includes provisions for punishment of perpetrators and protection of victims. Punishment may encompass monetary fines and jail time as well as counselling for perpetrators in an attempt to prevent future abuse. Protection can include provisions such as restraining orders or removal of an abuser from the home. More progressive legislation includes provisions for implementing the law, such as the development of national action plans to end violence and training for professionals in the legal and health sectors.

The Philippines' Anti-Rape Law of 1997 is a case of successful lobbying to create a new law to replace one steeped in gender inequality. Under the old legislation, rape was considered a 'crime against chastity' instead of violence against a person. It was up to the woman who had been raped to prove that she did not willingly surrender her virginity. Rape was also categorized under family law instead of criminal law, limiting the legal response. Over a period of three years, women's groups rallied for a better law. As a result, rape is now defined as violence against a person and is defined to include oral sex and acts of sexual torture.<sup>40</sup>

The second type of legal response amends general legislation that already punishes perpetrators by creating greater protection for women. Many countries have taken this approach, revising existing laws to handle violence against women more forcefully. In Sweden, for example, laws were adapted to provide more severe punishment for criminal acts by men towards women they have a close relationship with, as compared to the same acts committed by men who are strangers to their victim.<sup>41</sup> In both Israel and Tunisia, domestic violence is subject to a greater penalty than other acts of violence or assault.<sup>42</sup>

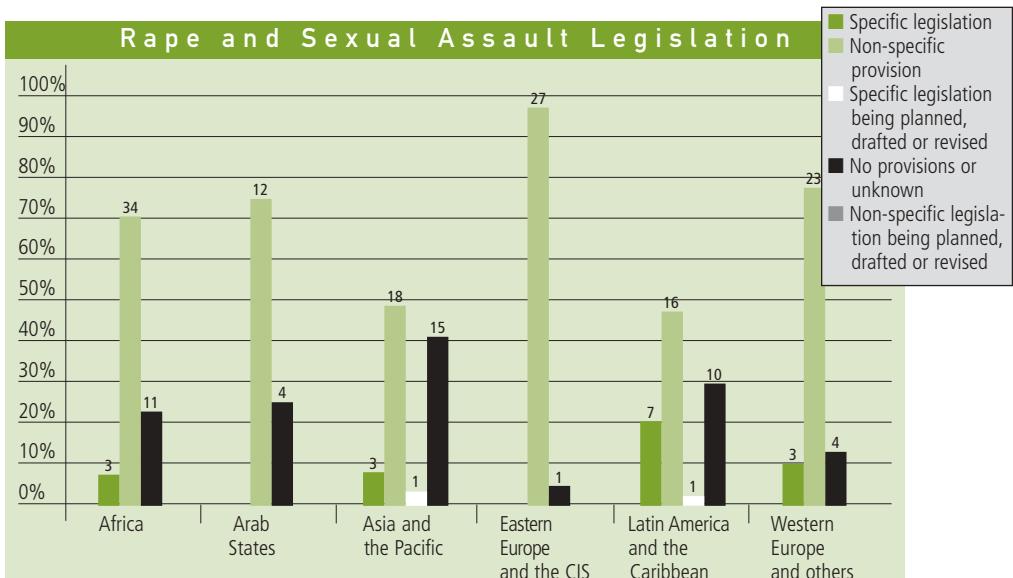
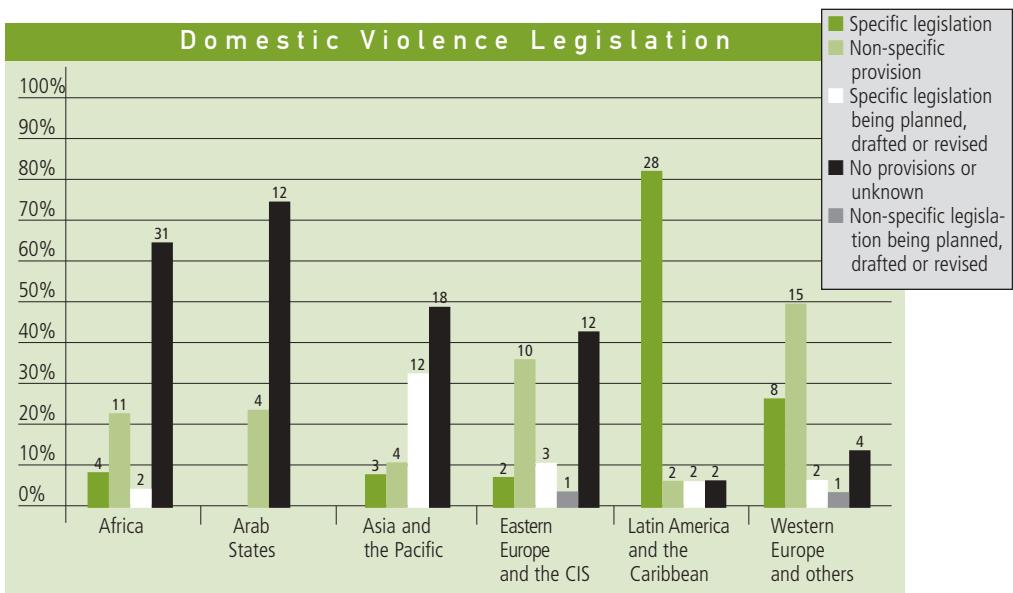
## Legislating Against Domestic Violence

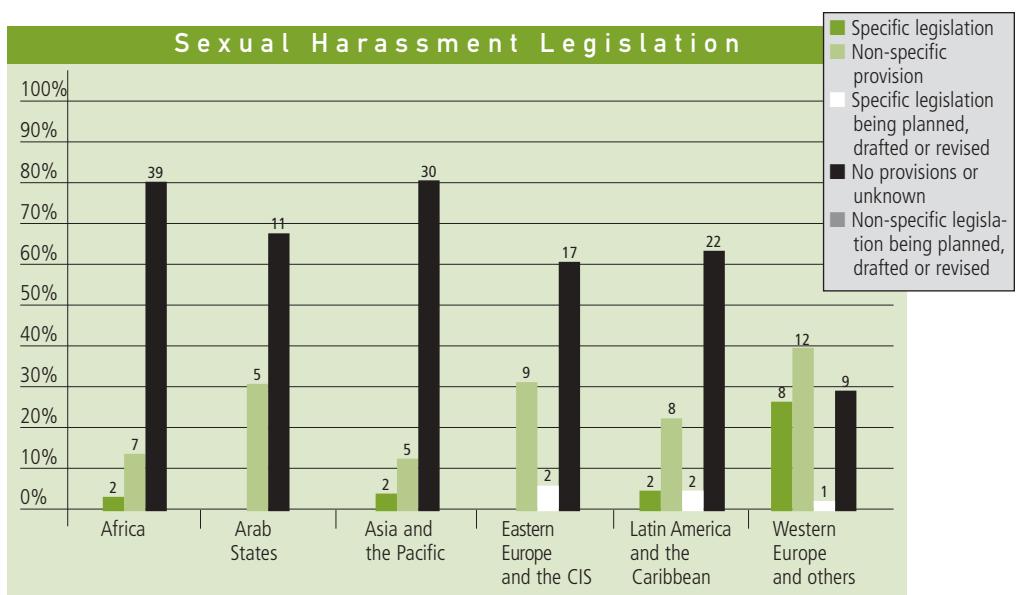
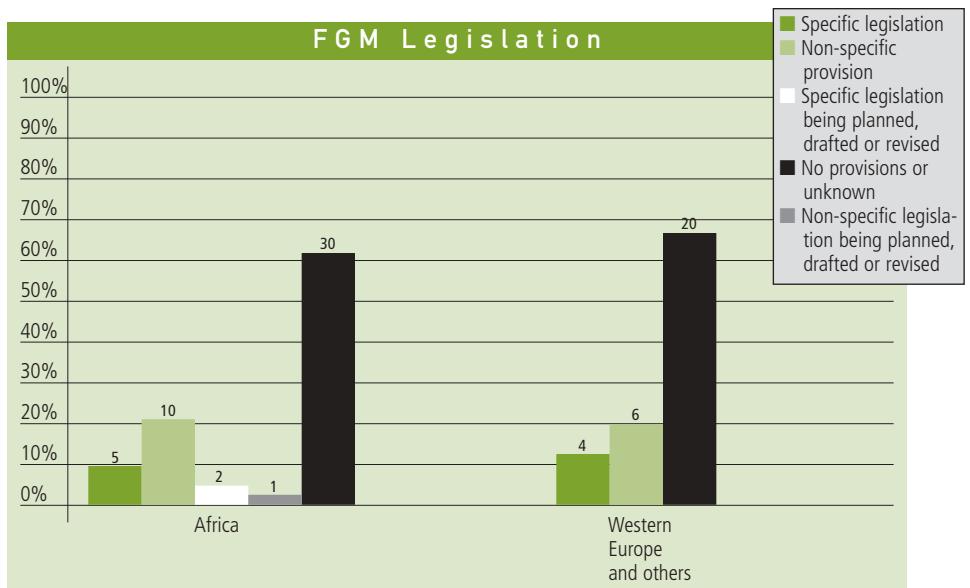
Today, many countries have some type of legislation concerning violence against women, most commonly against domestic violence. This area has been a priority for women's rights advocates, who have emphasized the state's responsibility to address the widespread violence that occurs in the home. Marital rape is now recognized as a crime in as many as 50 countries including Austria, Belarus, Bhutan, Cyprus, Hungary, Mexico, Nepal, and the Seychelles. At least 45 nations have specific legislation against domestic violence, 21 more are drafting new laws, and many countries have amended criminal assault laws to include domestic violence. The sanction of criminality in cases that were once considered mere misdemeanours helps ensure that violence will not be treated as an acceptable societal norm, and can serve as a deterrent when assailants realize they will face punishment.

Nevertheless, sharing a home, children and money raises considerations that cannot be covered by criminal sanctions alone. Thus, many groups advocate legislation that com-

bines civil and criminal remedies — some laws include protection orders and provisions regarding children and the sharing of property or income.<sup>43</sup> In Colombia, Costa Rica and many municipalities in the United States, aggressors must attend therapy sessions.

Some of the most innovative laws recognize the complexity of abusive relationships and are formulated to provide real protection. In Panama, for example, a survivor of domestic violence can only seek to dismiss charges if the violence has not been repeated within a specified time period and if the defendant is involved in evaluation and treatment.<sup>44</sup>





## Tracking Legislation

Unfortunately, there has not been similar progress when it comes to rape, sexual assault and harassment. Only 16 nations have distinct legislation referring to sexual assault, while as few as three have legislation that specifically addresses violence against women as a category of criminal activity in itself.<sup>45</sup> Fourteen countries have adopted laws on sexual harassment, often in the workplace or in the education sector, while another 46 have provisions related to sexual harassment in non-specific legal codes. A mere nine countries have specific legislation outlawing FGM.

The preceding charts provide a snapshot of laws on violence against women that utilize the two types of legislative measures discussed earlier — laws that specifically address particular forms of violence against women and non-specific legislation that contains explicit provisions regarding violence against women (see Appendix 1 for a country-by-country list).

## Shortcomings of Legislation

The laws that have been passed or amended in the last decade reflect recognition by governments that they must take measures against violence against women. But there is much more to be done. Very few nations have laws that address violence against women during armed conflict, for instance. And of the many laws that have been passed, a significant number have never been adequately implemented or enforced. Experts and activists around the world note that the majority of cases of violence against women are not reported, and those that are reported often do not result in successful prosecutions. Whether the problem lies with the way a law has been drafted or how it is implemented, it is becoming clear that creating a legal response to violence against women that genuinely respects women's human rights is a complex and long-term project. Ensuring women's access to justice means that governments must commit to establishing a rule of law that factors in all the issues that affect implementation and exercise due diligence to prevent, investigate and punish violence against women.

Closing the gap between the laws on the books and their implementation is one of the most pressing concerns of anti-violence advocates. There are many reasons that legislation is not implemented: Laws are not taken seriously or are selectively applied; the appropriate enabling legislation is not passed; inadequate provisions are made for enforcement; or the resources allocated for implementation are insufficient.

Women's organizations have played a central role in monitoring the implementation as well as the actual impact of laws and are generating proposals for changes. The ability to enact laws effectively relies on addressing gender biases throughout society. Unless that happens there may not be enough support for implementing laws that have been passed or for remedying the shortcomings that remain.<sup>46</sup> The persistence of stereotypes, the reluctance of law enforcement officers to take action, the difficulty of getting prosecutors and judges to acknowledge violence against women as a serious crime all underscore the fact that the legal framework is only a starting point for ensuring justice for survivors of violence.

## **Legislation Embedded in Patriarchy**

Despite the progress made in creating new legislation, many women still suffer under patriarchal laws that provide them with few, if any, rights. Criminal codes entrenched in notions of honour and chastity are the basis for laws that protect men at the expense of women. Rape laws, for example, sometimes provide loopholes for perpetrators by dropping charges if the rapist marries his victim as is the case in Cameroon, Ethiopia and Romania.<sup>47</sup> Other countries may require a witness to a rape or domestic violence before a case can be brought to court, even though both types of attack rarely occur in public. Even nations that have revised their laws in other ways still allow a woman's sexual history to be used against her in court. Numerous countries refuse to recognize spousal rape in domestic violence laws, and those that do have laws against it often provide exemptions that make the role of male power in family law explicit. In the United States, for example, in 1999 33 states had exemptions to marital rape laws, many of which spared a husband from prosecution if his wife was mentally or physically impaired, unconscious or asleep and legally unable to consent.<sup>48</sup>

Civil laws that appear to have little to do with violence also have an impact on women's ability to protect themselves and assert their rights. Laws that restrict women's right to divorce or inheritance, or that prevent them from gaining custody of their children, receiving financial compensation or owning property, all serve to make women dependent upon men and limit their ability to leave a violent situation.

Given the prevalence of gender inequality, even many new laws ostensibly created to protect women fail to do so. In the case of trafficking, some new laws have focused on economic issues and border monitoring, and restrict the legal migration of women without dramatically stopping trafficking. Many women, whether they have been trafficked or not, are caught in a legal maze and may end up being punished for entering a country illegally instead of being provided with services. In the same vein, domestic violence laws may emphasize family reunification rather than preventing further abuse, which places women's lives at risk, particularly since domestic violence tends to escalate over time. In some cases the law may even place a share of the blame on the woman who has been abused. In the Ukraine, activists successfully pushed for the passage of new anti-domestic violence legislation recently. But their victory was only a partial one: Provisions were added to the law allowing police to arrest women for provoking violence through 'victim behaviour'.

Laws shaped by patriarchal notions may also set forth measures that do not match the crime in question. Punishments can be either too lenient or too severe. Cases that should be felonies are tried as misdemeanours, or civil remedies alone are employed without criminal punishment. On the other hand, some legal sanctions may be so harsh that legal authorities are hesitant to fully prosecute a perpetrator.

Public consciousness also dictates the outcome of cases involving violence against women. When public awareness about the criminality of domestic violence or other forms of gender-based violence lags behind legislation, juries may be unwilling to convict, especially if the sentence involves long years of prison time. Ultimately the fact that some laws are not enforced or are seen as inappropriate weakens all laws prohibiting violence against women.

### **Limited Scope of Gender-based Legislation**

Although laws in some countries have been revised to recognize various forms of violence against women, many do not go far enough. Criminal and civil code revisions in particular focus on specific types of violence against women, such as domestic violence and rape, and leave out other abuses. Even within the new provisions definitions may leave out the full range of sexual assault, especially those governing the prosecution of rape. In the case of sexual harassment, laws tend to be limited to particular settings, most commonly the workplace or the education system.

Laws, whether general provisions or specific pieces of legislation, usually fail to take into account the context in which violence occurs and so may not be able to provide the help needed. Few laws consider the abysmal conditions suffered by women migrants — both women who have been illegally trafficked as well as domestic workers employed in foreign countries — who are often imprisoned in homes or brothels without access to outside help. If they manage to approach the authorities, they are often arrested for entering a country illegally or for lacking a passport, which usually has been taken from them by traffickers.

The lack of recognition of what it takes for a woman to bring a case of violence to the authorities effectively discriminates against women seeking protection. A woman may not report instances of violence if her spouse will be detained, or for fear of losing a family income or even her home if she has no property rights. Concerns over child care, financial considerations, social stigmas and family pressure all impact a woman's ability to pursue legal recourse. In countries where women's mobility is limited by law or by custom, filing a case or even receiving medical attention may be out of her reach. In Saudi Arabia, for example, women may not be admitted to a hospital without the consent of a male relative.<sup>49</sup> Some countries have taken steps to remedy this situation, as in Tunisia where revisions to the Personal Status Code have replaced the concept of wifely submission to a husband with one recognizing mutual treatment between spouses.<sup>50</sup> In a unique move, a 1998 presidential decree in Tunisia also created a national fund to provide financial support to women whose former husbands did not make regular alimony and child support payments.<sup>51</sup>

# A Woman's Right to a Fair Trial: Sensitizing the Judiciary in South Asia

As judges they had seen numerous cases involving domestic abuse, dowry-related violence and rape. They felt they understood the problem, and could not fathom why they were being asked to visit a women's shelter. Nevertheless, they agreed to go as part of a training programme that the highly respected Chief Justice of India, A.M. Ahmadi, had recommended.

When they entered the shelter, the judges met women whose cases had been thrown out of court and others who had been burned, battered and/or raped, but who had never appeared in court. Some had been too ashamed, some couldn't afford legal help and some were forced by their families to remain quiet. Witnessing first-hand the physical and emotional pain of survivors and speaking to them face-to-face affected the judges deeply. "Their visits made a great difference," recounts a woman who accompanied the judges. "One justice later insisted that all of his colleagues must go to the shelter."

The visits were part of a training organized by a well-known Indian women's NGO, Sakshi. With a grant from UNIFEM, the Sakshi staff conducted research on women's rights in the judicial system and used their findings to train judges on gender equality. One of the most disturbing research findings was that less than 10 per cent of the defen-

dants in rape trials in India are convicted, and those who are sentenced receive mild punishments. The research fuelled Sakshi's determination to help judges understand what survivors of domestic and sexual violence endure in and out of the courtroom.

In addition to shelter visits, the trainers use interactive dialogue, small group problem solving and meetings with NGOs to give judges a better understanding of women's needs. Later some judges asked to become trainers themselves, and they are now educating their peers.

In partnership with NGOs and judges, Sakshi has expanded its efforts throughout the region to Bangladesh, Nepal, Pakistan and Sri Lanka. The group is also working to incorporate gender equality education into law schools and judicial training institutes. Nevertheless, say Sakshi staff members, the real change must take place in the courtroom. "Judges will need to be more sensitive to the needs of the individual woman," insists Sakshi's Executive Director Naina Kapur. Justice Ahmadi agrees. In a speech at a regional meeting for judges in South Asia, Ahmadi urged his colleagues to understand that, "we all carry biases within us and reflect them in the quality of justice that we make available to women."<sup>52</sup>

## Systemic and Pervasive Gender Discrimination

Perhaps the greatest hindrance to women's full use of legal remedies is the failure of governments to fully implement the laws that are on the books. In the UNIFEM scans nearly every area reported failure to implement anti-violence legislation as an egregious problem. Too often the judiciary or the police who investigate cases either do not understand new laws or do not want to use them. The Organization of American States

**In interviews throughout the region, government officials and criminal justice system professionals focused on the behaviour of women rather than the criminal conduct of men in cases of violence against women, including domestic violence, rape and sexual harassment. Many of those interviewed reiterated conflicting negative stereotypes of women as too demanding, too controlling, too malleable, too servile, too weak, too jealous, not caring and manipulative.**

**In many countries these negative stereotypes dictated the police and government response to violence against women.**

**— UNIFEM Regional Scan, Central and Eastern Europe and the CIS**

reports that in the Dominican Republic, most judges and representatives of the judiciary are unaware of or simply prefer to ignore the nation's family violence law and fail to enforce it, which prevents the law from having any effect in practice.<sup>53</sup> And according to a study in India, 48 per cent of judges interviewed agreed that it was justifiable for a man to slap his wife under certain circumstances, and 74 per cent endorsed the view that preservation of the family should be the primary concern for women even where there was violence in the marriage.<sup>54</sup>

Rape survivors in many countries still describe judges who continue to view rape as an attack not on a specific woman but on the honour of her family, particularly the men in the family, even though progressive laws have been passed. This may mean that different punishments will be meted out depending on the sexual status of the woman — implying that the rape of a woman with a 'past' is less serious than other rapes, since she has no 'honour' to be defended. In cases where the law is ambiguous, judges may revert to less severe penalties under civil rather than criminal codes. Often women are so humiliated by the way the authorities treat them, they refuse to testify in court. Even when convictions are reached, gender bias persists, as in the case of a judge in the United States who claimed that "an 11-year-old girl was partly to blame for a 23-year-old man sexually molesting her because the girl invited him into her bedroom and 'it takes two to tango'".<sup>55</sup>

In country after country, women report that the police are also insensitive and may fail to adequately investigate gender-based crimes. Some women have reported that when they went to the police to report a rape, male officers would make light of it, even asking whether they enjoyed the experience.<sup>56</sup> Recognizing the need for improvement, women's organizations have instituted training programmes for the police, judges and prosecutors. In a number of countries —

Bangladesh, Brazil, India and Thailand among them — special police stations and desks have been set up for women, with private reception areas so victims do not have to give statements in full view of a room full of strangers. Police in these stations have received

specialized training on violence against women, and new rules and regulations have been introduced on the treatment of victims.

All these examples point to the need for extensive training in the criminal justice system on the nature of gender-based violence and the inequities that limit women's access to justice. Such efforts have been taking place worldwide for many years — but the scope of the effort needs to be increased. In Uganda, the Women and Children Protection Unit of the police force, through a grant from UNIFEM, has instituted training for officers, most recently in zones of armed conflict where refugees require special attention. Women's organizations such as Sakshi (see box, p. 45) and others in South Asia have been working closely with the judiciary so that judges better understand the obstacles women face in bringing cases of violence before a court. The United Nations Latin American Institute for Crime Prevention and the Treatment of Offenders (ILANUD) has implemented regional training programmes on domestic violence, taking a multidisciplinary approach, working with lawyers, judges, prosecutors, forensic units, the penitentiary system, NGOs, universities and other organizations.<sup>57</sup> The long-term success of such efforts will depend on how well strategies to sensitize police officers, lawyers and judges are incorporated into standard curricula at training academies and schools.

### **The Impact of Other Forms of Discrimination**

Gender-based biases are compounded by discrimination based on race, class, caste, age or physical disability (see also p.77). Legal officials may take crimes of violence against ethnic minorities or immigrant women less seriously than they do crimes against majority women. For example, systematic discrimination and violence against Roma communities by police in Croatia and the Czech Republic have made Roma women unwilling to seek assistance from the authorities.<sup>58</sup> In many countries, police tend to ignore attacks on minority women, often writing them off as part of the 'culture'. And if a minority woman accuses a man from a majority group, officials may simply disregard the woman's complaint, claiming it is a false accusation. Resentment against increasing immigration has led to many instances where authorities look the other way when violence against immigrant women occurs. As more and more women migrate in search of work and a better life, the importance of providing services and protection will grow, yet this remains an area in which very little has been done.

Class bias also comes into play in laws that are limited to those who can afford them. In Egypt and Jordan, a provision was added to the divorce laws stating that a woman can unilaterally divorce her spouse if she pays him a sum of money.<sup>59</sup> Although the law was welcomed in those countries since it finally allowed women the right to choose divorce, it was limited to women of means. In other countries, a woman who

brings a charge of sexual assault or domestic violence must find funds for forensic exams and pay for transportation between the offices of social workers, lawyers and the courts — all while taking time away from work.

Resources allocated towards implementing new legislation may be skewed in favour of particular segments of society. Frequently, model projects are created in national capitals but cannot be replicated in the countryside, where the majority of the population lives. Class and racial discrimination also play into the allocation of resources. Nowhere is this more apparent than in South Africa, which is struggling to break free of the social and economic legacy of apartheid. In predominantly white areas of Pretoria, police stations have rape suites with piped-in music and comfortable furniture, where rape survivors can report a crime in private. Just a few miles away in predominantly black Alexandria township, however, there are no suites, no music, no soothing surroundings. Rape victims are deposited in public rooms filled with officers, other victims and criminals.<sup>60</sup>

## Beyond Legislation on Violence

Legislating against violence against women takes place within a larger legal framework that affects family and economic life. Family laws governing divorce, for example, affect a woman's pursuit of justice when domestic violence occurs. In Israel, under personal status law, a Jewish woman can only initiate divorce proceedings with her husband's permission.<sup>61</sup> On the other hand, in Switzerland, federal marriage law stipulates that assets be divided equally — but if income is too low to support both parties above the poverty level, the assets go to the primary wage earner (usually the husband) and the wife and children are left to subsist on public assistance.<sup>62</sup>

Equality in public life, including in the workplace and in politics, also influences women's ability to assert their rights with regard to gender-based violence. In Cameroon, the law allows a husband, 'in the interests of the household and family', to oppose his wife's decision to work or to stop her from engaging in any commercial activity.<sup>63</sup> Likewise, the lack of rights to own or inherit property keeps women economically dependent and a dependent woman is likely to hesitate before filing a complaint of abuse. Conversely, equal opportunity laws can empower women to act on their legal rights with regard to violence by promoting their rights to work, to equal wages, to freedom of movement and to freedom from discrimination in the public sphere.

Customary law, based on group traditions, may also affect or supersede anti-violence legislation. In many countries, early marriage may be prohibited by formal legal codes, but not by customary and religious laws or practice.<sup>64</sup> There may also be separate laws for groups within a country, as in Suriname where the Asian Marriage Law stipulates that Asians can marry at 13, two years younger than the legal age required for everyone else in the nation's civil code.<sup>65</sup>

# Working with the Law to Stop Trafficking in Moldova

After the lights came on, the young police officer could not look up. The short movie depicted the true story of a girl who was duped into believing that she would be a dancer in Italy, and ended up with no passport, no money and no way out of one of Kosovo's most infamous brothels. She was one of over 10,000 Moldovan women trapped abroad in the sex industry.<sup>66</sup>

Trainers from the Women's Organization of Moldova (WOM) knew the film was disturbing, but that was the point. The impact was visible: Everyone in the room of law enforcement personnel, university students and NGO representatives had a comment — except the young officer. "We were all waiting for him to lift his head and say something, but he kept looking at the floor," said Irina Martiniuc, President of WOM. "Finally he told us that his sister had just been hired several weeks ago to be a dancer in Italy. The family was so proud...then this grown man began to cry. We had not expected that at all."

Moments like this illustrated to the participants in the WOM workshops the importance of taking action to stop the trafficking of women and children. As part of a UNIFEM-funded initiative, WOM staff brought together police officers, students and women's NGOs to promote dialogue and debate. "These groups have such different opinions about women's rights and trafficking," explains Martiniuc. "We felt they needed to come together to understand the issue better."

While the interaction between these groups

was difficult, the greater challenge was getting them to come in the first place. Most of the police officers were apathetic about the issue, believing that women who were trafficked had chosen their own path. "So many officers told us they didn't need a training to help them understand prostitutes," said Martiniuc. "First, we convinced the police chiefs to make the training mandatory. Then we used the training to show them the real story."

WOM staff ended each session with a question: "Where do we go from here?" The answer to that question has taken them far. Since the first training in 2000, police officers have distributed information and brochures to precincts throughout the country. WOM has created a National Advisory Board to Combat the Trafficking of Women, and has published a book of local and international documents on women's rights. One of their greatest achievements, they believe, is statute 113, a new law that makes it more difficult for traffickers to transport women and children across the borders between Moldova and Romania. "The new law is not sufficient on its own," admitted Martiniuc, "but it's an important start."

With other NGOs and the International Organization for Migration, WOM has since lobbied to bring laws into full compliance with the UN Convention on Transnational Organized Crime (see p. 21). As a result, a new criminal code was adopted in April 2002. WOM and other NGOs are now partners with the Government in implementing an action plan to combat trafficking.

In other cases, customary institutions are called upon to adjudicate cases of family conflict, and tend to support traditional expectations of male authority. In Uzbekistan, for example, police often send women to the *mahallah*, an institution of communal self-governance, when they file a domestic violence complaint. There the women are encouraged to reconcile, and perpetrators are rarely held accountable.<sup>67</sup> Many Pacific Island countries legally recognize customary law, which may be applied through the formal legal system or in special courts.<sup>68</sup> In Samoa and Vanuatu, village level structures are the most immediate and accessible, but they often fail to punish perpetrators, focusing on preventing family or community conflict rather than meeting the needs of women and girls who have experienced violence.<sup>69</sup>

In some contexts, customary law may be used in ways that would not have been applied traditionally to sexual offences. In Fiji, *bulubulu*, a traditional apology, was not applied in the past to rape cases. But today, if a family accepts *bulubulu* for rape, the rapist may use the acceptance to reduce his sentence.<sup>70</sup>

## Building Broad Support for Laws

Changing attitudes and cultural perceptions can take a long time. But in the short term, legislation can have a powerful impact if there is political will to implement it. Careful implementation of laws designed to provide women with equality and protection can help create an environment where women's rights become the norm.

To ensure that laws are actually put into practice, training is needed for all sectors involved in handling cases, including the health-care and social service sectors, as well as police and judiciary. A service infrastructure must be developed that includes trained professionals who can provide proper forensic examinations, shelter care and legal and psychological counselling. Some countries have built such provisions into their laws. In Honduras, the 1997 Law against Domestic Violence includes provisions for family counselling offices. Implementation also requires monitoring, a task that is all too often left to women's machineries, which tend to be under-funded and lack influence. NGOs' monitoring role is important for accountability, but they lack resources for national coverage and many would welcome associations with mainstream human rights organizations that have a broader public outreach and political influence.

Past attempts to ban FGM provide examples of the ways in which gender bias, customary practice and lack of political will can all work together to cripple progressive legislation. During the 1990s, several countries including Côte d'Ivoire, Egypt and Senegal attempted to ban or limit FGM. Since FGM had taken on added cultural significance during colonial periods — communities committed themselves to the practice with greater intensity as a means of resisting cultural imperialism, and efforts to ban it met with nationalist revolts in Egypt and Kenya<sup>71</sup> — it was essential that countries attempting to

limit it provide training to help officials and the public see the practice in a new light. But the money was not allocated. In addition, women who performed excisions vehemently opposed legislative bans. Often powerful leaders of their communities, these women had no other means of supporting themselves.

The laws lost their potential power to promote change because the full context in which FGM occurred was not taken into account. If local leaders had supported the laws, and alternatives to FGM had been promoted, the outcome might have been different. Although it is too early to tell what the effects will be, Mali has attempted a broader, multisectoral approach that deals with FGM on many levels. The Association for Monitoring and Guiding Traditional Practices, an umbrella group of community-based organizations, has tried to build support for a ban by organizing discussions with traditional authorities, opinion leaders, religious authorities and local women and men. The discussions focus not only on the importance of implementing laws but also on the social, cultural and economic impact of a ban. In Kenya, the Programme for Appropriate Technology in Health (PATH) and Maendeleo Ya Wanawake Organization have taken a slightly different approach. With support from UNIFEM and a number of other UN agencies and donors, they have successfully introduced alternative rituals to FGM that celebrate the passage of girls into womanhood.<sup>72</sup> And in Senegal, the NGO Tostan has worked with the Government, UNICEF and a number of NGOs to create educational campaigns that have led to public declarations to ban FGM by hundreds of villages.<sup>73</sup>

FGM is a perfect example of the wide reach new laws must have: They must account for civil considerations as well as criminal and must recognize the role of social, cultural and economic factors in encouraging behaviour that harms women. To implement legislation in ways that guarantee maximum impact, it must be paired with national action plans that foster multiple approaches to protecting and supporting women.

In the UNIFEM scans, Cambodia was described as a country with a level of domestic violence so severe that the police and judiciary would only consider it a crime if a woman were 'stabbed, shot, unconscious or dead'.<sup>74</sup> These attitudes were seen as the outcome of years of war, deprivation and the violence of the Khmer Rouge, and could only be stamped out through a multisectoral approach. The Cambodian Government has recognized the extent of the violence and in 1999 created an ambitious national plan of action. This five-year effort includes educational, awareness-raising, legal and health components, and seeks to examine the status and rights of women and to bring them into the decision-making process.

'Ending Violence Against Women:  
UNIFEM Regional Scan for East and South-East Asia'

## Making Commitments Governmental Action Plans

**e**ffective responses to violence against women require a multi-layered approach in which as many sectors as possible bring together their strengths and commitments. In recent years there has been notable progress in moving from legislation to plans of action — public policies that create mechanisms for advancing women's rights across the board. As of 2000, 118 countries had developed national action plans to implement their commitments to the Platform for Action produced by the Fourth World Conference on Women (Beijing 1995), which outlines violence against women as one of its key areas for action.<sup>75</sup>

The best plans include components relating to education, legislative revision, government agencies and awareness-building. They provide the mechanisms and resources for government

Ethiopian girls whose families have decided not to have them undergo female genital mutilation (FGM). Villagers in their area,

working with international agencies, have started a campaign against FGM.

PHOTO BY PER-ANDERS PETTERSSON—GETTY IMAGES



and civil society to work together. They are, in essence, blueprints for addressing structures of gender inequality and making visible the social, economic, political and cultural aspects of society that must be involved if change is to happen.

Generally, plans of action are either national or sectoral. In some cases nations are required to develop plans of action through their ratification of regional agreements. All nations that join the Southern African Development Community (SADC), for example, are expected to institute a national plan of action to end violence against women. In Central America, a project supported by the Pan-American Health Organization (PAHO) entitled ‘Toward an Integrated Model of Care for Family Violence in Central America’ has helped all of the region’s countries prepare action plans dedicated to eradicating family violence, based on the framework established in the Belém do Pará Convention. As in Southern Africa, the plans draw on all sectors and have a primary goal of coordinating anti-violence work in a national effort.<sup>76</sup>

In both South-East Asia and Latin America, a majority of countries have a national plan or policy to address violence against women. The Thai Cabinet approved a policy and action plan in 2000 to end violence against women and children that encompasses physical, verbal, psychological and sexual violence wherever it occurs, from the home to the workplace to the media. It includes components for prevention, legal reform, protection and welfare, education and research, cooperation mechanisms and systems for monitoring and evaluation. Equally

**Mechanisms for engaging with the community have to be piloted more vigorously, because changing community norms is central to being able to address gender-based violence effectively. The best legislation, programmes and policies can be negated if they are not accompanied by adequate community support and sensitivity. Research clearly shows that the community (family networks, neighbours, organized groups, etc.) is the 'first site of response' for women facing violence. Building the capacities of community structures that can support women facing violence is critical to developing a holistic and sustained response to the issue.**

– UNIFEM Regional Scan, South Asia

important, the plan takes note of the need for national budget allocations for both government agencies and NGOs to implement such activities.

Most of the Latin American plans look at violence in the family and seek to build capacity among the police, the judiciary and the health sector. In several countries, including Brazil, Ecuador, Nicaragua, Peru and Uruguay, women's courts have been established as part of a plan to reduce violence against women. Although they have different powers and procedures in each country, in general the courts provide legal, psychological and social assistance along with meting out justice. In several cases, the courts operate through co-management strategies with the government and civil society. In Ecuador and Peru, the courts receive technical assistance and advisory support from women's NGOs that specialize in dealing with family violence. An assessment of the programme in Ecuador shows that the percentage of abusers convicted has increased, that many couples have received counselling that has improved their relationship, and that women who have turned to the courts say that they have seen positive effects in their lives.<sup>77</sup>

In the Republic of Georgia the State Commission on Elaboration of State Policy for Women's Advancement (established in February 1998) was asked to prepare a national 'Action Plan on Combating Violence Against Women for 2000–2002' that would focus on government bodies' efforts to protect women's human rights. In particular, the Ministry of Internal Affairs, in collaboration with the Prosecutor's Office, was instructed to collect and process data regarding violence against women, to create a registry of incidents of domestic violence and to carry out preventive measures for eliminating

violence.<sup>78</sup> The plan is wide-ranging, including mandates to improve research into the nature, character and results of violence against women; to obtain and make information on domestic violence a subject of public discussion; to create special programmes for potential perpetrators; to develop legislation; to assist victims of violence; to develop data on sexual harassment in the workplace; to combat ethnic violence and violence against girls; and to prevent and eliminate trafficking. The executors of the Action Plan include legislative and executive bodies, as well as NGOs, trade unions and the mass media.

Thanks to a dramatic increase in awareness-building in the last decade, many Arab countries have undertaken ambitious action plans to address violence against women. While some

programmes have been stymied by the destabilizing effect of conflict and the resulting economic distress, others have moved forward. Jordan, for example, created the 2000 Family Protection Project, a three-year programme to tackle violence at the grass-roots level, involving both government and civil society groups.<sup>79</sup>

Morocco launched a National Action Plan to combat gender-based violence in 2002 with the support of UNIFEM, UNFPA and UNDP. The plan was developed through consultations involving some 200 stakeholders (women survivors of violence, health practitioners, educators, lawyers, judges, police and women's NGOs among others) and has seven components:

1. Legislative reform: revising the Family Code and the penal and employment codes and enhancing civil rights;
2. Legal, medical, psychological and socio-economic support for women survivors of violence;
3. Infrastructural and financial support for women survivors of violence: shelters, hotlines and specialized units in hospitals and police stations;
4. Education and awareness-raising;
5. Research and partnership building: developing databases and co-ordinating the plan of action between the Ministry of Justice and women's NGOs;
6. Training police and other actors and hiring more women police officers;
7. Overall policy: free medical care for women survivors of violence and recognition of violence against women as a violation of women's human rights.

The plan, which has been tested in two pilot regions so far, was part of a gender and development project implemented by the Ministry in charge of the status of women with two NGOs. The project included other activities aimed at combating violence against women, including developing a training manual, conducting a study on sexual harassment in schools and universities and providing support to centres for women victims of violence.<sup>80</sup>

In those countries that lack the resources to create broad, multisectoral national plans, governments have created localized plans as in Cameroon, where each of the nation's ten provinces has an agency for the promotion of women's rights that provides trained counsellors to administrative units that deal with gender-based violence.<sup>81</sup> Alternatively, some countries create sectoral plans that are administered under an education or health department, but coordinate with other government sectors. In Malaysia, one-stop crisis centres have been introduced in hospitals as a result of campaigns and lobbying by women's advocates. They provide a range of services in one place for women survivors of violence, including medical attention, counselling and legal assistance. Medical staff are trained to recognize cases of violence against women, and special police desks are set up in the hospitals to make it easier for women to file cases if they choose to do so. The first centre was established in 1986, and by 1997, 90 per cent of hospitals in Malaysia had them.<sup>82</sup>

# The European Women's Lobby: A Framework for Action

All member nations of the European Union are expected to abide by the Council of Europe's Plan of Action to combat violence against women. The plan documents a long list of abuses against women and focuses on actions that can be taken by governments. In 2001 the European Women's Lobby published a detailed framework to make it easier to compare and share information on the plans of various nations and to strengthen networking among NGOs in different countries. The framework covers 11 areas and provides detailed indicators for monitoring effectiveness in each area:

**Policy:** Anti-violence policy should contain a clear and encompassing definition of violence against women; designate a consultation process that brings together all sectors; identify strategies and budget allocations; and lay out a framework for monitoring and indicators to measure progress.

**Budgets:** Budget lines should identify specific actions, policies and measures; the budget allocated to violence against women should be measured against Gross Domestic Product.

**Legislative framework:** Legislation should clearly address all forms of gender-based violence; it should specify criminal or civil law responses, unambiguously stipulate sanctions and include measures to prosecute state agents who are perpetrators of violence.

**Remedies for redress:** The primary indicator should be complaints lodged to the police, to be based on police reports, number of police interventions and their outcomes, the existence of protocols for the police to follow in cases of gender-based violence, referrals and follow-up.

**Criminal and civil justice system:** Indicators should be used to evaluate the structure of the criminal and civil justice system from the perspective of outcomes (i.e., convictions, sentences and sanctioning, compensation ordered), length of time between lodging a complaint and the beginning of legal proceedings, and measures to guarantee protection to the victim.

**Training of professionals:** All relevant professionals (e.g., law enforcement officers, police, justice personnel, health

workers, social workers, interpreters) should be trained in gender-sensitive methods, and become capable of competently assisting a diverse range of potential victims, including migrants, ethnic or racial minorities, lesbians and gay men, and the hearing impaired.

**Service provision:** This should be appraised by looking at the number of shelters/refuges and their ability to serve a diverse range of violence survivors; their geographical spread; the level of government support to shelter provision; the level of other services provided such as psychological counselling, free or low-cost legal assistance, job training and employment referrals; and the quality of the services as assessed by the users.

**Women's diversity:** This focuses on ensuring that the above provisions are accessible to a diverse range of potential victims of violence by accounting for the number of officials recruited from migrant, ethnic, racial or sexual minority communities and the number of services available or targeted towards communities with special needs (e.g., asylum seekers, refugees, victims of trafficking and women in institutions such as homes for the elderly, prisons and mental hospitals).

**Civil society — women's non-governmental organizations:** The range, scope and sustainability of women's organizations, especially those reaching marginalized communities, should be a significant indicator of the range and quality of anti-violence interventions.

**Data collection:** Data to assess progress should be collected systematically in partnership with NGOs, and should incorporate information from the police, hospitals and other health-care providers, and legal assistance agencies. This information should be extensively disseminated, and should form the basis for education, information and communications strategies.

**Prevention:** Violence prevention should include raising awareness, disseminating information on gender-sensitive human rights methodologies, media and communications campaigns, and extensive efforts directed toward building non-violent, gender-sensitive curricula in primary and secondary educational institutions.<sup>83</sup>

## Improving Plans of Action

### Political Will

As with legislation, a plan of action is only as good as the effort and resources invested in implementing it. To date implementation has been uneven, with lack of resource allocations a prime culprit in countries that have made the least progress. Given their broad sweep, it was to be expected that action plans would require a substantial investment. Yet too many governments have not mandated the resources for plans to be put into action. In Argentina, for example, Law 24 417 decrees that the Executive branch of the Government should undertake campaigns to educate and train the public on ending violence against women, but even before the current economic crisis, resources were not found to implement the law.<sup>84</sup> In Peru, the Law of Municipalities calls for funding to establish women's shelters, but those resources have not been allocated either.<sup>85</sup> Without such resources, government employees, health-care workers, social workers, police officers, prosecutors and judges do not receive the training necessary to sensitize them to gender violence and to ensure implementation of new laws and policies.

The women's police desks in Indonesia, the Philippines and Thailand, welcomed as a positive move at their inauguration, are at risk of being shut down because many desks are understaffed or operated by staff with insufficient training. In the Philippines, the plan that created the first one-stop crisis centre called for similar ones throughout the country, yet no new centres have been opened since the first in 1995.<sup>86</sup> Although the social service and legal infrastructures of many countries have suffered under economic crises and austerity measures, decisions are made every day about how to allocate even the reduced resources that are available. Violence against women is not a priority when allocations are made; it is still seen as a 'women's issue' rather than a primary concern of the state, despite the many commitments made under human rights instruments.

The issue of political will is of particular importance in cases where representatives of the state are the perpetrators of violence against women. This type of abuse is especially severe for women who are in police custody or in state institutions. The asymmetric balance of power between inmates and their guards intensifies the gender disadvantages women ordinarily face. International human rights organizations have documented abuse by state agents and security forces of women under their control, as has the UN Special Rapporteur on violence against women who has described numerous cases of women being raped, harassed, sexually tortured or denied medical treatment while in custody. In Turkey, for example, it has been reported that female prisoners are made to strip, beaten with truncheons, have high pressure hoses forced up their vaginas, are given electric shock treatment and are repeatedly raped.<sup>87</sup> Police in some areas have also become involved in the trafficking of women in some cases working with organized criminal elements to move women across borders.

India is among those nations that have attempted to rein in criminal behaviour by

police. A new section has been added to the Indian Evidence Act (sect. 114A) that makes it an offence for persons in a custodial situation (policemen, public servants, managers of public hospitals and remand homes and wardens of jails) to have sex with people they have responsibility over. In such cases, once a woman proves that sexual intercourse took place and states on oath that she did not consent, the burden of proof shifts to the accused.<sup>88</sup>

Because these abuses are perpetrated by representatives of the state, the men involved often operate with impunity, and in some cases with the full support of the state. The role of the state in violence against women is an area of great concern; it reflects a failure to abide by the mandate to protect citizens and will require programmes that bring international, regional and national organizations into play, each supporting the others in order to confront abuses of power.

### A Multisectoral Approach

Action plans frequently call for coordination among different sectors to improve responses to violence and eliminate biases against women, yet they often suffer from a lack of coherence or coordination. Service providers running health sector interventions may not consult with their peers involved in judicial or educational interventions. In addition, there may be a lack of trust between government officials and NGOs that can prevent the kind of dialogue necessary to implement a complex plan. NGOs are particularly important; they are often best placed to serve as monitors of government policy. They are commonly the primary service providers to women survivors of violence and are well placed to identify and suggest remedies for obstacles women encounter in seeking assistance. Yet without sufficient resources, NGOs struggle in the face of extraordinary demand.

The next steps must involve ensuring better coordination at all levels — implementation, and coordination plans, funding and support must all be in place. States must take responsibility for ensuring that resources are available to women and to service providers.

Even with proper resources, action plans can work only if the broad strokes of a regional or national campaign are reinforced at the local level. In some cases, local governments have created their own action plans, often in cooperation with NGOs. Others have worked to establish more trust in the communities that they serve. In Hyderabad City, Sind, Pakistan, community beat officers based in community health facilities report to a woman Assistant Sub-Inspector whose mandate is to protect vulnerable groups from violence. The officers receive special training in human rights and in responding to domestic violence, wear a distinctive, easily identifiable uniform and often patrol with members of the community as a way to build local trust.<sup>89</sup>

Models that draw on the community at large have also been developed to respond to cases of violence. The Duluth Model, developed in Duluth, Minnesota, US, has been copied as far away as Romania and the Russian Federation. It entails community organizing and advocacy to review training programmes, policies and texts with a view to safeguarding women who have

# Bangladesh: Making the Police Part of the Process

been subject to domestic violence. All policies and procedures are reviewed by members of the communities being served, who look for, among other things, procedures to safeguard against the use of race, class or lifestyle biases in implementing policies. The overarching aim is to put in place policies that act as a general deterrent to battering in the community.<sup>90</sup>

## Promoting Gender Equality

Although awareness-raising is an essential component of end-violence work, it is often left out of action plans.

Awareness-raising should not only include police, judges and health-care and social workers but society at large. School curricula for children can be shaped to promote an equality-based view of gender relations and to include programmes on violence prevention. An understanding of the dynamics and effects of gender-based violence can be promoted in curricula for police academies and law, medical and other professional schools. Women also need to be the focus of awareness-raising to ensure that they know about the services and legal actions available to them.

Overall it is clear that plans need to be strengthened. They represent a good beginning, but they need more funding and a greater commitment of resources of all types. Governments must accept their responsibility to eliminate gender-based violence and give national action plans the clout they need to make it happen.

When Ishrat Shamim, the president of the Centre for Women and Children's Studies (CWCS), described the conference as a 'working' meeting, she meant it. As soon as she finished welcoming the 32 police officers and NGO representatives, she divided them into groups and set them to work designing a training manual for law-enforcement personnel on gender-based violence.

Early on, Shamim had decided that the best way to get a manual that the police would actually use was to include them in the planning process. She also brought NGOs to the table because, as one police chief acknowledged, "A good mutual relationship between police and civil society is a must to prevent violence against women."

The interaction and shared perspectives of the two groups resulted in a training manual that reflects survivors' needs and clarifies the role of law enforcement in cases of domestic, sexual and dowry-related violence, as well as trafficking and acid throwing. With a grant from UNIFEM, CWCS staff have trained more than 400 officers in 12 regions of the country — in many cases, the officers themselves wrote to Shamim requesting training.

"After most of the sessions the participants are more committed to community policing," says a CWCS staff member. "On several occasions they have called us to ask for help in dealing with a victim of violence."

CWCS staff members realize that they have a long way to go in Bangladesh, the South Asian country with the highest number of reports of gender-based violence. They hope to extend the programme throughout the country to ensure that all women are fully protected.

In the Asia-Pacific region, the reported incidence of violence by an intimate partner varies from 10 per cent in the Philippines to 67 per cent in Papua New Guinea.<sup>91</sup> Does this mean that one of these countries is more violent than the other? Or that there is a greater willingness in one to report violence? Both could be true. Intimate partner violence varies from country to country but what rarely changes is women's hesitation to report it. Studies in Malaysia indicate that only a fourth of respondents believe a woman should report beatings.<sup>92</sup> In Cambodia, a third of women survivors stated that they did not seek assistance.<sup>93</sup>

## Measuring the Issue Research Initiatives

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ithout comprehensive, carefully documented research on violence against women, it is impossible to know whether women are experiencing more violence in some countries than in others, or whether they are reporting it more often. In the absence of proper research, it is difficult to compare and assess the scope of violence as well as the effectiveness of programmes to end it. With research, advocates can better understand obstacles and develop targeted methods for combating them. Research can motivate government and civil society to take action once the extent of a problem is proven. In Jordan, a study of 'honour killings' resulted in the Government's announcement that it would revise laws that discriminate against women and build a shelter for women in danger.<sup>94</sup>

Those who think that violence against women is not a problem cannot ignore documented evidence. Research on the way in which agents of the state respond to incidents of



Olga Lipovskaya, chairwoman of the St. Petersburg Centre for Gender Issues, leads a demonstration on International Women's Day, 8 March 2003, demanding an end to sexism and greater political representation for women.

PHOTO BY SABRINA TAVERNIER—THE NEW YORK TIMES

violence has been a critical tool in gaining government commitments to end impunity. It is not just a matter of numbers but also of establishing patterns of abuse — whether in the home, on the streets, in the workplace or at the hands of the state — and patterns of discrimination that obstruct access to justice. Armed with this knowledge, activists have won support from the highest levels of judiciaries and police forces, worked with legislatures to craft legal and policy responses, and improved methods of intervention and prevention.

In recent years the research agenda on ending violence against women has grown substantially. Academic investigations are increasing our understanding of the causes and consequences of gender-based violence. Activist groups and governments are developing new approaches to data collection and dissemination that help them design more effective strategies. Following are some of the critical and emerging research areas.

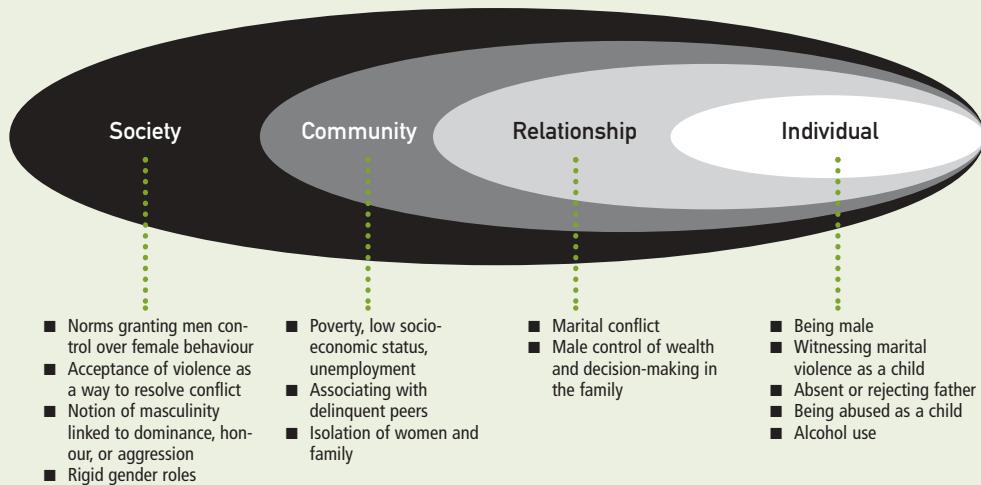
## Causes of Violence Against Women

The causes of violence against women have been a major area of interest for researchers, many of whom have sought to create a model of male ‘dominance’, identifying the structures of patriarchy that allow men to believe they can abuse women. This perspective has been refined and expanded through several decades to provide a picture of myriad interwoven factors that give rise to violence against women. The most common are:

- **Cultural factors** including: sexual double standards; norms of chastity and fidelity applied only to women; the objectification of women’s bodies that justifies violence as a way to control their sexuality; attitudes that celebrate aggressiveness and violence as markers of masculinity; national or religious extremist beliefs built on protecting ‘good’ women and punishing ‘bad’ ones; and acceptance of violence as an appropriate way to resolve conflict.

# A Framework for Understanding Partner Violence

## Ecological Model of Factors Associated with Partner Violence



What causes violence against women? Increasingly, researchers are using an 'ecological framework' to understand the interplay of personal, situational and sociocultural factors that combine to cause abuse. In this model, violence against women results from the interaction of factors at different levels of the social environment.

The model can best be visualized as four concentric circles. The innermost circle represents the biological and personal history that each individual brings to his or her behaviour in relationships. The second circle represents the immediate context in which abuse takes place, frequently the family or other intimate or acquaintance relationship. The third circle represents the institutions and social structures, both formal and informal, in which relationships are embedded: neighbourhood, workplace, social networks and peer groups. The fourth, outermost circle is the economic and social environment, including cultural norms.

A wide range of studies agrees on several factors at each of these levels that increase the likelihood that a man will abuse his partner:

- At the individual level, these include being abused as a child or witnessing marital violence in the home, having an absent or rejecting father, and frequent use of alcohol.

- At the level of the family and relationship, cross-cultural studies have cited male control of wealth and decision-making within the family and marital conflict as strong predictors of abuse.
- At the community level, women's isolation and lack of social support, together with male peer groups that condone and legitimize men's violence, predict higher rates of violence.
- At the societal level, studies around the world have found that violence against women is most common where gender roles are rigidly defined and enforced and where the concept of masculinity is linked to toughness, male honour, or dominance. Other cultural norms associated with abuse include tolerance of physical punishment of women and children, acceptance of violence as a means to settle interpersonal disputes, and the perception that men have 'ownership' of women.

By combining individual-level risk factors with findings of cross-cultural studies, the ecological model contributes to understanding why some societies and some individuals are more violent than others and why women, especially wives, are so consistently the victims of abuse.

- Social and economic factors, such as: household structures that enforce women's isolation and economic dependence; lack of access to education; dowry and bridewealth that devalue women's lives and contributions; economic changes and disruption leading to dislocation and frustration; poverty as an aggravating factor that makes women vulnerable to gender violence; and a climate of widespread societal violence.
- Impunity and lack of recourse including: communities' tolerance of violence or lack of community responsibility for ending violence and sanctioning the perpetrators in their midst; state complicity and/or failure to protect women from violence; immigration and refugee situations that put women at risk of gender violence and outside the protection of laws; and discrimination against women based on identity factors such as class, race, caste, ethnicity or indigenous status.
- Individual and psychological explanations such as: pathological need to (re)assert dominance and control; psychological imbalance and low self-esteem caused by traumatic experiences; childhood exposure to violence; alcohol and drug abuse; and personal stress.<sup>95</sup>

Despite the variations in potential causes, a consensus is developing among researchers and theorists that no single factor can account for violence against women. Instead, experts are proposing a multi-causal, multidisciplinary approach, which seeks to understand violence as the end-product of a convergence of different adverse factors at the individual, cultural, political and socio-economic levels.<sup>96</sup> The next steps in understanding causes will be towards using newly-developed knowledge to focus on promoting action and accountability for ending such violence.

**To date there is no comprehensive and systematic mechanism for collecting reliable data on violence against women in Arab countries. Existing studies have not been comprehensive because of the lack of adequate government statistics. Only recently have governments realized the importance of compiling statistics and keeping records of their social problems, including data on violence against women. Government departments lack human resources to collect data and specialists to analyse it. Therefore, the available statistics cannot be classified or analysed, which hinders NGOs and governments from designing strategies that respond to reality.**

**–UNIFEM Regional Scan, Arab States**

# Research: A First Step in Changing Attitudes

People in the Maghreb region of North Africa share a commitment to egalitarian values, but they also consider violence against women socially acceptable. Those are among the findings of a series of opinion polls conducted in Algeria and Morocco by the Collectif 95 Maghreb Egalité, with support from UNIFEM. Collectif 95 was established by a group of women's associations and research scholars from the region who, as part of their mission, seek to understand how violence against women is perceived socially — and how that affects family and personal law. Over several years they have surveyed a representative sample of 1,500 people in both countries and have begun a similar project in Tunisia.

Their findings show sometimes seemingly contradictory attitudes towards women's roles. For example, a majority of men in Algeria and Morocco consider women's employment a 'necessary evil' but favour their political participation. In both countries women and men still maintain traditional ideas about women's role in the family: The man is expected to be the breadwinner, while the woman is the caretaker.

In Algeria, traditional values are reinforced by economic conditions: As a result of the increasing unemployment rate, men appear to feel threatened by competition from women in the job market and tend to revert to more traditional values. In addition, a

housing shortage is forcing many young couples to live with their parents, who may expect them to abide by traditional values while in the family home.

The impact of traditional values on violence against women is ambiguous: On the one hand, fully two thirds of the women surveyed in Algeria and Morocco believe domestic violence can be justified under certain circumstances, including when a wife disobeys her husband. At the same time, a significant majority of respondents in Morocco support an amendment to the Personal Status Code (Family Law) that would allow polygamy to be abolished, make it easier for women to get a divorce, enable divorced women with children to keep the family home, raise the official age for marriage from 15 to 18 and allow women over 18 years of age to marry without their father's permission.

Despite the ambivalence towards women's rights expressed in the surveys, the findings have had an impact in several ways. In Morocco, women's NGOs used the results to fine-tune their campaign for the amendment to the Personal Status Code and were able to reach out to a broader audience. In Algeria, the Head of State, in a historic reference to women's rights, discussed the findings in an official address, describing them as indicators of persisting inequalities in Algeria and calling for these disparities to be abolished.<sup>97</sup>

## Assessing the Prevalence of Violence

Global knowledge and information about the prevalence and consequences of violence against women come from a wide range of formal and informal sources, including crime statistics, victimization surveys and household- and population-based surveys. However, despite numerous recommendations to governments to promote research and collect data, information remains uneven. States often cannot compare data because they have looked at different populations and accumulated different types of statistics. Similar abuses may be considered

crimes in some countries and not in others. Studies by governments, inter-governmental groups and NGOs are testing new methodologies for assessing violence, refining existing methods and developing results that are easily comparable.

The US-based International Center for Research on Women (ICRW) completed a series of studies in Bulgaria, India, Mexico and the Russian Federation to explore the impact of domestic violence on development. Some of the initial findings have illuminated the interwoven effects of class, education and economic independence. In India, for example, although domestic violence is pervasive in all classes, with anywhere from 40 to 66 per cent of women reporting that they have suffered physical violence, women in urban slums with little or no schooling seem to suffer the most. The numbers relating to education were particularly striking: Sixty per cent of the women in the province of Gujarat with no schooling reported that they had suffered physical assault, compared to 10 per cent of the women with secondary schooling or higher.<sup>98</sup>

To be able to compare information like this with findings from other countries, a variety of recent efforts are focused on standardizing information and its collection. The European Institute for Crime Prevention and Control, the UN Interregional Crime and Justice Research Institute (UNICRI) and Statistics Canada are coordinating the International Violence Against Women Survey, which will utilize a standard questionnaire and rely largely on the network and infrastructure of the International Crime Victims Survey (ICVS) that is used in more than 70 countries around the world.<sup>99</sup> The World Health Organization (WHO) maintains a database on intimate partner violence and physical violence against women, has just issued a ground-breaking report, the *World Report on Violence and Health*, and is in the midst of a multi-country study on violence and women's health (see box, p. 66).

The Economic Commission for Latin America and the Caribbean (ECLAC) has also been a leader in developing comparable statistical models and indicators for the entire region. It has developed a set of indicators to measure the incidence and trends of domestic violence against women. The indicators focus on women aged 15 years and older and document various social and economic factors such as age, economic participation, family structure of the household, education level and area of residence.<sup>100</sup> The hope — and expectation — is that all national institutes of statistics will participate in generating information.

The European Union adopted a set of indicators in 2002 designed not only to measure the incidence of domestic violence, but also to assess a host of factors — including availability of legal, counselling, employment and health services, the existence and application of legislative measures, and a series of other governmental and non-governmental responses to domestic violence. These indicators were proposed by the Danish presidency of the Council of the European Union to measure progress in addressing the issue, thereby employing research to assess and compare the implementation of policies and laws among EU members (see Appendix 2).

# The WHO Multi-Country Study on Women's Health and Domestic Violence Against Women

This study, begun in 1997, breaks new ground in gathering comparable data on the prevalence of violence against women. It uses a standard methodology, utilized by interviewers who have received standardized training. Its goals are to obtain reliable estimates of the prevalence of different forms of violence against women; document the health consequences of violence against women; identify the risk and protective factors for domestic violence; explore and compare the strategies used by women who have experienced violence; and use the findings nationally and internationally to advocate for an increased response to domestic and sexual violence against women.

As of 2003, studies had been completed in Bangladesh, Brazil, Japan, Namibia, Peru, Samoa, Tanzania and Thailand. New Zealand and Serbia are

replicating the study, and research based on the same methodology is being carried out in Chile, China, Ethiopia and Indonesia.

The study teams coordinate with research institutions, Ministries of Health, other government entities and NGOs. Each study team includes at least one women's organization that has worked with women experiencing violence. The research itself consists of a household survey of a representative cross-section of women and girls: 1,500 in a large city and 1,500 in a representative province. The survey poses direct questions about the respondent's experience of violent behaviours over a specified time frame. Follow-up questions ask about violence during pregnancy, injuries suffered as a consequence of the violence, what help was sought and obtained, if any, and what services were used.<sup>101</sup>

## Research on Resource Allocations

As part of an effort to track government resources allocated to violence against women, advocates are increasingly using gender budget analysis. This method of analysis enables advocates to examine national or municipal budgets for many purposes, including creating sex-disaggregated breakdowns of who benefits from specific public expenditures and developing time-use implications of revenue and expenditure decisions. The results provide detailed information that can be used to press governments to live up to their obligations under human rights instruments and national policy.

In Latin America, a study carried out by ICRW showed that budgetary allocations for domestic violence are determined in an ad hoc manner and do not meet existing needs. In the Dominican Republic, for example, a gender budget analysis showed that in 2002, the Ministry of Health budget for primary care of domestic violence survivors was US\$15,000 although the estimated need, at US\$10.5 million, was dramatically higher. The study also found that in the six countries surveyed there was no appropriation in the national budget for programmes to combat domestic violence.<sup>102</sup>

In South Africa, the Women's Budget Initiative (WBI), a collaboration between women parliamentarians and NGOs, focused on a domestic violence law passed in 1998. The initiative researched government funding mechanisms and found that while Rand 2 million had

been earmarked for training civil servants responsible for implementing the law in 1998, this was not enough money to fully implement the law. Over the years, the WBI has continued to monitor budget allocations in relation to the law, pressing for more resources, and has organized advocacy campaigns and addressed parliament in an effort to hold the government accountable.<sup>103</sup> Recently it has also been working on developing resources for training to end the ‘secondary victimization’ that often occurs when a woman reports a rape to the police.

## Measuring the Cost of Violence

Gender-based violence has significant and long-lasting personal effects. However, the impact of violence transcends the personal sphere, reaching deeply into social, political and economic life.<sup>104</sup> Although exact numbers are hard to come by, until recently investments in ending violence against women were low, while the costs were — and remain — high. The cost of violence is borne by all: the survivor, her family, friends and society at large. There can be no question that violence against women must be addressed primarily as a human rights violation, but measuring its costs is a powerful refutation of governments’ arguments that ending violence is not a pressing issue. As one advocate put it, “The public costs of private pain make it everyone’s business.”<sup>105</sup> Currently the World Bank, the Inter-American Development Bank, the Centre for Research on Violence Against Women and Children in Canada, and the Center for Health and Gender Equity (CHANGE) in the United States are all conducting studies to estimate the personal, social and economic costs of violence against women.

During the last ten years, various methods have been developed for estimating the costs of violence — the damaged health, wages lost and social instability. The most common methodology divides costs into four types: direct, non-monetary, economic multiplier effects and social multiplier effects.<sup>106</sup>

**Direct costs** refer to the value of goods and services used in treating or preventing violence. For example, the direct annual cost of violence against women in Canada has been estimated to be Canadian \$684 million in the criminal justice system and \$187 million for police. Counselling and training in response to violence is an additional \$294 million, for a total of over Canadian \$1 billion a year.<sup>107</sup> Studies in Nicaragua, the United

A very strong indicator of any government’s priorities is its budgetary allocation to any given issue. While political commitments have been made towards ending violence against women, this has not been reflected in the way that national governments have allocated resources in their budgets. A special focus on increasing resources for ending violence against women is imperative.

— UNIFEM Regional Scan,  
Southern Africa

# Using Research to Protect Women

Sometimes research generates direct intervention, as was the case in Nigeria, where young women hawkers who trade or sell items at truck stops, or motor parks, are frequently victims of sexual assault and battery. A UNIFEM-funded study conducted by the University of Ibadan's Department of Social Medicine showed that more than half the hawkers interviewed, who ranged in age from 8 to 32, had been attacked or beaten by truck drivers, and close to one fourth had been raped. "If you don't cooperate," by agreeing to have sex, "the drivers may make it difficult for you to operate in the motor park," said one young girl.

The University staff decided to use the knowledge gained from their research to help the hawkers. They organized a series of trainings for the women, truck drivers, members of the judiciary and police. Over a period of 18 months, 17 interactive training sessions were conducted. They used role-playing to help police officers and drivers understand the problems facing the women. Meanwhile, the women learned self-defence techniques. "After each lecture on self-protection we put the information to work," Dr. Olufunmilayo I. Fawole, the principal investigator and project coordinator, said. "The hawkers would practice situations in which they had to assert themselves to avoid violence."

A follow-up study showed that police had established security patrols at several truck stops, and that hawkers had an increased understanding of their rights and knew how to assert them. Attacks had decreased by almost 50 per cent, and many of the women and girls had formed small collectives to support and protect each other.

States and Zimbabwe have found that women who have experienced physical or sexual assault — whether in childhood or as adults — are more intensive users of health services.<sup>108</sup>

**Non-monetary costs** include increased suffering, illness and mortality; abuse of alcohol and drugs; and depression. A 1993 World Bank study estimated that annual rates of rape and domestic violence translated into 9 million years of disability adjusted life years (DALY), including years lost to premature mortality as well as the actual time lost because of disability or illness.<sup>109</sup>

The broad economic effects of violence against women are described as **economic multiplier effects** and include the value of goods and services not produced when abuse leads to increased absenteeism, decreased productivity while on the job or job loss. According to one study, in 1997 female victims of domestic violence in Chile lost US\$1.56 billion in earnings, or more than 2 per cent of the country's 1996 GNP. Women who suffered some form of domestic violence earned salaries that were, on average, approximately 50 per cent lower than women who did not suffer such violence. The same study found that women in paid employment in Nicaragua lost US\$29.5 million because of domestic violence, the equivalent of 1.6 per cent of the 1996 GNP.<sup>110</sup> Research conducted in India estimated that women lost, on average, five working days after an incident of violence.<sup>111</sup>

**Social multiplier effects** are described as the impact of violence on interpersonal relations and quality of life. These include the effect on children of witnessing violence, reduced quality of life and reduced participation in democratic processes. In India, for example, public health workers have reported that they are afraid to travel alone between villages for fear of being raped.<sup>112</sup> Women who have

been abused by intimate partners are often socially isolated, frequently at the partner's insistence. This prevents a woman from participating in community and income-earning activities and, perhaps most important of all, robs her of the social interaction that might help her end the abuse.<sup>113</sup> From this perspective, looking at costs shows how violence against women is both an extreme manifestation of gender-based discrimination and a mechanism of domination, limiting women's options.

#### ESTIMATED COST OF VIOLENCE AGAINST WOMEN<sup>114</sup>

Country or Region	Total Cost Estimate	Year	Type of Violence	Types of Costs Included
New South Wales, Australia	US\$1 billion (A\$1.5 billion)	1991	Domestic violence against women	Individual, government, employer and third party: health care, legal, criminal justice, social welfare, employment, child care and housing <sup>115</sup>
Canada	US\$2.75 billion (C\$4.225 billion)	1995	Physical violence, sexual assault, rape, incest and child sexual abuse	Individual, government and third party: social services, education, criminal justice, labour and work, health and medical <sup>116</sup>
Finland	US\$53.4 million (FIM296 million)	1998	Female victims of violence who sought help	Direct costs incurred by health sector, social sector and criminal justice system <sup>117</sup>
Netherlands	US\$80 million (NLG 165.9 million)	1997	Physical and sexual domestic violence against women	Police and justice, medical, psychosocial care, labour and social security <sup>118</sup>
New Zealand	US\$625 million to 2.5 billion (NZ \$1.2-\$5.3 billion)	1994	Family violence, including threats of violence to women and children	Individual, government, third party and employer: medical care, social welfare and assistance, legal and criminal justice and employment <sup>119</sup>
Switzerland	US\$290 million (Sfr. 409 million)	1998	Physical and sexual abuse of women and children	Police, civil justice, housing, refuge, social services and healthcare <sup>120</sup>
United States	US\$5.8 billion	2003	Intimate partner violence against women including rape, physical assault and stalking	Medical and mental health care, lost productivity and lost lifetime earnings <sup>121</sup>

#### Masculinities and Men as Partners

In recent years there has been a growth in research on masculinity. Studies have sought to understand whether something in the construction of male identities leads to violence, and whether certain characteristics can be used to subvert violence and promote

gender equality. In 2001, the United Nations International Training and Research Institute for the Advancement of Women (INSTRAW) implemented a research project entitled 'Men's Roles and Responsibilities in Ending Gender-Based Violence'. The project built on years of research that has looked at how masculinities are created and perpetuated and what it means to be a man in different cultural contexts.<sup>122</sup> The focus of the research is primarily strategic, to identify the ways in which male violence develops and to find the most productive methods for preventing it.

The INSTRAW study shows that violence against women cannot be fixed one man at a time; working with men who use violence necessarily entails addressing the larger social context of violence.<sup>123</sup> One study in the INSTRAW project suggested that social transformation would require reconfiguring society's conversations about violence. A researcher in South Africa looked at 'stories' about rape and found that narratives effectively 'erased' the perpetrator or demonized him in a way that made it possible for other men to disassociate themselves from sexual violence, rather than recognize it as a communal problem. By drawing on racial stereotypes, narratives also served to reinforce racial divisions and to obscure sexual violence that occurred within, as opposed to across, communities. The researcher posited that unravelling these stories and revealing the linkages between gender inequality and sexual violence is necessary for engaging both sexes in the task of eradicating gender-based violence.<sup>124</sup>

Another area of research on masculinities looks at relations among men as a way to identify points of entry for promoting gender equality. A series of studies in India supported by UNIFEM examined factors relating to the formation of masculinities through male-male relations.<sup>125</sup> A variety of settings were studied, including family businesses, boys' clubs, men employed in domestic work and men working in beauty parlours. The research attempted to understand how both family and work contribute to male identity and whether male friendships give rise to supportive practices among men. The study of a boys' club showed that this neighbourhood institution contributed to the development of egalitarian, if male-only, relationships. One interesting finding was that these young men also recognized their responsibility towards women. In one case, when a woman went to the club to complain about her husband's violence, club members warned the husband to stop and even arranged for a counsellor to talk with the couple.<sup>126</sup>

## Gaps in the Research

If new research on violence against women represents progress towards ending it, that same research also points to the huge gaps that continue to exist. As noted above, activists and government advocates currently cannot compare domestic violence rates across regions; nations cannot measure comparative costs of violence or of efforts to address it.

A major reason data are so insufficient may be the refusal in many countries to acknowledge violence against women — a culture of denial and gender bias that is only slowly being chipped away. At the macro level, the silence about violence against women has been broken, but at the local level where individual women have to confront family members or leering police, it is not always easy to speak up. The attitudes that perpetuate gender-based violence and the secrecy that hide it from public view are hard to eradicate.

The stigma, disbelief, ridicule or retribution attached to speaking out makes it nearly impossible to obtain accurate national statistics on rape in many countries. Having suffered one trauma, many women do not want to undergo additional emotional pain at the hands of the police. According to the Philippines National Police, approximately two in ten rapes are reported. The rest are kept hidden; in many cases a woman's family discourages her from reporting the incident.<sup>127</sup> Recent figures for the United States indicate that reports of rape increased from 30 per cent in 1999 to 40 per cent in 2001, probably due to various campaigns encouraging women to come forward. But more than half the women in the country still do not report rapes, according to a National Crime Victimization Survey.<sup>128</sup>

The issue of comparability as discussed earlier is also critical. Existing studies are often inconsistent. Studies of the cost of violence, for example, almost all analyse data differently and use different criteria. The time period in which the cost is being calculated and the items included may also differ from one study to the next. And most national studies are actually extrapolations based on one region, or one sector, and do not really paint a true picture of national costs.

Women's groups themselves often lack the means to provide the level of statistical evidence that is required to build a valid record. Even where data is collected, it is unlikely to be integrated into formal data collection processes. Few organizations analyse conditions before they begin work to establish a baseline, and so cannot effectively monitor the work or provide detailed evaluations on the impact of interventions. It is up to policy makers to allocate resources and expertise for the development of reliable data and statistics, so that the full extent and costs of the pandemic are understood, and indisputable.

“The struggle against gender violence seems to be posing some new questions and challenges which we might be better positioned to answer now than we were ten years ago. Maybe it is time to start re-thinking strategies, in order to strengthen the ones that are considered effective in each particular context; and to be creative and think about new solutions that might involve looking at places, actors and areas that we did not consider so clearly before, such as free trade and the underground illegal economies. Also it is clear that we could not get very far without the political will and commitment from governments. This is something that has been lacking in the Juárez cases.”

Lydia Alpizar Duran, Latin American human rights activist, on the cases of missing and murdered women in Ciudad Juárez, México, UNIFEM panel on Violence Against Women, Commission on the Status of Women, New York, March 2003

## An Agenda for Moving Forward

**a**s this report has sought to show, there has been notable progress in making violence against women visible and in establishing standards for ending it. Yet we live in a world in which unspeakable acts of such violence occur every day, and most women are not much more secure or safe than they were before intensified work on this agenda began. Governments and individuals can no longer view this as an acceptable

T-shirts created by survivors of domestic violence are displayed at a park in Las Cruces, New Mexico, United

States, 2002, as part of an annual Vigil for Victims of Domestic Violence.

PHOTO BY VLADIMIR CHALOUPKA—AP/WIDE WORLD



situation. More and more women will die, or will live blighted lives, unless there is a renewed, intensified commitment to honouring women's right to a life free of violence.

Solving the problem of violence requires solving the problem of gender inequality. It is a huge task, but the framework is there. Now, strategies must broaden and deepen, diverse groups must work together so that efforts can match the systemic and deeply embedded nature of the problem. Health sectors must partner with law enforcement and judicial systems. Educational campaigns must link to cultural and religious groups as well as community organizers. International donors must work with governments and civil society. And governments must make a serious commitment to ending the pandemic.

Clearly the task is possible as seen by the progress that has already been made in a relatively short time. The statistical evidence may not exist yet to show precisely whether or where the threat that women face has been reduced, but there is reason to believe that the tide has begun to turn. Despite lapses in implementation, and the sizeable gaps in resources and remedies available to women, important changes have occurred.

As different sectors learn how to work together more frequently and in new ways, it becomes possible to imagine a broad-based international movement that can reduce — and end — the staggering levels of violence women live with. As women take advantage of new laws and opportunities to demand their rights, it is possible for them to imagine a life free of violence.

## The Challenges Ahead

Over the last few years, the work that has already been done by advocates has illuminated several new areas of concern that must be dealt with. These include the impact of globalization, HIV/AIDS, state responsibility to implement human rights treaties, questions of cultural relativism and a deeper understanding of the linkages between various oppressions and gender-based violence.

### 1. Globalization

The UNIFEM regional scans frequently pointed to the impact of globalization on the changing nature of gender relations. The social and economic effects of this new order are both positive and negative for women *and* men. Globalization has made it possible for many women to move away from the limitations of tradition-bound societies, and has facilitated their entry into the broader world, particularly the world of work outside the home. On the other hand, for far too many people, globalization has also become synonymous with the growth of glaring inequalities in access to resources, information and power, which leads to bitterness, frustration and often increased levels of gender-based violence. As national economies are restructured and realigned, women not only bear the greatest burden of the decline in social services brought on by the privatization of public/state functions, they may also become the targets of alienated men who have not fared well in the transformations wrought by globalization. The inequities and alienation associated with the advance of globalization have, in some areas, encouraged the growth of various forms of fundamentalism and the call for a return to 'tradition'. Too often, a central aspect of this desire to return to the past focuses on the control over women's lives.

### 2. HIV/AIDS

The link between violence and the spread of HIV/AIDS is particularly evident in conflict situations where women are subjected to untold rapes and sexual assaults, but women's inequality fuels the transmission of the virus in multiple overlapping ways during peace-time as well. Power imbalances between men and women in families, in education, in employment and in governance often make women particularly vulnerable to HIV/AIDS. As research has unfolded in this area, it has become clear that the virus, which strikes a growing number of women worldwide, is both a cause and a consequence of violence against women. Infection can result from rape and coercive sex, which are likely to occur without condoms and result in genital injury, abrasions and bleeding that provide an entry point for the virus. In many societies, women lack the power in relationships to refuse sex or to negotiate protected sex, and the threat of violence enforces their powerlessness.

In many communities and families, HIV positive status leads to violence as well. Women are more often the victims of this violence than men for a variety of reasons. In many areas, the majority of the people who are tested for HIV are pregnant women, who are then accused of bringing the disease into the family, even though they may have been infected by their male partners. In addition HIV/AIDS plays havoc with women's ability to care for their families. They may be infected and ill themselves yet still be expected to care for other family members who are HIV positive, or they may simply be unable to maintain the normal routines that keep their families together. The frustration and fear this induces in their partners or other adult members of the family has been shown to lead to violence.<sup>129</sup>

As HIV/AIDS continues to cut a swath through the world, often causing the greatest devastation in the poorest countries with the fewest resources, it is essential that governments create strategies for combating the disease that recognize the link between HIV and violence against women and that offer greater protection to women than they have had so far. The Positive Women's Network, an NGO in Southern Africa supported by UNIFEM and other agencies, has created a blueprint for helping to end the violence against women associated with HIV/AIDS through implementing broad policy changes:

- Working to end the stigma and discrimination women face in their communities;
- Providing resources for implementing grass-roots education programmes on women's empowerment and their right to equal access to education and employment;
- Creating national policies and laws that will support women's human rights.

### **3. State Responsibility and Due Diligence**

Despite important gains in the formulation of human rights norms and standards to address violence against women, there remains a significant gap in their application. Bridging the gap requires that standards be grounded at the local level. Communities must be engaged in the effort to translate international mandates into laws, plans and actions so that these mechanisms have meaning in daily life. This process is best served when the foundation of a clear legal framework and commitment to the rule of law exists, either through constitutional provisions or through reviews of existing civil, criminal or administrative laws and procedures.

In this context, the question of state responsibility for acts committed by private actors has acquired special importance. The decision by the Inter-American Court on Human Rights in the 1988 Velásquez Rodríguez case in Honduras has set a precedent that can have a profound impact for survivors of domestic violence. The court ruled that the Honduran Government was guilty of failing to exercise due diligence — the duty to prevent, punish or prosecute — in the case of the disappearance of a citizen at the hands of private paramilitary forces.<sup>130</sup> The ruling has been used by legal scholars to

**The reality is that the more women know of their rights, the greater the willingness among women and girls to come forward for help or to report to the police. Without a corresponding increase in service coverage and improvements in the quality of services available, women and girl survivors of violence will not be able to realize their rights to live free of violence and to seek adequate care to facilitate recovery.**

—UNIFEM Regional Scan, Asia Pacific

broaden the interpretation of state responsibility to include acts of violence against women carried out by private individuals. This interpretation suggests that under international law, States bear the duty to prevent and punish acts of gender violence by private actors.

The Special Rapporteur on violence against women has supported this approach, noting that “by failing to intervene, in particular if this failing is systematic, the government itself violates the human rights of women.”<sup>131</sup> Nevertheless, questions about the applicability of the due diligence standard to cases involving acts of violence against women in the private sphere have surfaced in inter-governmental arenas recently, including the Commission on Human Rights and the Commission on the Status of Women. This is particularly worrying since research has shown that the family continues to be a major site of coercion, discrimination and violence as documented by global rates of domestic violence, incest, marital rape and female infanticide.

States’ responsibility must also include working to build a criminal justice system that is sensitive to gender and rooted in human rights principles. Advances at the

normative level can be undermined by the entrenched attitudes and bias that pervade many law enforcement and criminal justice systems. Changes at this level are all the more important since enforcement of the law can function as a powerful deterrent to perpetrators.

#### 4. Culture, Universality and Human Rights

As the human rights focus on ending violence against women has taken hold, tensions have developed between defenders of the universality of human rights and proponents of cultural relativism. Cultural relativists have questioned the overall relevance of the human rights framework for addressing the subordination of women, claiming that some traditions are central to people’s cultural history and must be respected. The issue is not a new one. Time and again, cultural arguments have been used to justify practices that are detrimental to women or that reinforce oppression. The struggle has become a topic of concern both in the United Nations and in many individual nations. The Special Rapporteur on violence against women has observed that very few States feel that they can publicly declare human rights irrelevant to the conduct of their societies in

general, and that “it is only with regard to women’s rights, those rights that affect the practices in the family and the community, that the argument of cultural relativism is used.”<sup>132</sup>

Despite attacks by conservative and traditionalist forces, much of the strength of the women’s human rights movement comes from the fact that women from different regions, classes and cultures have all adopted human rights language and frameworks to articulate their demands for gender equality. Activists have pointed out that although traditional practices such as virginity tests, ‘crimes of honour’ and widowhood rites are specific to certain cultures and explicitly undermine women’s human rights, in all cultures violence persists because it is culturally acceptable. Around the world, most perpetrators of violence against women count on the fact that their community will not censure them for their behaviour.<sup>133</sup> Challenging this impunity and the almost universal acceptance of a culture of violence against women is central to diminishing the problem.

## 5. Intersectionality/Forms of Multiple Discrimination

Many aspects of violence against women are complicated by the intersection of gender oppression with factors such as race, ethnicity, age, caste, class, religion, culture, language, sexual orientation and immigrant or refugee status (see also p. 47). Women’s advocates are recognizing the importance of looking at this convergence of oppression in understanding violence against women. The Special Rapporteur on violence against women points out that trafficking in women flourishes in many developing countries precisely because of the compound effects of poverty, gender discrimination and lack of access to resources, that “are maintained through the collusion of the market, the State, the community and the family unit.”<sup>134</sup> In the developed countries that women migrate to in search of work or asylum, they are especially subject to abuse, being both poor and ‘outsiders’. Thus, the failure to look at all the factors that affect women’s lives can result in inappropriate policies and remedies.<sup>135</sup>

The concept of multiple discriminations is rooted in the principle of the indivisibility of rights: Civil, cultural, economic, political and social rights are equally important for the dignity of all human beings. The UNIFEM regional scans highlighted the importance of understanding these linkages, spelling out time and again that to bring about gender equality and to overcome gender-based violence, women must be able to exercise the full spectrum of rights. Often, awareness-raising programmes created by women — tribunals, hearings and story-telling — use this intersectional methodology, by showing how certain women are targeted for violence because of their race, ethnicity or other factors in addition to gender.

## **Not A Minute More**

Progress depends on the ability to build on experience, to learn from each effort, no matter what the outcome. UNIFEM has undertaken this report to help all those dedicated to ending violence against women gain knowledge of what has been achieved, and what remains to be done. The progress made to date will help to chart future directions. New laws and policies have been adopted, but because of systemic gender discrimination and deeply ingrained attitudes they require a host of other supportive measures in order to be effective. The gap between rhetoric and practice must be bridged. Unless states put the full weight of their moral, legal and economic power behind end-violence work, legislation and action plans will be mere window-dressing. Above all, governments must commit the resources necessary to make change possible. Interventions will not be effective until the level of resources matches the scale of the problem.

Over many years of work with governments, international agencies, NGOs and local activists, it has become clear that violence against women must be made both legally and culturally unacceptable if it is to be eliminated. Many of the policies that can help change laws and behaviours and attitudes have been identified. What we need now are the resources and programmes that women have a right to — nothing less. We need to expand proven strategies and develop new approaches so that women and men can turn hope into reality and truly live lives free of violence. We need to create a world where power and courage are honoured in both women and men, and where both have the opportunity to reach their full potential.

# Recommendations

V

iolence against women must be addressed in a comprehensive manner that recognizes women's right to live in dignity, free from discrimination and violence. Thus, eradicating violence against women requires a strong commitment to ending gender inequality, which is the source and breeding ground for violence against women and hinders many attempts to stop that violence.

Violence against women has gained recognition as a problem requiring a broad response by the state only in the last 25 years. In assessing the progress made in recent years, UNIFEM was struck by the profound changes that have occurred in perceptions about violence directed towards women. Nevertheless, women's lives and potential continue to be threatened by discrimination, inequality and gender-based violence.

Women's organizations have been the main engine bringing violence against women into the public eye and pressuring governments to honour their obligations under international law. These organizations were also the leaders in fashioning and delivering services to women survivors of violence, long before governments acknowledged their own responsibility. Even so, it is governments that have been entrusted with guaranteeing the well being of all citizens and with establishing the conditions in which women and men can realize their potential. Thus, national frameworks to prevent, punish and prosecute violence against women should be viewed as a fundamental component of the compact between those who hold the reins of power and their citizens.

Initiatives to stop violence against women must build on the international and regional standards and laws that have been developed in the last decades. The United Nations and regional bodies have played a fundamental role in setting the standards and encouraging governments to take action. Promoting and monitoring adherence to these treaties, laws and other protection mechanisms ensures their enforcement and makes officials accountable for the promises made to women in numerous forums. New laws should be formulated while existing ones should be reviewed with an eye to guaranteeing women's protection without limiting their fundamental rights and freedoms.

In order to move forward on this agenda, national and regional frameworks that seek to combat and prevent violence against women and provide services to survivors of violence must be developed and implemented. A sound national framework or action plan should include clear benchmarks and indicators as well as monitoring mechanisms

that are accountable to the legislative branch of government. All plans must be transparent so that the general public can have access to information on progress and implementation.

While we are only at the beginning of a long-term project of social change, there are several imperative areas for action in the coming years:

- 1) **Data Collection and Research.** National and international capacities to collect and analyze data to provide the evidence necessary to inform and fashion public policies must be strengthened. Research initiatives on the causes, consequences, costs of and remedies for violence against women, its extent and linkages to other forms of oppression such as race, ethnicity, economic status, occupation, or other factors must be encouraged. Improvements in this area should include plans to evaluate the effectiveness of programmes and strategies and to document lessons learned from local initiatives that may have potential for wider replication.
- 2) **Training.** The criminal justice system must institutionalize training opportunities for all those involved in the administration of justice. Judges, prosecutors, law enforcement personnel, forensic doctors and other state agents involved in the prosecution of crimes should receive this training before they are licensed to practice. In that regard, professional, technical and academic institutions should revise curricula and ensure that discussions of gender inequality are part of the training provided for all professionals.
- 3) **Prevention Strategies.** Prevention strategies and programmes are an essential component of national plans to stop violence against women. They should work at various levels and be aimed at women and men of all ages in schools and other educational institutions, the workplace and local communities.
- 4) **Public Awareness.** Campaigns should be directed both to the general public as well as to specific target groups: Women should be made aware of their rights, and men should learn about the legal and personal costs and consequences of abusive behaviour. Public awareness efforts should also focus on showing the devastating impact of violence against women at the individual and societal levels, including its lingering impact on future generations.
- 5) **Women's Economic and Political Empowerment.** Economic independence and political representation are essential markers of gender equality. Lack of economic independence is a powerful deterrent preventing women from leaving abusive relationships. Women's right to own property or land, to inheritance, to equal access to credit, to be fully employed and to receive equal remuneration for work equal in value to men's must be guaranteed. Equally, women's access to decision-making and political participation and representation are essential so that laws and policies reflect their interests and women can exercise their full rights as citizens.

- 6) **Men's Involvement and Responsibility.** Men's involvement in end-violence work holds great promise: Men working with other men leads to lower rates of recidivism among abusers and helps to prevent abuse from happening in the first place. Men's anti-violence networks that seek to affirm gender equality should be encouraged.
- 7) **Community-based Initiatives.** Community responses aimed at transforming prevailing traditional attitudes and norms are essential to ending impunity for violence against women. Communities should work in collaboration with law enforcement, social service providers and civil society organizations to create an environment that protects and helps realize women's rights.
- 8) **Leadership.** Leaders at all levels must speak up and join women in generating a momentum for ending violence against women. People in positions of visibility and leadership — whether local leaders, religious authorities, community organizers, politicians, or sports and entertainment figures — have a powerful impact when they lend their influence to helping shape new social attitudes and behaviours.
- 9) **Resources.** Recent analyses of national budgetary allocations have shown that the amount and range of resources available for ending violence against women remain vastly inadequate. Studies of the economic and social costs of violence against women further demonstrate the potential benefits of investing in women's security. To date, women's organizations have shouldered the bulk of the work. A new infusion of resources from governments, the international community and the private sector is necessary to establish and expand services for victims of violence, support awareness-raising and public education efforts and develop sustainable programmes in partnership with civil society.
- 10) **Partnerships.** Partnerships fostering information sharing and collaboration between and among entities concerned with ending violence against women, such as governments, NGOs, institutions, the private sector, academic and professional organizations, media and international agencies, are extremely important. Efforts to include new partners, such as national and international human rights organizations and cultural and community leaders, should be expanded.

## Notes

- <sup>1</sup> Parliamentary Assembly of the Council of Europe. 2002. *Recommendation on Domestic Violence*, 1582. Adopted 27 September 2002.
- <sup>2</sup> Centers for Disease Control and Prevention, National Center for Injury Prevention and Control. 2003. *Costs of Intimate Partner Violence Against Women in the United States*. Atlanta: Centers for Disease Control.
- <sup>3</sup> World Bank. 1993. *World Development Report 1993: Investing in Health*. New York: Oxford University Press.
- <sup>4</sup> Heise, L., M. Ellsberg and M. Gottemoeller. 1999. *Ending Violence Against Women*. Population Reports, Series L, No. 11. Baltimore: Johns Hopkins University School of Public Health, Population Information Program.
- <sup>5</sup> In keeping with the usage in the Protocol on the Rights of Women in Africa added to the African Charter on Human and Peoples' Rights, this report uses the term 'female genital mutilation' rather than 'female genital cutting'.
- <sup>6</sup> World Health Organization (WHO). 2002. *World Report on Violence and Health*. Geneva: World Health Organization; and Heise, Ellsberg and Gottemoeller. 1999.
- <sup>7</sup> United Nations Division for the Advancement of Women. 2001. *From Beijing to Beijing +5: Review and appraisal of the implementation of the Beijing Platform for Action*. New York: United Nations, pp. 13-14.
- <sup>8</sup> Carrillo, Roxanna. 1992. *Battered Dreams: Violence Against Women as an Obstacle to Development*. New York: UNIFEM.
- <sup>9</sup> Spindel, Cheywa, Elisa Levy and Melissa Connor. 2000. *With an End in Sight: Strategies from the UNIFEM Trust Fund to Eliminate Violence Against Women*. New York: UNIFEM.
- <sup>10</sup> *Beijing Platform for Action*, Fourth World Conference on Women, Beijing, China, 4-15 September 1995, Para. 112.
- <sup>11</sup> Many of the examples of projects designed to end violence against women described in this report have received support from UNIFEM as well as several other UN agencies, including the United Nations Population Fund (UNFPA), the United Nations Development Programme (UNDP), the Joint United Nations Programme on HIV/AIDS (UNAIDS) and the United Nations Children's Fund (UNICEF).
- <sup>12</sup> The doctrine of *due diligence* in cases of acts of violence carried out by private individuals is further elaborated in the Velásquez Rodríguez Judgement of 29 July 1988, Inter-American Court of Human Rights (Ser. C) no. 4, paras. 174-5. See [www1.umn.edu/humanrts/iachr/b\\_11\\_12d.htm](http://www1.umn.edu/humanrts/iachr/b_11_12d.htm) (site visited 9 September 2003).
- <sup>13</sup> See Bunch, Charlotte and Niamh Reilly. 1994. *Demanding Accountability: The Global Campaign and Vienna Tribunal for Women's Human Rights*. New Brunswick, NJ: Center for Women's Global Leadership and New York: UNIFEM.
- <sup>14</sup> *Declaration on the Elimination of Violence Against Women*. A/RES/48/104, adopted by the UN General Assembly 20 December 1993.
- <sup>15</sup> Coomaraswamy, Radhika and Lisa Kois. 1999. "Violence Against Women" in Askin, K. D. and D. M. Koening, eds. *Women and International Human Rights Law*. Vol. 1. New York: Transnational Publishers, p. 177.
- <sup>16</sup> *Declaration on the Elimination of Violence Against Women*, Articles 1 and 2.
- <sup>17</sup> Coomaraswamy. 1994. "Further Promotion and Encouragement of Human Rights and Fundamental Freedoms, including the Question of the Programme and Methods of Work of the Commission: Alternative Approaches and Ways and Means within the United Nations System for Improving the Effective Enjoyment of Human Rights and Fundamental Freedoms." Preliminary report submitted by the Special Rapporteur on violence against women. E/CN.4/1995/42, para. 57. 22 November 1994.

- <sup>18</sup> Coomaraswamy. 2003. "Integration of the Human Rights of Women and the Gender Perspective: Violence Against Women." Report of the Special Rapporteur on violence against women. E/CN.4/2003/75, para. 63. 6 January.
- <sup>19</sup> See CEDAW Committee General Recommendation 19 on Violence Against Women (11<sup>th</sup> session, 1992). Full text available at [www.un.org/womenwatch/daw/cedaw/recomm.htm](http://www.un.org/womenwatch/daw/cedaw/recomm.htm) (site visited 9 September 2003).
- <sup>20</sup> Landsberg-Lewis, Ilana, ed. 1998. *Bringing Equality Home: Implementing the Convention on the Elimination of All Forms of Discrimination against Women*. New York: UNIFEM, pp. 18-19.
- <sup>21</sup> United Nations International Conference on Population and Development (ICPD) 5-13 September 1994, Cairo, Egypt.
- <sup>22</sup> Inter-American Commission of Women. "Status of Signing and Ratification of the Convention Belém do Pará." [www.oas.org](http://www.oas.org) (site visited 23 September 2003).
- <sup>23</sup> Amnesty International. Mexico: *Intolerable killings - Ten years of abductions and murders in Ciudad Juárez and Chihuahua*. AI Index: AMR 41/026/2003.
- <sup>24</sup> For examples, see Media/Materials Clearinghouse at the Johns Hopkins University Center for Communication Programs and UNIFEM. 2001. *Picturing a Life Free of Violence: Media and Communications Strategies to End Violence Against Women*. New York: UNIFEM.
- <sup>25</sup> See the Center for Women's Global Leadership, Rutgers University's website at [www.cwgl.rutgers.edu](http://www.cwgl.rutgers.edu)
- <sup>26</sup> UNIFEM. 2002a. Report to the United Nations Foundation for International Partnerships on the project "Shaping a World Free from Gender-based Violence: Telling the Stories, Working for Change."
- <sup>27</sup> Adapted from Spindel, Levy and Connor. 2000, pp. 43-52.
- <sup>28</sup> UNIFEM. 2003. *Making a Difference: Strategic Communications to End Violence Against Women*. New York: UNIFEM, p. 1.
- <sup>29</sup> European Union. 1997. "Report on the need to establish a European Union wide campaign for zero tolerance of violence against women", Committee on Women's Rights A4-0250/97, 16 July.
- <sup>30</sup> CERIGUA Weekly Briefs. "Violence against Women on Trial." Number 48, 10 December 1998.
- <sup>31</sup> UNIFEM. 2002b. "Violence against Women in Latin America and the Caribbean 1990-2000: Assessment of a Decade." Regional scan prepared by Elizabeth Guerrero-Caviedes, pp. 3, 7.
- <sup>32</sup> National Highway Traffic Safety Commission, United States Department of Transportation. "Presidential Initiative for Increasing Seat Belt Use Nationwide: Recommendations from the Secretary of Transportation." [www.nhtsa.dot.gov/people/injury/airbags/presbelt/index.html](http://www.nhtsa.dot.gov/people/injury/airbags/presbelt/index.html) (site visited 23 September 2003).
- <sup>33</sup> Asian Legal Resource Centre. Statement submitted to the Commission on Human Rights. E/CN.4/2001/NGO/72. 30 January 2001.
- <sup>34</sup> Coomaraswamy. 2003, para. 17.
- <sup>35</sup> Inter-American Commission on Women. [www.oas.org](http://www.oas.org) (site visited 23 September 2003).
- <sup>36</sup> United Nations Division for the Advancement of Women. 2001. *From Beijing to Beijing +5*, p. 95.
- <sup>37</sup> Coomaraswamy. 2003. Addendum 1. E/CN.4/2003/75/Add.1, para. 1275. 27 February. In the case of María Eugenia Morales de Sierra, the State of Guatemala adopted a series of reforms to the Civil Code: "Article 109, which had authorized the husband to represent the marital union, was reformed to provide that such representation corresponds equally to both spouses. Article 110, which had attributed to the wife the special duty to care for the home and children, was modified to provide that both spouses have the duty to care for minor children. Article 115, which had indicated the exceptional circumstances under which a wife was permitted to represent the union, was amended to provide that in case of a disagreement between spouses as to such representation, a family judge shall decide on the basis of the conduct of each partner. Article 131, which had authorized the husband to administer marital property, was reformed to provide that both spouses may administer such property, either jointly or separately; and article 255, which had attributed similar authority to the husband with respect to the representation of children and their property, was modified to provide that both parents shall exercise this authority, either jointly or separately.

Three articles were repealed: 113, which had permitted a wife to pursue work outside the home only if this did not prejudice her role as wife and mother; 114, which had authorized a husband to oppose his wife's activities outside the home, as long as he provided for the household and his reasons were justified; and 133, which had specified the exceptional circumstances under which a wife was permitted to administer marital property." See also Report No. 4/01, Case 11.625, *Annual Report of the IACMR 2000*, OEA/Ser.L/V/II.111, Doc. 7 rev., 16 April 2001, ch. III. Report No. 28/98, *Annual Report of the IACMR 1997*, OEA/Ser.L/V/II.98, Doc. 7, rev. 13 April 1998, ch.III.

<sup>38</sup> Coomaraswamy. seminar for UNIFEM staff members, May 2003.

<sup>39</sup> Ibid.

<sup>40</sup> UNIFEM. 2002c. "Ending Violence Against Women: Regional Scan for East and South-East Asia." Prepared by Nikki Jecks, pp. 14-15.

<sup>41</sup> United Nations Division for the Advancement of Women. 2001. *From Beijing to Beijing +5*, pp. 95-96.

<sup>42</sup> Coomaraswamy. 2003. Addendum 1, paras. 828 and 1019.

<sup>43</sup> Coomaraswamy. 2002. "There is No Special Season for Violence" (unpublished paper commissioned by UNIFEM).

<sup>44</sup> UNIFEM. 2002b, p. 28.

<sup>45</sup> The three nations are Bangladesh, Sweden and the United States, based on information received as of August 2003.

<sup>46</sup> Schuler, Margaret. 1992. "Violence Against Women: An International Perspective" in Schuler, ed., *Freedom from Violence: Women's Strategies from Around the World*. New York: UNIFEM/OEFA International, pp. 1-45.

<sup>47</sup> Coomaraswamy. 2003. Addendum 1, paras. 123, 230 and 2063.

<sup>48</sup> Kennedy-Bergen, Raquel. 1999. "Marital Rape." St. Joseph's University, Department of Sociology, Philadelphia, Pennsylvania.

<sup>49</sup> Coomaraswamy. 2003. Addendum 1, para. 810.

<sup>50</sup> Ibid. para. 826.

<sup>51</sup> Ibid. para. 835.

<sup>52</sup> Adapted from Spindel, Levy and Connor. 2000, pp. 69-79.

<sup>53</sup> Inter-American Human Rights Commission, Organization of American States. 1999. "Report on the Status of Human Rights in Dominican Republic." OEA/Ser.L/V/II/104, Doc. 49, rev. 1, paras. 384 and 372.

<sup>54</sup> Sakshi. 1996. "Gender and Judges: A Judicial Point of View." New Delhi: Sakshi, pp. 27-28.

<sup>55</sup> Shaver, Katherine and Craig Whitlock. 2000. "Officials, Activists Deplore Remark by Montgomery Judge: 'Takes Two to Tango' Called Ill-Advised." *Washington Post*. 6 January, p. B1.

<sup>56</sup> Coomaraswamy. 2002.

<sup>57</sup> International Centre for Criminal Law Reform and Criminal Justice Policy. 1999. *Model Strategies and Practical Measures on the Elimination of Violence Against Women in the Field of Crime Prevention and Criminal Justice: Resource Manual*. Vancouver: International Centre for Criminal Law Reform and Criminal Justice Policy, p. 72

<sup>58</sup> Benninger-Budel, Carin and Joanna Bourke-Martignoni. 2003. *Violence Against Women: 10 Reports*. Geneva: OMCT, pp. 26, 60-61. See also Coomaraswamy. 2003. Addendum 1, paras. 1949 and 1967.

<sup>59</sup> UNIFEM. 2002d. "Violence Against Women in the Arab World." Regional scan, pp. 11.

<sup>60</sup> Coomaraswamy. 2002.

<sup>61</sup> Coomaraswamy. 2003. Addendum 1, para. 1017.

<sup>62</sup> Ibid., para. 1820.

<sup>63</sup> Ibid., para. 117.

<sup>64</sup> UNICEF. 2001. "Early Marriage: Child Spouses" in *Innocenti Digest*, No. 7 March 2001, p. 7.

<sup>65</sup> Office of the United Nations High Commissioner for Human Rights. 2000. "Concluding Observations of the Committee on the Rights of the Child: Suriname," CRC/C15/Add.130, para 21. 28 June.

- <sup>66</sup> Coomaraswamy. 2003. Addendum 1, para. 2061.
- <sup>67</sup> UNIFEM. 2002f. "Regional Scan on Ending Violence Against Women: Central and Eastern Europe and the Commonwealth of Independent States (CEE/CIS)." Prepared by Minnesota Advocates for Human Rights, p. 5.
- <sup>68</sup> Van Bueren, G. 2001. *Child Sexual Exploitation and the Law*. pp. 11-12. cited in UNIFEM.
- <sup>69</sup> 2002g. "UNIFEM Pacific Regional Scan: Ending Violence Against Women and Girls." Prepared by Avega Bishop and Sue Finucane, p.13.
- <sup>70</sup> UNIFEM. 2002g, pp.13-14.
- <sup>71</sup> Jalal, I. 1998. *Law for Pacific Women — A Legal Rights Handbook*, pp. 40, 43. cited in UNIFEM. 2002g
- <sup>72</sup> Althaus, Frances A. 1997. "Female Circumcision: Rite of Passage or Violation of Rights?" in *International Family Planning Perspectives*, Vol. 23, No. 3, pp. 130-133, September.
- <sup>73</sup> See Spindel, Levy and Connor 2000, pp. 23-33.
- <sup>74</sup> See [www.tostan.org](http://www.tostan.org) and Coomaraswamy. 2003. Addendum 1, para. 486.
- <sup>75</sup> Zimmerman, K. 1995. *Plates in a Basket Will Rattle: Domestic Violence in Cambodia, A Summary*. Phnom Penh: Project Against Domestic Violence, p. 137.
- <sup>76</sup> United Nations Division for the Advancement of Women. 2001. *From Beijing to Beijing +5*, p. 13.
- <sup>77</sup> Ellsberg, Mary and Carme Clavel Arcas. 2001. "Review of PAHO's Project: Towards an Integrated Model of Care for Family Violence in Central America." Final Report Executive Summary prepared for the Pan-American Health Organization. [www.paho.org/english/hdp/hdw/lessonssummary.pdf](http://www.paho.org/english/hdp/hdw/lessonssummary.pdf) (site visited 9 September 2003).
- <sup>78</sup> UNIFEM. 2002b, p. 27.
- <sup>79</sup> Council of Europe. 2002. *Legislation in the Member States of the Council of Europe in the Field of Violence Against Women*, EG (2001) 3 rev., Vol. 1, pp. 98-99.
- <sup>80</sup> UNIFEM. 2002d, p. 16.
- <sup>81</sup> Touimi-Benjelloun, Zineb. UNIFEM Gender Adviser for North Africa. personal communication.
- <sup>82</sup> UNIFEM 2002h. "Evaluation of Programmes for the Elimination of Violence Against Women: Cameroon, Côte d'Ivoire, Democratic Republic of Congo, Mali, Senegal." Regional scan prepared by Amsatou Sow Sidibe, p. 20.
- <sup>83</sup> See [www.unifem-eseasia.org/Resources/EVAWmaterial/VAW-NGO/malaysia.htm](http://www.unifem-eseasia.org/Resources/EVAWmaterial/VAW-NGO/malaysia.htm) (sited visited 9 September 2003).
- <sup>84</sup> European Women's Lobby. 2001. "Towards a common European framework to monitor progress in combating violence against women. Proposals for a policy framework and indicators and case studies of models of good practice." See [www.womenlobby.org](http://www.womenlobby.org).
- <sup>85</sup> UNIFEM. 2002b, p. 31.
- <sup>86</sup> Ibid., p. 82.
- <sup>87</sup> UNIFEM. 2002c, p. 13.
- <sup>88</sup> Amnesty International. 2003. *Turkey — End Sexual Violence Against Women in Custody!* AI INDEX: EUR 44/006/2003. [www.amnesty.org](http://www.amnesty.org) (site visited 23 September 2003).
- <sup>89</sup> The Lawyers Collective. Women's Rights Initiative, July 2002, as cited in Coomaraswamy. 2003. Addendum 1, para. 2160.
- <sup>90</sup> UNIFEM. 2002i. "Pakistan: National Scan on Violence Against Women." Prepared by Yasmin Zaidi, p. 17.
- <sup>91</sup> Domestic Abuse Intervention Project, Duluth, Minnesota, US [mpdi.ipharos.com/documents/daipccr3.htm](http://mpdi.ipharos.com/documents/daipccr3.htm) (site visited 9 September 2003).
- <sup>92</sup> Heise, Ellsberg, and Gottemoeller. 1999, p. 4.
- <sup>93</sup> Tharan, C. 1999. "Violence against Women: A Key Reproductive Health Problem" in *Feedback*, Vol. 25, No. 1-2, pp 1-4. Cited in UNIFEM. 2002c, p. 7.
- <sup>94</sup> Cambodian Ministry of Women and Veterans Affairs. 1998. "Report of the Household Survey on Domestic Violence in Cambodia." Cited in United Nations Population Fund (UNFPA) Country Technical Services Team for East and South-East Asia. 2001. "Violence Against

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- <sup>94</sup> In 2001, the government amended Article 340 of the Penal Code so that men who murder their wives or female relatives on grounds of adultery are no longer exempted from penalty. However, the penalty can be reduced for a man or a woman who finds his/her spouse in an ‘adulterous situation’. Article 98, which reduces penalties for crimes committed in a ‘fit of rage’, remains in effect. (*Amnesty International Report 2002*.)
- <sup>95</sup> UNIFEM. 2002j. “Literature Review – Causes of Violence Against Women.” Unpublished paper prepared by Lee Waldorf.
- <sup>96</sup> See, for example, Heise, Ellsberg, and Gottemoeller. 1999; and Harway, Michele and James M. O’Neill. 1999. “Introduction” in Harway and O’Neill, eds. *What Causes Men to be Violent Against Women?* Thousand Oaks, California: Sage Publications Inc.
- <sup>97</sup> Adapted from Collectif 95 Maghreb Egalité surveys by Zineb Touimi-Benjelloun, UNIFEM Gender Adviser for North Africa.
- <sup>98</sup> Burton, Barbara, Nata Duvvury and Nisha Varla. 2000. *Justice, Change, and Human Rights: International Research and Responses to Domestic Violence*. Washington, D.C.: International Center for Research on Women and the Center for Development and Population Activities, p. 14.
- <sup>99</sup> The International Crime Victims Survey is conducted with the assistance of the UN Interregional Crime and Justice Research Institute, the Ministry of Justice of the Netherlands, and the Home Office of the United Kingdom. See [www.unicri.it/ivaws.htm](http://www.unicri.it/ivaws.htm).
- <sup>100</sup> Economic Commission for Latin America and the Caribbean (ECLAC). 2002. “Report of the International Meeting on Gender Statistics and Indicators for Measuring the Incidence of and Trends in Violence Against Women in Latin America and the Caribbean.” Meeting held in La Paz, Bolivia, 21-23 November 2001.
- <sup>101</sup> See [www.who.int/gender/violence/multicountry](http://www.who.int/gender/violence/multicountry) (site visited 9 September 2003).
- <sup>102</sup> ICRW. 2003. *How to make the law work? Budgetary Implications of Domestic Violence Policies in Latin America*. Washington, DC: ICRW, July.
- <sup>103</sup> Budlender, Debbie and Guy Hewitt. 2002. *Gender Budgets Make More Cents: Country Studies and Best Practices*. London: Commonwealth Secretariat.
- <sup>104</sup> See, for example, Buvinic, Mayra, Andrew Morrison and Michael Shifter. 1999. *Violence in Latin America and the Caribbean: A Framework for Action*, Technical Study. Washington, D.C.: Inter-American Development Bank; and Carrillo. 1992. *Battered Dreams*.
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- <sup>106</sup> Buvinic, Morrison and Shifter. 1999, pp. 13-14.
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## List of Acronyms

APROFES	Association for the Advancement of Senegalese Women
ASEAN	Association of South East Asian Nations
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women (also known as the Women's Convention)
CEDAW Committee	Committee on the Elimination of Discrimination against Women
CEE/CIS	Central and Eastern Europe and the Commonwealth of Independent States
CHANGE	Center for Health and Gender Equity
CWCS	Centre for Women and Children's Studies
CWGL	Center for Women's Global Leadership
ECLAC	Economic Commission for Latin America and the Caribbean
ECOWAS	Economic Community of West African States
EU	European Union
FAO	Food and Agriculture Organization of the United Nations
FGM	Female genital mutilation
GNP	Gross national product
IAHCR	Inter-American Commission on Human Rights
ICC	International Criminal Court
ICRW	International Center for Research on Women
ICTs	Information and communication technologies
ICVS	International Crime Victims Survey
ILANUD	United Nations Latin American Institute for Crime Prevention and the Treatment of Offenders
ILO	International Labour Organization
INSTRAW	United Nations International Training and Research Institute for the Advancement of Women
NGO	Non-governmental organization
OHCHR	Office of the United Nations High Commissioner for Human Rights
PAHO	Pan-American Health Organization
SAARC	South Asian Association for Regional Cooperation
SADC	Southern African Development Community
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UN-HABITAT	United Nations Human Settlements Programme
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNICRI	United Nations Interregional Crime and Justice Research Institute
UNIFEM	United Nations Development Fund for Women
WBI	Women's Budget Initiative
WCLAC	Women's Centre for Legal Aid and Counselling
WHO	World Health Organization
WOM	Women's Organization of Moldova

## Notes on Table of Worldwide Legislation on Violence Against Women

1. This table identifies the specific legislative provisions concerning VAW around the world. Laws can prohibit VAW in the following ways:
  - Through specific legislation (i.e. an Act dealing with sexual harassment or a VAW Act that covers many forms of VAW).
  - Through non-specific legislation that contains specific provisions dealing with VAW (i.e. a Penal Code with specific provisions on rape).
  - Through non-specific legislation that contains provisions that could be used to address VAW (i.e. a Penal Code with provisions for assault that could be used to prosecute rape).
2. This table marks only the first two ways. Criminal legislation such as the penal or criminal code of almost every country prohibits assault in some form and could be used to prosecute any case of violence against women, given a conducive legal environment, skilled lawyers and a receptive judiciary. In some countries general assault provisions have been proven inadequate to address the widespread violence against women that exists, whereas in others (e.g. Finland) general assault legislation is used to successfully address all cases of VAW.
3. A zero (0) denotes either that information was not readily available or that legislation does not exist.
4. Where legislation — specific or non-specific — is 'being planned, drafted, reviewed or revised,' this is not necessarily an indication that no laws currently exist. In some cases, existing provisions are being augmented or amended.
5. Where there is both specific and non-specific legislation covering a form of VAW, only the specific legislation is indicated.
6. Where specific legislation exists to address VAW, this does not necessarily indicate: that a country has a lower or higher incidence rate of VAW; that fewer or a greater number of cases are reported or prosecuted; or that the country has a better or worse legal system for addressing concerns of VAW.
7. The existence, or lack of, comprehensive legislation dealing with VAW does not necessarily indicate that the socio-cultural attitudes of the population are prohibitive of VAW. Prohibiting VAW in law should only be one component of a comprehensive strategy for reducing VAW worldwide. Another component might be a government action plan. There are many other vital components that have not been included here.
8. Where specific or non-specific legislative provisions exist that deal with VAW, this does not indicate that they are implemented or enforced effectively. Most cases of VAW worldwide go unreported, and those that are reported do not necessarily result in successful prosecutions.
9. The category 'sexual assault' covers various forms of rape and sexual assault. The structure of the table means that if legislation exists to deal with one form of sexual assault, then a mark will show against the whole category. There might be legislation dealing with strictly defined forms of rape but not other forms of sexual assault.
10. In many countries customary law, communal law, religious law (such as Shari'a) or cultural prohibitions are used to prohibit and address cases of VAW. These laws and practices have not been tabulated here; they may be equally, more or less effective than formal legislation.
11. The category 'marital rape' indicates only those countries where marital rape has been criminalized. Rape laws may cover rape de jure, but not de facto. In other cases there are no explicit exemptions of wives from statutory law that prohibits or punishes forms of violence and sexual assault and so it may be used to prosecute husbands (See CHANGE 2002).
12. Legislation on trafficking in human beings is not included in this table. Many countries have provisions in criminal legislation that address or could be used to prosecute certain aspects of trafficking, such as kidnapping, slavery, illegal transport of persons across borders for purposes of prostitution, etc. Such legislation may be limited to trafficking for purposes of prostitution or may take a more holistic approach to the issue, providing for public awareness and legal rights for women who have been trafficked. Countries that have specific legislation include, among others, Bulgaria, Cambodia, Cyprus, Ireland, Romania, Sweden and the United States.

# Appendix 1

## LEGISLATION ON VIOLENCE AGAINST WOMEN BY COUNTRY

Region	Country*	Domestic Violence	Rape & Sexual Assault	Sexual Harassment	FGM	Marital Rape
Africa	ANGOLA	0	2	2	0	0
	BENIN	0	2	0	4	0
	BOTSWANA	0	1	1	0	0
	BURKINA FASO	0	2	2	2	0
	BURUNDI	0	2	0	0	0
	CAMEROON	0	2	0	0	0
	CAPE VERDE	0	2	0	0	0
	CENTRAL AFRICAN REPUBLIC	2	0	0	0	0
	CHAD	2	2	0	2	0
	COMOROS	0	0	0	0	0
	CONGO	0	2	0	0	0
	CÔTE D'IVOIRE	0	2	1	1	0
	DEMOCRATIC REPUBLIC OF CONGO	0	2	0	0	0
	DJIBOUTI	0	2	0	2	0
	EQUATORIAL GUINEA	0	0	0	0	0
	ERITREA	2	2	0	0	0
	ETHIOPIA	0	2	0	3	0
	GABON	0	0	0	0	0
	GAMBIA	2	2	0	2	2
	GHANA	4	2	0	1	0
	GUINEA	2	2	0	2	0
	GUINEA-BISSEAU	0	0	0	0	0
	KENYA	1	2	2	1	0
	LESOTHO	2	2	2	0	0
	LIBERIA	0	0	0	0	0
	MADAGASCAR	0	2	0	0	0
	MALAWI	0	0	0	0	0
	MALI	0	2	0	0	0
	MAURITANIA	2	2	0	0	2
	MAURITIUS	1	0	2	0	0
	MOZAMBIQUE	0	2	0	0	0
	NAMIBIA	4	1	0	0	2
	NIGER	0	0	0	1	0
	NIGERIA	0	2	0	4	0
	RWANDA	0	0	0	0	0
	SAO TOME AND PRINCIPE	2	2	0	0	0

### KEY

- 0=No provisions or unknown
- 1=Specific legislation
- 2=Non-specific legislation
- 3=Non-specific legislation, being planned, drafted or reviewed
- 4=Specific legislation, being planned, drafted or reviewed

\* Also includes Taiwan and Puerto Rico

Region	Country*	Domestic Violence	Rape & Sexual Assault	Sexual Harassment	FGM	Marital Rape
	SENEGAL	2	2	2	1	0
	SEYCHELLES	1	2	0	0	2
	SIERRA LEONE	0	2	0	0	0
	SOMALIA	0	2	0	2	0
	SOUTH AFRICA	1	2	0	2	1
	SUDAN	0	2	0	2	0
	SWAZILAND	2	0	0	0	0
	TOGO	0	2	0	2	0
	UGANDA	0	2	0	0	0
	UNITED REPUBLIC OF TANZANIA	2	2	2	2	0
	ZAMBIA	0	2	0	0	0
	ZIMBABWE	0	1	0	0	1
Arab States	ALGERIA	0	2	0	0	0
	BAHRAIN	0	2	0	0	0
	EGYPT	0	2	0	0	0
	IRAQ	0	0	0	0	0
	JORDAN	2	2	2	0	0
	KUWAIT	2	2	0	0	0
	LEBANON	0	2	0	0	0
	LIBYAN ARAB JAMAHIRIYA	0	0	0	0	0
	MOROCCO	2	2	2	0	0
	OMAN	0	2	0	0	0
	QATAR	0	2	0	0	0
	SAUDI ARABIA	0	0	0	0	0
	SYRIAN ARAB REPUBLIC	0	2	2	0	0
	TUNISIA	2	2	2	0	0
	UNITED ARAB EMIRATES	0	0	2	0	0
	YEMEN	0	2	0	0	0
Asia and the Pacific	AFGHANISTAN	0	0	0	0	0
	BANGLADESH	2	1	1	0	0
	BHUTAN	0	1	0	0	2
	BRUNEI DARUSSALAM	2	0	0	0	0
	CAMBODIA	4	2	0	0	0
	CHINA	4	2	0	0	0
	DEMOCRATIC PEOPLE'S REPUBLIC OF KOREA	0	0	0	0	0
	FIJI	0	2	0	0	0
	INDIA	4	2	2	0	0
	INDONESIA	4	4	0	0	0

Region	Country*	Domestic Violence	Rape & Sexual Assault	Sexual Harassment	FGM	Marital Rape
	IRAN (ISLAMIC REPUBLIC OF)	0	0	0	0	0
	KIRIBATI	0	0	0	0	0
	LAO PEOPLE'S DEMOCRATIC REPUBLIC	4	2	0	0	0
	MALAYSIA	1	2	0	0	0
	MALDIVES	4	0	0	0	0
	MARSHALL ISLANDS	0	0	0	0	0
	MICRONESIA (FEDERATED STATES OF)	0	0	0	0	0
	MONGOLIA	4	2	0	0	0
	MYANMAR	0	2	0	0	0
	NAURU	0	0	0	0	0
	NEPAL	4	2	0	0	2
	PAKISTAN	2	2	0	0	0
	PALAU	0	2	0	0	2
	PAPUA NEW GUINEA	0	2	0	0	0
	PHILIPPINES	4	1	1	0	1
	REPUBLIC OF KOREA	1	2	2	0	0
	SAMOA	0	0	0	0	0
	SINGAPORE	2	2	0	0	0
	SOLOMON ISLANDS	0	0	0	0	0
	SRI LANKA	4	2	2	0	2
	TAIWAN	1	2	2	0	2
	THAILAND	4	2	2	0	3
	TIMOR-LESTE	4	0	0	0	0
	TONGA	0	0	0	0	0
	TUVALU	0	0	0	0	0
	VANUATU	0	0	0	0	0
	VIET NAM	0	2	0	0	0
Eastern Europe and the CIS	ALBANIA	0	2	0	0	0
	ARMENIA	0	2	0	0	0
	AZERBAIJAN	0	2	0	0	0
	BELARUS	2	2	0	0	2
	BOSNIA & HERZEGOVINA	2	2	0	0	2
	BULGARIA	4	2	2	0	2
	CROATIA	2	2	2	0	2
	CZECH REPUBLIC	3	2	2	0	2
	ESTONIA	2	2	4	0	2
	GEORGIA	0	2	0	0	2
	HUNGARY	2	2	0	0	2
	KAZAKHSTAN	2	2	2	0	0

Region	Country*	Domestic Violence	Rape & Sexual Assault	Sexual Harassment	FGM	Marital Rape
	KYRGYZSTAN	4	2	0	0	0
	LATVIA	0	2	0	0	0
	LITHUANIA	0	2	2	0	0
	POLAND	2	2	2	0	2
	REPUBLIC OF MOLDOVA	4	2	0	0	0
	ROMANIA	2	2	4	0	0
	RUSSIAN FEDERATION	2	2	2	0	2
	SERBIA AND MONTENEGRO	0	2	0	0	0
	SLOVAKIA	2	3	0	0	0
	SLOVENIA	0	2	0	0	2
	TAJIKISTAN	0	2	2	0	0
	THE FORMER YUGOSLAV REPUBLIC OF MACEDONIA	0	2	2	0	0
	TURKEY	1	2	0	0	0
	TURKMENISTAN	0	2	0	0	0
	UKRAINE	1	2	0	0	0
	UZBEKISTAN	0	2	0	0	0
Latin America and the Caribbean	ANTIGUA & BARBUDA	1	1	2	0	2
	ARGENTINA	1	2	4	0	0
	BAHAMAS	1	1	0	0	0
	BARBADOS	1	1	4	0	0
	BELIZE	1	1	1	0	2
	BOLIVIA	1	2	0	0	0
	BRAZIL	4	2	0	0	0
	CHILE	1	2	0	0	0
	COLOMBIA	1	1	0	0	0
	COSTA RICA	1	0	1	0	0
	CUBA	0	2	2	0	0
	DOMINICA	1	1	0	0	0
	DOMINICAN REPUBLIC	2	2	0	0	0
	ECUADOR	1	2	2	0	2
	EL SALVADOR	1	2	2	0	0
	GRENADA	1	0	0	0	0
	GUATEMALA	1	0	0	0	0
	GUYANA	1	0	0	0	0
	HAITI	4	4	0	0	0
	HONDURAS	1	0	0	0	0
	JAMAICA	1	0	0	0	0
	MEXICO	1	2	2	0	2

Region	Country*	Domestic Violence	Rape & Sexual Assault	Sexual Harassment	FGM	Marital Rape
	NICARAGUA	2	2	0	0	0
	PANAMA	1	2	2	0	0
	PARAGUAY	1	2	2	0	0
	PERU	1	2	0	0	2
	PUERTO RICO	1	2	0	0	0
	SAINT KITTS & NEVIS	1	0	0	0	0
	SAINT LUCIA	1	0	0	0	0
	SAINT VINCENT & THE GRENADINES	1	2	0	0	0
	SURINAME	0	0	0	0	0
	TRINIDAD & TOBAGO	1	1	0	0	0
	URUGUAY	1	2	0	0	0
	VENEZUELA	1	0	2	0	2
Western Europe and others	ANDORRA	0	2	0	0	0
	AUSTRALIA	2	2	0	0	2
	AUSTRIA	1	2	2	2	2
	BELGIUM	2	2	1	2	2
	CANADA	2	2	2	2	2
	CYPRUS	1	2	0	0	1
	DENMARK	2	2	2	2	2
	FINLAND	2	2	0	0	2
	FRANCE	2	2	2	2	2
	GERMANY	2	2	1	0	2
	GREECE	4	2	2	0	0
	ICELAND	0	2	2	0	2
	IRELAND	1	2	2	0	2
	ISRAEL	1	2	1	0	0
	ITALY	4	2	4	0	2
	JAPAN	1	0	0	0	0
	LIECHTENSTEIN	2	2	2	0	2
	LUXEMBOURG	0	2	1	0	0
	MALTA	3	2	0	0	0
	MONACO	2	0	0	0	0
	NETHERLANDS	2	2	1	0	0
	NEW ZEALAND	1	0	1	2	0
	NORWAY	2	2	2	1	2
	PORTUGAL	2	2	2	0	2
	SAN MARINO	0	0	0	0	0
	SPAIN	2	2	2	0	2
	SWEDEN	1	1	1	1	1
	SWITZERLAND	2	2	2	0	2
	UNITED KINGDOM OF GREAT BRITAIN AND NORTHERN IRELAND	2	1	1	1	2
	UNITED STATES OF AMERICA	1	1	0	1	2

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## Appendix 2

### SELECTED INDICATORS ON VIOLENCE AGAINST WOMEN

United Nations Economic Commission for Latin America and the Caribbean (ECLAC) ECLAC has been working in collaboration with UN Agencies, national statistical offices, national women's bureaus and regional experts to develop an integrated and flexible system of gender indicators to monitor progress on implementing the Beijing Platform for Action. Among other activities, UNIFEM is supporting work on indicators for two emerging issues: violence against women and poverty. The following minimum set of indicators for measuring the magnitude and dimensions of violence against women are from the Technical Assistance Guide for the Production and Use of Gender Indicators to be published by ECLAC as part of this inter-agency effort.

#### Proposed Indicators of Violence Against Women by Intimate Partners

Indicators	Measure	Disaggregation
Rate of violence	Number of women between 15 and 65 years of age who are victims of violence (physical, sexual, psychological) by a current or former intimate partner in the last year, divided by the total number of women in this age group, multiplied by 100	<i>Geographic Area</i> <ul style="list-style-type: none"><li>• Rate of violence in urban areas</li><li>• Rate of violence in rural areas</li></ul> <i>Household economic level</i> <ul style="list-style-type: none"><li>• Rate of violence in households living in poverty</li><li>• Rate of violence in households not living in poverty</li></ul> <i>Age groups (of women)</i> <ul style="list-style-type: none"><li>• Rate of violence according to the following age groups: 15-19, 20-29, 33-39, 40-49, 50-65</li></ul> <i>Employment status</i> <ul style="list-style-type: none"><li>• Rate of violence against women in paid employment</li><li>• Rate of violence against women in unpaid domestic work</li></ul> <i>Education level</i> <ul style="list-style-type: none"><li>• No education, primary education, secondary education, higher education</li></ul> <i>Pregnancy</i> <ul style="list-style-type: none"><li>• Rate of violence against pregnant women</li><li>• Rate of violence against women who are not pregnant</li></ul> <i>Ethnicity and race</i> <ul style="list-style-type: none"><li>• Rate of violence against women by ethnicity/race</li></ul> <i>Relationship with the perpetrator</i> <ul style="list-style-type: none"><li>• Rate of violence against married women</li><li>• Rate of violence against single women who live with a partner</li><li>• Rate of violence against women who are separated</li></ul>
Rate of physical violence	Number of women between 15 and 65 years of age who are victims of physical violence by a current or former intimate partner in the last year, divided by the total number of women in this age group, multiplied by 100	
Rate of psychological violence	Number of women between 15 and 65 years of age who are victims of psychological violence by a current or former intimate partner in the last year, divided by the total number of women in this age group, multiplied by 100	
Rate of sexual violence	Number of women between 15 and 65 years of age who are victims of sexual violence by a current or former intimate partner in the last year, divided by the total number of women in this age group, multiplied by 100	
Rate of violence not reported to the police	Number of women between 15 and 65 years of age who are victims of violence by a current or former intimate partner in the last year who did not report the incident to the police, divided by the total number of women in this age group, multiplied by 100	

## **European Union**

In 2002 the Council of the European Union adopted the following set of indicators on domestic violence against women that were proposed by the Danish presidency of the Council as part of follow-up efforts to the Beijing Platform for Action. The indicators will not only measure the extent of domestic violence but also inform policy responses and assess the response by States, including the range of support available to women, legislative provisions, policies and budgetary allocations and a host of other actions. Indicators will provide a means to compare progress among States, facilitate debate, encourage the exchange of best practices and promote policy changes.

## **European Union Domestic Violence Against Women Indicators**

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### **1. Profile of female victims of violence**

- A. The number of female victims of domestic violence (all numbers should appear as both total amounts and as a percentage of the whole female population)
- The number of victims according to the criminal statistics
  - The number of victims according to surveys
  - Any other relevant statistical data concerning female victims, e.g. the number of women seeking assistance in the health system, the number of victims seeking refuge at crisis centres
- B. Background information on the female victims (all numbers should appear as both total amounts and as a percentage of the whole female population)
- Relation to the perpetrator
  - Age
  - Marital status
  - Citizenship
  - Any other relevant background information, e.g. educational background, labour status

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### **2. Profile of male perpetrators**

- A. The number of perpetrators involved (All numbers should appear as both total amounts and as a percentage of the whole male population)
- The number of perpetrators seeking assistance at crisis centres
  - The number of perpetrators according to surveys
  - Any other relevant statistical data concerning male perpetrators, e.g. the number of men seeking assistance in the health system
- B. Background information on the perpetrator
- Relation to the victim
  - Age
  - Marital status
  - Citizenship
  - Any other relevant background information, e.g. educational background, labour status

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### **3. Victim support**

- A. Types of victim support
- Counselling centres
  - Emergency centres
  - 24-hours hotline
  - Women Crisis Centres, including number of shelters per population, number of requests for shelter, number of refusals, funding of centres
  - Guide on the available support

### **3. Victim support**

#### A. Types of victim support (Cont.)

- Special police units/task forces supporting the victims
  - Legal advice for the victims
  - Official information on the Internet regarding violence against women
  - Support courses for victims to help them re-enter the labour market
  - Health protocols for the victims, e.g. medical care and treatment
  - Co-ordination of the public support system
  - Special support services for vulnerable groups
  - Any other support measures
- 

### **4. Measures addressing the male perpetrator to end the circle of violence**

#### A. Measures aimed at ending the circle of violence

- Counselling
  - Psychological/psychiatric treatment
  - Re-socialization programmes in use during imprisonment
  - Male crisis centres
  - Any other measures
- 

### **5. Training of professionals**

#### A. Type of training

- Type of education of new personnel
- Type of training of current personnel

#### B. Target groups (If member states have the necessary information, these indicators should also include: the percentage of personnel in a specific profession that re-trained and the number of training courses available within specific professions)

- Police personnel
  - Justice personnel
  - Health workers
  - Any other statutory bodies, such as social workers, interpreters
  - NGOs, including volunteers working at crisis centres
  - Any other group
- 

### **6. State efforts to eliminate violence against women**

#### A. Legislation and justice

- Current status in the area of legislation
- Legislative changes within the last 5 years
- Number of judgements
- Number of convictions, specify
- Number of cases dismissed
- Any other measures, e.g. removing the perpetrator from the home, restraining orders

#### B. Survey and projects

- Which projects has the State initiated within the last 5 years?
- Which projects have been initiated in other contexts than the State within the last 5 years?

#### C. Policy

- Has the government adopted a National Action Plan on violence against women? If so, when?
- What are the themes in this National Action Plan, e.g. targets, time frame?
- Budget allocated for the purpose of implementing this National Action Plan, including % of national budget
- Has the National Action Plan(s) been evaluated, how and when?

## **6. State efforts to eliminate violence against women (cont.)**

D. Awareness raising/preventive measures

- Information campaigns aimed at the perpetrator
  - Information campaigns aimed at the victim
  - Information campaigns aimed at the professionals working with victims or perpetrators
  - General information campaigns directed at the whole population
  - Other awareness-raising activities
- E. Budget
- What is the financial budget for the State in order to combat domestic violence against women
- 

## **7. Evaluation**

A. Progress made

- Statistical changes in indicators 1 + 2
- Progress reports
- Any other measures to monitor progress or to publish progress achieved

B. Lessons learned

- Efforts/initiatives that have been effective, e.g. campaigns, training programmes, measures addressing the male perpetrator, legislative changes that have improved victim support or diminished the amount of domestic violence against women
  - Efforts that have been initiated but have not had the expected effect, e.g. campaigns or training programmes
-

## Appendix 3

### PROJECTS SUPPORTED BY THE UNIFEM TRUST FUND IN SUPPORT OF ACTIONS TO ELIMINATE VIOLENCE AGAINST WOMEN

#### GLOBAL

**CHANGE**, to collect and analyse legislation on non-consensual sex in marriage in all regions, and to build a database of information that can be accessed by NGOs, governments and individuals advocating for the protection of women's sexual rights.

**Equality Now and the United Nations Division for the Advancement of Women**, to undertake five regional studies on effective strategies and best practices to address domestic violence.

**Centre on Housing Rights and Evictions (COHRE)**, to conduct an action-oriented research project covering the Middle East, Africa and Asia on violence against women as a result of forced eviction, and establish an electronic list-serve with information on the issue from around the world.

**Television Trust for the Environment (TVE)**, to produce a series of 12 one-minute spots for public broadcast and educational use worldwide to increase awareness of the connection between violence and the denial of women's rights, particularly reproductive and sexual rights, in cultures around the world.

**World Organisation Against Torture (OMCT)**, working with a network of NGOs involved in investigating the rights of women survivors of violence, to develop increased human rights protections for survivors by providing information to UN human rights treaty bodies, other relevant international agencies, bodies and governments.

#### AFRICA

##### REGIONAL

**African Women's Development and Communications Network (FEMNET)**, to establish a regional Men against Gender-Based Violence Network in Kenya, Malawi, Namibia and South Africa that will work with political, professional, religious and social networks to promote gender equality through media campaigns, workshops for male activists and production of an advocacy kit.

**Horn and East Africa: El Taller**, to raise awareness about violence against women and to strengthen civil society through the organization of public hearings on abuses against women.

**West and Southern Africa: International Women Judges Foundation**, to train magistrates and judges in Kenya, Uganda, United Republic of Tanzania and Zimbabwe in the area of women's human rights, with particular focus on issues of violence against women.

##### NATIONAL

**Botswana: Metlhaetsile Women's Information Centre**, to train and monitor the newly formed Botswana Police Task Force on Domestic Violence to help them identify and respond to cases of abuse, and to raise awareness of the issue to generate public support for legislative and policy reform.

**Burundi: Association pour la Défense des Droits de la Femme**, to produce a popular play in the local language to raise awareness on gender-based violence in the context of the turbulent situation in Burundi.

**Côte d'Ivoire:** Association Ivoirienne de Défense des Droits des Femmes, to launch a national awareness campaign aimed at policymakers, community leaders and the public at large on the issues of forced marriage, domestic violence and female genital mutilation (FGM).

**Democratic Republic of the Congo:** Comité National Femmes et Développement (CONAFED) and Réseaux Femme et Développement, to research and collect women's stories about violations of their human rights during the ongoing conflict, focusing on the rape and arbitrary arrest of women, to use this information in a media campaign and community education workshops, and to promote mechanisms for monitoring the human rights situation and protecting women in zones of armed conflict.

**Ethiopia:** Ethiopian Women Lawyers Association, to provide training for women community leaders in rural areas to become paralegals specializing in domestic violence legislation.

**Ghana:** Gender Studies and Human Rights Documentation Centre, to collect data on prevalence and types of violence experienced by women and children, to research gaps in the provision of service and obstacles to reporting violence, and to use the findings to create strategic interventions and a public-awareness campaign.

**Ghana:** International Needs Ghana (ING), to promote the enforcement of a law banning female ritual servitude by providing community education, establishing a monitoring council to reintegrate freed women and children into their communities, and working with community leaders to develop and promote alternative rites of atonement.

**Kenya:** The Coalition on Violence Against Women (COVAW), to train law enforcement agents and to promote public awareness about violence against women, particularly regarding legislation and women's human rights.

**Kenya:** International Federation of Women Lawyers, to organize training workshops with policymakers, teachers and union officials on the high incidence of rape in Kenyan schools, and to inform women plantation workers of their rights and develop strategies for their protection.

**Kenya:** Program for Appropriate Technology in Health (PATH) and Maendeleo ya Wanawake Organization, to reduce the practice of FGM by creating an alternative coming of age ceremony and creating awareness of the negative effects of FGM.

\***Malawi:** Story Workshop Educational Trust and Women's Voice, to produce a radio magazine series, drawing on field interviews with urban and rural women, identifying key issues such as domestic violence and harmful practices, and highlighting local role models, and to supplement the series with other media, including written press, village theatre, comics and music.

**Mali:** Association pour le Progrès et la Défense des Droits des Femmes, to campaign to end FGM through workshops aimed at women who perform excisions, and by raising awareness in schools and women's community groups.

**Mauritius:** Ministry of Women, Family Welfare and Child Development, Government of Mauritius, to strengthen the institutional and technical capacity of government agencies to address gender-based violence, and to develop a model for intervention on a nation-wide scale.

**Namibia:** Legal Assistance Centre, to produce and pilot a soap opera for Namibian television, which will be complemented by a 'telequiz' competition in partnership with Namibian newspapers to increase public awareness about violence against women and promote the implementation and enforcement of relevant laws.

**Nigeria: Department of Preventive and Social Medicine at the University of Ibadan**, to conduct research and initiate an advocacy campaign to prevent attacks on young girls and women who trade at truck stops in urban areas.

**Nigeria: Legal Defense and Assistance Project (LEDAP)**, to advocate for the enactment of domestic violence legislation in six states by training representatives from the Ministry of Women's Affairs and civil society on legislative advocacy skills, facilitating a roundtable discussion with legislators and undertaking a public awareness campaign.

**Nigeria: Project Alert on Violence Against Women and Women's Optimum Development Foundation**, to produce television dramas to raise awareness about the prevalence, causes and forms of violence against women and to offer solutions, using research findings and case studies as the basis for the dramas.

**Nigeria: Women's Centre for Peace and Development (WOPED)**, to use dance and drama to raise awareness about violence against women among school children, and to produce gender-sensitive radio programmes advocating the introduction of appropriate legislation to combat violence against women.

**Republic of Congo: International Rescue Committee**, to implement an awareness-raising campaign to sensitize community and health-care providers and build local capacity to respond to increased sexual violence during conflict.

**Rwanda: African Rights**, to document the experiences of rape survivors living with HIV/AIDS in Rwanda and Burundi in order to raise awareness of the problems these women face and to promote protective laws and increased financial support.

**Senegal: Réseau Africain pour le Développement Intégré**, to raise awareness of legal issues/impediments women face in the area of gender-based violence through a media campaign and an analysis of national legislation in several African countries.

**Somalia: Juba Women Development Centre**, to build capacity and develop sensitization training to promote women's human rights and the eradication of female genital mutilation.

**South Africa: Agisanang Domestic Abuse Prevention and Training (ADAPT)**, to address the problem of violence against women in dating relationships in high schools through an intensive interview/survey process with teachers, students and parents.

\***South Africa: South African National Network on Violence Against Women and Vuleka Productions**, to combat gender-based violence through a multi-media campaign including radio spots, an outreach video to highlight South Africa's Domestic Violence Act (DVA), media training to build the capacity of network members, and the distribution of materials for wider education.

**Sudan: Badya Centre for Integrated Development Services**, to implement community plays performed by school children in the Nuba Mountain region that will focus on women's rights, with special attention given to 'honour killings', and to develop workshops for teachers and local administrative religious and women leaders from which a network will be formed to facilitate the sharing of experiences on combating violence against women.

**Uganda: ISIS Women's International Cross Cultural Exchange (ISIS-WICCE)**, to produce two documentary films on violence against women that took place during the armed conflicts in Uganda in 1980-1997.

**Uganda: National Association of Women's Organizations (NAWOU)**, to build awareness about violence against women and to create legal literacy at the grass-roots level

using a community-based approach via radio broadcasts, theatre performances and poster competitions.

**Uganda: Uganda Police Force Child and Family Protection Unit**, to train police officers in order to establish Child and Family Protection Units in five districts emerging from armed conflict that will investigate cases of violence against women and children, coordinate with civic leaders in the handling of specific cases, and provide legal counselling and raise awareness in their communities.

**United Republic of Tanzania: EQUITY Tanzania**, to educate the public about domestic violence laws and sensitize law enforcement agents to enforce these laws appropriately, and to advocate for alternative sentencing options which do not create additional hardship for women survivors.

**Zimbabwe: Network of Zimbabwean Positive Women (NZPW+)**, to work at the community level to fight discrimination against women who have contracted HIV/AIDS.

## ASIA AND THE PACIFIC AND ARAB STATES

### REGIONAL

**Egypt, Jordan, Lebanon: Sisterhood is Global Institute**, to develop and test a manual on violence against women for use by activists and human rights educators in the region.

**ISIS International-Manila**, to review the implementation of the media section of the Beijing Platform for Action in order to develop a gender-sensitive code of conduct for print and broadcast journalists throughout South-East Asia.

**North Africa: Collectif 95 Maghreb Egalité and its partners**, (2 grants) to carry out a qualitative study on attitudes, behaviours and practices relating to gender equality and existing laws, with particular attention to domestic violence and women's employment, in Algeria, Morocco and Tunisia and to use the findings for an advocacy strategy to promote legislative and policy reform.

**Occupied Palestinian Territories and Jordan: Women's Centre for Legal Aid and Counselling (WCLAC) and the Jordanian Women's Union**, to follow up on a previous Trust Fund project to address femicide using a two-pronged approach: conducting research in order to develop safe methods for identifying girls and women at risk and simultaneously working with judges to improve the delivery of justice and the treatment of survivors.

### NATIONAL

**Algeria: Djilali Belkenshir Foundation and SOS Femmes en Détresse**, to strengthen NGO partnerships and coordinate strategies for delivery of services to survivors of the violent conflicts in that nation, in which women are the most vulnerable victims.

**Bangladesh: Centre for Women and Children Studies**, to sensitize police and the general community on women's rights and violence against women; and to bring the police and the community together to combat this violence.

**Cambodia: Banteay Srei**, to raise awareness of women's human rights in rural and urban areas and advocate for the passage of a domestic violence bill through a series of dramas broadcast over National Radio, to be followed by 'talkback' sessions that allow audience members to discuss the episodes and receive referrals for legal and psychological counselling.

**Cambodia: Cambodian Women's Crisis Centre (CWCC)**, to train village educators,

police and community organizers in 18 communities about laws relating to violence against women and appropriate ways to assist victims.

**China: All-China Women's Federation**, to extract lessons learned and develop policy recommendations based on prior experience addressing domestic violence in three provinces, working in collaboration with legal institutions, government and civil society leaders, and to expand an existing campaign, that links media coverage with activities aimed at men in communities and government staff.

**Fiji: Fiji Women's Crisis Centre**, to conduct research aimed at determining the nature, forms, incidence and prevalence of domestic violence in Fiji and use the results in an awareness-raising campaign and to inform the Government on how best to work toward meeting its commitments in accordance with the Beijing Platform for Action.

**Fiji: Young Women's Christian Association of Fiji**, to strengthen the capacity of its members to undertake grass-roots advocacy activities and conduct surveys on violence and gender and to develop action plans for addressing violence against women and promoting gender equity.

**\*India: Breakthrough**, to increase public dialogue and awareness about violence against women through the use of education and popular culture, specifically by producing two music videos and an accompanying educational curriculum, and conducting training and information dissemination via the Internet.

**India: LAYA**, to train *adivasi* (tribal) women leaders and activists to develop appropriate strategies for combating human rights violations against women and to increase their participation in local decision-making processes, and to conduct research on the desperation of *adivasi* women by their partners and on women's exclusion from property rights.

**India: Sakshi**, to advocate for changes in discriminatory or prejudicial procedures in cases of violence against women and to address gender bias among judges and judiciary personnel.

**Israel: Arab Feminist Movement in Support of Victims of Sexual Abuse**, in response to the gap in services to women in Arab communities, to train Arab women as well as professionals in law enforcement and education to respond to domestic violence in these communities.

**Jordan: Human Forum for Women's Rights**, to undertake a study on violence against women as a first step in raising awareness and devising legislation to prevent it.

**Kiribati: Women's Unit, the Ministry of Environment and Social Development**, to train trainers to respond to violence against women and provide services in the more remote islands of this Pacific region, where support systems are all but nonexistent.

**Lao People's Democratic Republic: Lao Women's Union (LWU)**, to develop the organization's capacity to provide counselling and other services for women survivors of violence, receiving training and assistance from The Hotline Foundation in Thailand, and to develop and promote a plan to pilot a hospital-based one-stop centre for handling cases of violence against women.

**Malaysia: Women's Aid Organization**, to monitor the enforcement and efficacy of the Domestic Violence Act of 1994 and the delivery of services for survivors of domestic violence, using the findings as an advocacy tool to change the substance and implementation of legislation.

**Mongolia: National CEDAW Watch Network Center**, to advocate for the approval of draft legislation on domestic violence and to draft and advocate for a law on sexual

harassment using research and media campaigns to generate community support and political will for the passage of the new laws.

**Morocco: l'Association pour la Ré-insertion et le Développement de la Femme Handicapée**, to gather data on all forms of violence inflicted on disabled girls and women in rural and urban settings and to educate and sensitize school children and the general public in order to prevent violence and discrimination.

**Myanmar/Thailand: Earth Rights International**, to work with Burmese refugee women living in Thailand to document gender-based violence and develop lobbying and advocacy strategies.

**Nepal: Media Alert and Relief Foundation**, to produce a fictional film in an effort to create awareness among potential victims of trafficking and their families, and to educate local and international audiences, highlighting the consequences of trafficking girls to global sex markets, including the health dimensions (HIV/AIDS) of the problem.

**Nepal: SAATHI**, to teach youth to become agents of change by holding training workshops on violence against women at universities and youth camps and organizing national conferences.

\***Nepal: Sancharika Samuha**, to expand their work with media specialists on gender-based violence by organizing training of trainer workshops for print and broadcast journalists, and to document the training and share the results with other countries in the region.

**Occupied Palestinian Territories: Middle East Nonviolence and Democracy (MEND)**, to train Palestinian women — including teachers, health-care workers, community leaders and survivors of violence — in the use of participatory video and produce a film based on success stories of women who confronted and overcame domestic or political violence, and to work with women leaders to develop and implement action plans to promote nonviolence and enhance ways of coping with crisis.

**Occupied Palestinian Territories: The Women's Centre for Legal Aid and Counselling (WCLAC)**, to undertake a study on femicide, or so-called 'honour killings', in Palestinian society and develop guidelines for service providers on how to identify and assist potential victims and how to mobilize for legal change.

**Pakistan: Simorgh**, to develop educational materials for students and teachers on women's rights as human rights and on gender-based violence.

**Pakistan: Refugee Women in Development**, to promote networking activities with Afghan women refugees living in exile through a series of workshops and dialogues focusing on gender-based violence.

**Philippines: Kapatiran Komunidad People's Coalition (KKPC)**, to develop a community-based legal advocacy programme by creating women's community centres and training legal advisors.

**Philippines: Kanlungan Centre Foundation**, to organize educational workshops and produce a video on the issue of violence in collaboration with Filipino women migrant workers.

**Philippines: Women's Legal Bureau**, to provide legal services to women victims of violence by establishing, promoting and building the capacity of a national network of legal professionals on violence against women and other gender-based issues.

**Sri Lanka: Muslim Women's Research and Action Forum**, to study the prevalence of violence against women in the Muslim community and the degree of access to legal

redress for survivors, using the results to develop strategies for raising awareness and strengthening legal counselling activities.

**Syria: Syrian Family Planning Association**, to train female community leaders who will raise awareness about violence against women and women's human rights in four provinces, to conduct educational sessions about women's rights among male and female youth attending summer youth camps, and to establish support groups for girls living in shelters.

\***Thailand: The Hotline Center Foundation**, to produce a television docudrama series based on actual case studies of individuals, NGOs, legal agencies, policy makers and the general community working to end domestic violence, and to disseminate informational materials as part of a public awareness campaign.

**Thailand: Thailand Criminal Law Institute**, to work with governmental and non-governmental organizations to study and revise amendments to the penal code in three critical areas — marital rape, certain forms of sexual violence that are not considered sexual intercourse and child pornography — and to carry out advocacy and lobbying activities to generate public awareness and promote the passage of appropriate amendments.

**Tunisia: Association des Femmes Tunisiennes pour la Recherche sur le Développement and Association Tunisienne des Femmes Démocrates**, to undertake a public opinion survey about the attitudes of Tunisians towards gender equality as it relates to personal status/family law, using the results to inform advocacy activities for promoting women's human rights in Tunisia as well as in Morocco and Algeria where similar research has recently been conducted by Collectif 95 Maghreb-Egalité

**Viet Nam: Viet Nam Women's Union**, to conduct a country-wide awareness campaign on gender-based violence through information dissemination and sensitivity training with communities and national media.

**Yemen: Women's Affairs Support Center (WASC)**, to train judges, prosecutors and lawyers in 15 of Yemen's 20 governorates on how to deal with cases of violence against women, with special attention to remedying the inappropriate reliance on tribal law, and to support training by creating media campaigns that address discriminatory attitudes and practices.

**Yemen: WASC**, to train police officers and key government officials on violence against women and women's human rights and to create a network of focal points consisting of police officers, judges and media professionals to increase transparency and accountability within and among these target groups.

**CENTRAL AND EASTERN EUROPE/COMMONWEALTH OF INDEPENDENT STATES**  
**Azerbaijan: Azerbaijan Women and Development Centre**, to launch the first nationwide campaign to galvanize support for the creation of laws and social mechanisms to promote women's human rights, deter domestic violence and provide support to victims.

**Bosnia and Herzegovina: Embassy of Local Democracy Barcelona-Sarajevo**, to provide support for adolescent girls who have been subjected to violence in the home, while compiling data to feed into advocacy for institutional mechanisms for responding to domestic violence, and to assess responses by centres of social work, police and courts to domestic violence cases.

**Bosnia and Herzegovina: Medica Zenica — Infoteka**, to improve legal, medical and social services for women survivors of violence during the post-war period.

**Bosnia and Herzegovina:** VESTA and its partners, to provide gender sensitisation training for journalists and develop a gender-sensitive media code, and to create an advocacy campaign with journalists and NGO partners to seek changes in procedural law and the penal code of Tuzla Canton, which will serve as a model for federal and state legislation.

**Bulgaria:** Bulgarian Gender Research Foundation (Sofia) and Demetra (Bourgas), to utilize a combination of strategies targeting teenage boys and men in a preventive approach to the problem of domestic violence, including educational programmes for youth, training in conflict resolution and alternatives to violence, and counselling services for offenders.

**Bulgaria:** Gender Project for Bulgaria Foundation, to launch a full-fledged media and educational campaign on gender-based violence by advocating through popular television and radio programmes, and by mobilizing a nation-wide NGO forum.

**Croatia:** Centre for Education and Counselling of Women (CESI), to conduct training of trainers who will develop gender-sensitive awareness programmes and to develop a media strategy to disseminate information about violence against women.

**Croatia:** Centre for Women's Studies (Zagreb), to draft legislation on sexual harassment and to conduct seminars, lectures and special events for students and faculty at selected universities to raise awareness of the issue of sexual harassment and violence against women and to expose the unrecognized violations of women's human rights within the university system.

**Croatia:** Centre for Women War Victims, to provide legal advice to women victims of pre- and post-war violence, and to promote legislative and institutional support for women refugees and victims of war crimes.

**Georgia:** WomenAid International - Caucasus, to develop an 'Understanding Gender Violence' toolkit and provide training for law enforcement officers and service providers, and to broaden the reach of the training within the law enforcement and service provision sectors by providing training of trainers.

**Kyrgyzstan:** Alga Rural Women's NGO, to address violence against women through the establishment of a system of community councils in 20 communities and to support the development of effective measures for responding to cases of domestic violence through the councils, which are to be comprised of representatives from NGOs, community organizations, local authorities and informal leaders.

**Kyrgyzstan:** Centre for Women in Media of Central Asia (WIMCA), in an effort to reverse negative stereotypes of women in the media that contribute to gender-based violence, to train journalists to recognize distorted depictions of women and to incorporate a gender-sensitive perspective in their reporting.

**Kyrgyzstan:** Diamond Association, to increase the access of rural women and girls to protection from violence by providing training on violence issues and utilizing trainees in peer-led support groups that will provide assistance to victims and interact with law enforcement agents to help ensure appropriate responses in cases of violence.

**Lithuania:** Women's Issues Information Centre, to compile data documenting the prevalence of violence against women in Lithuania, for use by civil society to influence policy-makers and to pass legislation.

**Macedonia:** Humanitarian Association for the Emancipation, Solidarity and Equality of Women, to unite government representatives, lawyers, journalists and local and inter-

national women's rights activists to draft new laws and policies regarding violence against women and to organize a lobbying effort to ensure that legislation is implemented.

**Moldova: Women's Organization of Moldova Civic Initiative**, to build local capacity to protect women's human rights in central, northern, and southern Moldova by training and facilitating collaboration among women's and human rights NGOs, law enforcement agents and professionals dealing with violence against women, focusing on domestic violence and trafficking of women.

**Poland: Women's Rights Centre**, to promote recognition among the general public and law enforcement agencies of violence against women, to produce educational materials to increase the legal literacy of abused women, and to review existing legislation regarding violence against women with a goal of improved implementation and the creation of new laws.

**Romania: Community Safety and Mediation Centre (CMSC) and Equal Opportunity for Women (SEF)**, to work with governmental and non-governmental organizations to create institutional networks and community support groups to respond to domestic violence in six cities in the northeastern region of Romania.

**Russian Federation: Artemida Women's Club**, to provide training and support for the establishment of centres offering legal and psychological counselling and shelter for women survivors of domestic violence in the Republic of Buryatia in Siberia, and to use the centres to build networks with the judicial system and government agencies to promote a coordinated response to domestic violence.

**Russian Federation: Bonus Agency**, to create media presentations, including a documentary film, to draw attention to violence against women in order to mobilize public pressure for the passage of draft legislation on domestic violence.

**Russian Federation: Femina Women's Association**, to conduct self-defence training workshops for women leaders from Russian NGOs and to then use materials developed for the workshops in schools and community centres throughout the country.

**Russian Federation: Miramed Institute**, to conduct an awareness-raising campaign in remote provinces to educate orphaned girls and orphanage staff on the risks of trafficking and sexual slavery and on means of protection.

**Russian Federation: Syostri, Moscow Sexual Assault Recovery Center**, to attempt to change negative stereotypes of women victims of violence by raising public awareness and providing a comprehensive training and informational programme for schools and universities.

**Slovenia: Women's Forum of the United List of Social Democrats**, to mobilize a national education campaign on sexual harassment in the workplace to be launched on the occasion of the United Nations Day for the Elimination of Violence Against Women.

**Turkey: The Foundation for Women's Solidarity, Women's Centre KA-MER and the Autonomous Women's Association BKD**, to conduct research on and raise awareness of women's rights and of services for women subject to violence among low-income communities in three provinces, and to strengthen counselling and hotline services for women in three cities through the training of staff and volunteers.

**Turkey: Women for Women's Human Rights (WWHR)**, to organize legal literacy workshops, lobby for new laws on domestic violence, develop networks with women's groups around issues of violence against women, and produce and distribute an illustrated booklet on violence against women for low-literacy women.

**Ukraine:** International Humanitarian Centre ‘Rozrada’, to promote strategies for the prevention of violence against women, through training of trainers, production of support materials, organization of support groups and provision of services to victims.

## LATIN AMERICA AND THE CARIBBEAN

### REGIONAL

**Argentina, Brazil, Paraguay and Uruguay:** Lugar de Mujer, to conduct a comparative regional analysis of legislation to identify best legal practices for protection of women from violence and to promote legal reform in all of the countries of the Mercado Común del Sur (MERCOSUR).

**Caribbean:** Instituto Latinoamericano de Servicios Legales Alternativos (ILSA), to complete a 10-country study on the relationship between tourism, the sex trade and the problem of trafficking in women.

**Caribbean:** Pinelands Creative Workshop, to combine art, music, dance, poetry and public discussions to raise community awareness of gender-based violence in Barbados, Dominica, Grenada, Jamaica, St. Vincent and the Grenadines and Trinidad and Tobago.

**Central America:** Comisión para la Defensa de los Derechos Humanos en Centroamérica (CODEHCUCA), to promote and strengthen the Central American women's human rights movement by analysing the structural causes of gender-based violence and involving different sectors of civil society.

**Latin America:** Washington Office on Latin America, to implement a year-long training project on advocacy skills for leaders of women's organizations working to eradicate violence against women in Costa Rica, El Salvador, Honduras, Nicaragua and Panama.

**Southern Cone:** ISIS Internacional, co-ordinator of the Latin American and Caribbean Network on Domestic and Sexual Violence, to produce materials on the issue of violence against women with the aim of improving legislation and bolstering enforcement mechanisms in the region.

**Southern Cone:** Latin American and Caribbean Women's Health Network, to promote new legislative initiatives at national levels to strengthen legal instruments that respond to violence against women as a public health issue.

### NATIONAL

**Argentina:** Instituto Social y Político de la Mujer, to raise awareness and improve the response to incidents of violence against women by conducting a study of attitudes towards such violence and by training NGOs in ‘best practices’ for providing services to abused women.

\***Argentina:** Instituto Social y Político de la Mujer, to build on the media awareness campaign supported by the Trust Fund by introducing the issue of violence against women into electoral campaigns, and to document and disseminate their work throughout Latin America.

**Bolivia:** Centro de Promoción de la Mujer Gregoria Apaza, to educate adolescents and teachers in the municipality of El Alto on topics such as gender, human rights, domestic violence, conflict resolution, sexuality and HIV/AIDS through the use of a public advocacy campaign including radio broadcasts for youth, neighbourhood fairs and lobbying of relevant local authorities.

**Bolivia: Fémina**, to address domestic violence in Bolivia through debates, forums and popular contests with the goal of promoting women's access to information on their rights.

**Brazil: Católicas Pelo Direito de Decidir - Brasil** and **Comitê Latino-Americano e do Caribe para a Defesa dos Direitos da Mulher**, to carry out a study on sexual abuse of women perpetrated by priests and to publicize the findings in Brazil and three other Latin American countries in order to generate a public dialogue on the role of religion in perpetuating violence against women.

**Brazil: Centro de Criação de Imagem Popular (CECIP)**, to sensitize and train health-care professionals on measures for the prevention of gender-based violence and protection for women.

**Brazil: Instituto Brasileiro de Administração Municipal** and **Instituto de Estudos Religião**, to provide technical assistance to 21 Brazilian cities to strengthen capacity for local initiatives, to increase the number and effectiveness of municipal efforts, and to support the formulation of integrated programmes and policies to eliminate violence against women, taking into account the impact of globalized economic development and the creation of the Southern Common Market (MERCOSUR).

**Chile: Instituto de la Mujer**, to raise awareness and educate adolescents on domestic violence through educational models for the prevention of domestic violence and a training programme for trainers in schools.

**Colombia: Centro de Recursos Integrales para la Familia (CERFAMI)**, to conduct a study on the services offered to women survivors of violence by governmental and non-governmental institutions to improve the quality of these services.

**Colombia: Corporación Casa de la Mujer**, to use a new participatory methodology to sensitize and train health-care professionals and administrators to address prevention, protection and deterrence of gender-based violence.

**Colombia: Fundación Esperanza**, working with the **Ministry of Justice and Law**, to sensitize state agents about trafficking of women and girls and develop preventive measures and tools to improve assistance to persons who have been trafficked.

**Colombia: Fundación Mujer y Futuro**, to collect testimonies from female ex-combatants on their experiences during and after the armed conflict in Colombia in order to facilitate the inclusion of their concerns in the peace process and reintegration programmes.

**Dominican Republic: Fundación para la Integración Social y Educativa (FISOE)**, to improve methods of preventing, detecting and treating sexual and domestic violence through capacity-building workshops.

**Ecuador: Corporación Mujer a Mujer**, to address domestic violence in the context of migration in southern Ecuador by strengthening an existing network of service providers and law enforcement agencies, and to work with civil society to develop community-based responses to violence and create sources of immediate support for women in need of assistance.

**Ecuador: Fundación 'María Guare'**, to translate the national law against violence into indigenous languages and organize training of trainers workshops on the application of the law.

**Guyana: Help and Shelter**, to reduce domestic violence in rural communities by training community advocates to undertake public education and by promoting cooperation

between community advocates and the police, and to develop a programme for the rehabilitation of male perpetrators of violence against women in cooperation with legal institutions.

**Honduras: Municipalidad de Comayagua**, to coordinate a set of community-based initiatives to respond to domestic violence, including training for youth by peer facilitators in three neighbourhoods with a high overall incidence of violence.

**Jamaica: Association of Women's Organisations of Jamaica (AWOJA)**, to launch a nation-wide public education campaign using television and radio programmes and publicity materials to increase awareness of the widespread problem of violence against women.

**Jamaica: WOMAN Inc., in partnership with two men's organizations**, to conduct a series of workshops and a public education campaign to address attitudes and stereotypes among men that contribute to gender-based violence and to strengthen women's ability to respond to gender-based violence.

**Jamaica: Women's Media Watch Jamaica**, to promote a greater understanding of the relationship between gender ideologies and violence against women through three strategies — media awareness and advocacy, gender sensitivity training for women's groups and teachers, and violence prevention workshops for youth.

**Mexico: La Comisión Mexicana de Defensa y Promoción de los Derechos Humanos**, to work with several civil society organizations to gather and systematize information on the murders of young women in Ciudad Juárez, to bring a test case before the Inter-American Commission on Human Rights and to develop a manual on bringing cases before the Commission.

**Mexico: ELIGE Youth Network on Sexual and Reproductive Rights (Mexico D.F.), ALCADECO (Chihuahua), CIAM (Jalisco) and UNASSE (Yucatán)**, to form a support network among young women in the women's movement in response to increasing violence against women in Mexico, in particular women's rights activists and advocates, and to facilitate women's access to self-protection and legal, psychological and physical self-defence.

**Mexico: Grupo de Información en Reproducción Elegida (GIRE) and TESTA (a Mexican creative firm)**, to pilot a campaign to raise awareness about the legal rights of survivors of rape and encourage the fulfillment of government obligations to provide services for survivors of rape, including access to legal abortion.

**Mexico: Instituto Mexicano de Investigación de Familia y Población (IMIFAP), A.C.**, to train adolescent peer educators and establish peer support groups aimed at engaging young men in prevention work and encouraging active student participation in the design and implementation of appropriate solutions to violence against women.

**Mexico: Servicios del Pueblo Mixe, A.C. (SER)**, to enable and assist Mixe indigenous women to understand and address violence against women in the family as a human rights issue.

**\*Nicaragua: Puntos de Encuentro**, to produce a soap opera television series, a daily radio programme and a feminist magazine — *La Boletina* — and to provide training activities and capacity-building for service providers in order to promote national and local debate and create a favourable climate for influencing the perceptions, attitudes and values of Nicaraguan youth.

**Paraguay: Centro de Estudios y Formación para el Ecodesarrollo - Alter Vida**, to produce radio programmes regarding cultural factors related to the causes and characteristics of domestic violence, using testimonies from domestic violence survivors.

**Peru: Colectivo Radial Feminista**, to produce television and radio spots based on cases of violence against women for use by 150 community-based organizations and radio call-in shows.

**Peru: Comisión de Derechos Humanos**, to gather evidence about the use of rape as a weapon during the Peruvian armed conflict in order to support the recovery of rape survivors and to place the issue on the agenda of the Truth and Reconciliation Commission, which was established in 2001 to investigate human rights violations and formulate proposals for victims' reparations.

**Peru: Demus and Womankind Worldwide**, to improve the quality of services provided to victims of gender-based violence by providing awareness-raising programmes and training on women's legal rights to municipal authorities.

**Peru: Flora Tristán Centro de la Mujer Peruana**, to train government officials in 12 municipalities in different parts of the country to design and implement programmes to address violence against women.

**Peru: Flora Tristán Centro de la Mujer Peruana and Coordinadora Nacional de Derechos Humanos**, to train human rights lawyers in domestic violence issues in order to improve measures for the prevention of domestic violence and strengthen systems at the municipal level for assisting women whose rights have been violated.

**Suriname: The National Women's Movement of Suriname**, to conduct a qualitative study on attitudes towards and behaviour in relationships between men and women and use the results to assist the organization in designing educational programmes for young women and men in schools, workplaces, communities and youth groups.

**Trinidad and Tobago: The Network of NGOs of Trinidad and Tobago for the Advancement of Women**, to use print and electronic media and theatre performance as tools to provide training for media practitioners, students and community leaders.

**Trinidad and Tobago: Rape Crisis Society**, to provide training and develop organizational networks to build an integrated system of support services in order to respond effectively to domestic violence.

**Venezuela: Asociación Venezolana para una Educación Sexual Alternativa (AVESA)**, to promote a new Venezuelan law against domestic violence and train police and government officials to work with victims of violence.

\* Funded through the UNIFEM initiative 'Shaping a World Free from Gender-Based Violence: Telling the Stories/Working for Change' supported by the United Nations Foundation for International Partnerships.

For more information on the Trust Fund, go to [www.unifem.org](http://www.unifem.org)

"UNIFEM's leadership has helped to bring violence against women out of the shadows and opened a discussion on solutions. We must continue to seek solutions which draw on the strengths and values of our society. Working together, we need to create the conditions that bring violence against women to an end."

— HRH Princess Basma Bint Talal  
The Hashemite Kingdom of Jordan  
UNIFEM Goodwill Ambassador

"A revolution has taken place in the last decade. Women's rights have been catapulted onto the human rights agenda with a speed and determination that has rarely been matched in international law. There are two aspects to the process: first, the attempt to make mainstream human rights responsive to women's concerns; and second, the conceptualization of gender-specific abuses of women as human rights violations. These developments may have far reaching implications for the theory and practice of human rights in the United Nations system. This book is rich in examples about the changed landscape of violence against women worldwide."

— Radhika Coomaraswamy  
UN Special Rapporteur on Violence Against Women  
from 1994 to 2003

"Violence against women is the grossest manifestation of women's unequal status in society. Many women go through life amidst violence, with different forms of aggression used to deprive them of their rights and freedoms. UNIFEM's book recognizes that in order to end violence against women it is essential to address the overall situation of women in society."

— Cecilia Medina Quiroga  
Former Chair of the UN Human Rights Committee and  
Judge elected to the Inter-American Court on Human Rights



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