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TOOLKIT FOR INTEGRATING DOMESTIC VIOLENCE ACTIVITIES INTO PROGRAMMING IN EUROPE & EURASIA

FINAL REPORT

July 2009

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ACRONYMS AND ABBREVIATIONS

ABA/ROLI	American Bar Association/Rule of Law Initiative
AIDS	Acquired immune deficiency syndrome
AWID	Association for Women's Rights in Development
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CEE	Central and Eastern Europe
CIS	Commonwealth of Independent States
CoE	Council of Europe
DV	Domestic violence
E&E	Europe and Eurasia
EU	European Union
FP	Family planning
GBV	Gender-based violence
GDA	Global Development Alliance
G/TIP	Office to Monitor and Combat Trafficking in Persons
GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit
HIV	Human immunodeficiency virus
IQC	Indefinite quantity contract
IREX	International Research & Exchanges Board
I-VAWA	International Violence Against Women Act
MCH	Maternal and child health
MDG	Millennium Development Goals
NGO	Non-governmental organization
OPDAT	Office of Overseas Prosecutorial Development, Assistance and Training
OSCE	Organization for Security and Co-operation in Europe
PMTCT	Prevention of mother to child transmission
PRM	Bureau of Population, Refugees, and Migration
RH	Reproductive health
SIDA	Swedish International Development Cooperation Agency
TIP	Trafficking in persons
UN	United Nations
UNDP	UN Development Program
UNFPA	UN Population Fund
UNIFEM	UN Development Fund for Women
USAID	United States Agency for International Development
USG	United States Government
VAW	Violence against women
WHO	World Health Organization
WID	Women in Development

EXECUTIVE SUMMARY

Violence against women is a continuum of acts that violate women's basic human rights, resulting in devastating consequences for women who experience it, traumatic impact on those who witness it, de-legitimization of States that fail to prevent it and the impoverishment of entire societies that tolerate it.¹

Introduction

Violence against women (VAW), and specifically domestic violence (DV), is perhaps the most widespread and common human rights violation, experienced by women daily in every country of the world. Despite the pervasiveness of the problem, VAW has not been perceived as a global epidemic requiring urgent action. Over the last 15 years, progress has been made in the international community from recognizing and characterizing VAW as a fundamental human rights violation to the development of policies and recommendations to combat such violence. More recently, global development initiatives have also acknowledged the role that VAW plays in disempowering women across all spheres of life. The articulation of State obligations to address VAW and the construction of frameworks that set forth critical areas for government response are also important indicators of progress. Yet, despite these fundamental efforts, at the level of daily life, fully translating these policies into concrete mechanisms for women's protection remains a challenge.

Countries in the Europe and Eurasia (E&E) region have made considerable progress in addressing DV, primarily in the areas of legal reform and development of support services for survivors of violence. No country, however, is consistently fulfilling its obligations to prevent violence, protect and support survivors and to prosecute perpetrators of violence. Women face considerable impediments to accessing the legal system, in part due to gaps which still exist in the law and in part due to deeply-rooted notions about women and violence that persist among legal professionals no less than in other parts of society. Critical support services, such as temporary shelter and housing assistance, are insufficient, and many groups of women, including minorities, and those from rural areas or with disabilities, are isolated from services that do exist. Because of inconsistent prosecution efforts, perpetrators of violence act with impunity. Nor have they been the focus of assistance for their violent behavior or for other social problems that contribute to violence, such as substance abuse.

While States have supported significant reforms to address some aspects of VAW, DV has not been a priority area for government programs (or budget allocations) in the region. Many of the positive developments can thus be attributed to non-governmental organizations, which are still quite dependent on support from international, bi-lateral and private donors. Funding streams for work to address VAW in the E&E region, however, have been gradually lessening. This has meant that comprehensive programs are rare, and much of the work being done is through piecemeal activities. Nevertheless, VAW in all forms remains a serious impediment to the development of stable and democratic societies in this region.

¹ *Integration of the Human Rights of Women and the Gender Perspective: Violence Against Women. Toward an Effective Implementation of International Norms to End Violence Against Women*, Report of the Special Rapporteur on Violence Against Women, Its Causes and Consequences, E/CN.4/2004/66, (2003).

The Impact of Domestic Violence on Development Work

When DV persists, women's fundamental human rights remain unprotected and a nation's rule of law is undermined. Women cannot access justice, and their very lives are not safe. At the same time, DV presents serious health consequences for victims, causing injuries and psychological distress, leading to chronic health problems and, in extreme cases, death. When women experience DV, they are also at greater risk for sexually transmitted diseases and complications during pregnancy. The impact of violence on a woman's health is directly related to her ability to work productively. DV places significant economic strains on a country, not only as a result of women's lost productivity, but also in the costs associated with absenteeism, emergency care, police response, social support services and, of course, the human costs. DV impacts far more than the individual victims. It tears apart families and destabilizes communities. Finally, because DV is a form of discrimination and is based on subordination of women, it also impedes women themselves from participating in development efforts to improve their own communities and countries.

Purpose and Methodology

This toolkit builds on earlier USAID reports that describe DV in the E&E region, analyze the intersections between DV and human trafficking and explore whether models for mixing services for survivors of these two types of VAW are appropriate and workable under USAID programming. Each of these earlier publications acknowledged that there has been inadequate funding for comprehensive and stand-alone programs to address DV in the region. This toolkit, however, goes a step further and aims to address the current situation by offering guidance to USAID personnel, as well as a wide audience of implementing partners, other donor organizations and professionals working on VAW in host countries. The toolkit suggests ways to integrate anti-violence activities into various sectors of USAID work and provides a number of illustrations of the form that such activities could take. It is not the intention of this resource that the examples provided be replicated wholesale. Rather, the background information, by sector, suggests points of intervention, and the short examples are intended as references that will stimulate greater thought toward how DV concerns can be incorporated under larger programs.

The material in this toolkit was primarily gathered through Internet research, and this methodology does present its own limitations. Unfortunately, because USAID currently has little dedicated programming on DV in the E&E region, information about interesting yet small scale activities on this topic was difficult to access. Relying on final program reports, success stories and materials published by implementing partners meant that information on DV programming was generally lacking in detail, and the scope of such activities was not always clear. Furthermore, because DV projects have been limited, there has not been significant evaluation of their impact. The scarcity of information on USAID programming in the E&E region on domestic violence also suggests that when DV topics are interwoven into larger projects it has not been under any particular strategy. Rather, such activities appear as additional to the main focus of a project and have generally been added when the implementing partner or the beneficiaries recognize an unfilled need. It is hoped, therefore, that this toolkit will serve as a platform for both creative thought on addressing domestic violence and also to improve awareness of how small DV activities, when planned, can contribute to a greater strategic goal to combat VAW.

Guiding Principles and Strategies

The types of programming currently in focus in the E&E region offer many opportunities on which to base activities that address DV. It should be kept in mind, however, that even when it is not possible to design a comprehensive anti-DV program, activities should conform to specific principles that guide work on VAW. For example, because DV is a complicated social phenomenon, it requires interventions across sectors, specifically, programs that are designed to prevent or lessen the impact of DV, protect survivors and prosecute perpetrators. Each of these areas of work is large in and of itself, and it is not realistic that any one program could address them all. At the same time, it is crucial that the efforts of host country governments, local NGOs and other donors are assessed so that, collectively, a more comprehensive response to DV is advanced. A corollary to the principle of taking a multi-sector approach is to promote coordination and partnerships to address DV. Perhaps no partnership is more crucial in the area of combating VAW than that between government and civil society organizations. The E&E region is characterized by active women's organizations that, in many cases, are filling gaps where State-provided services are insufficient or simply do not exist. While a robust civil society is an important goal, and women's organizations serve as necessary links to individual survivors of DV, the State's obligation to respond to violations of citizens' rights remains critical. USAID can play a key role in fostering mechanisms for cooperation in combating DV and this, in turn, should help to ensure that anti-DV projects are sustainable.

All activities that address DV should keep the needs of victims and survivors at the center. It is paramount that the rights, safety and confidentiality of victims not be compromised, even when there is the temptation to take a new or innovative approach to VAW. At the same time, too often DV interventions are not based on data about the causes or consequences of DV nor do they rely on information about what victims identify as needed in order to improve their situations. Activities that address DV should be empowering to individual women and provide them with tools to make independent choices. Projects should not be based around standardized or ready-made solutions. Among activists on VAW, a corollary strategy has developed to increase attention to men in DV programs, generally in two broad spheres: addressing perpetrators of violence and involving non-violent men as advocates and role models. Programs for perpetrators can range from merely punitive to educational and rehabilitative or therapeutic, and efforts to introduce such programs are quite new in the E&E region. Involving men in the movement against DV is also critical as men serve as positive role models not only for their children but also in society at large. This particular strategy has proven successful in other parts of the world but is relatively underdeveloped in the E&E region. However, given USAID's focus on programs for youth and increasing men's involvement in other "non-traditional" spheres, such as family planning and childbirth, there are entry points to also involving men in the promotion of gender equality generally.

Integrating Domestic Violence Activities by Sector

This toolkit focuses on recommendations and examples for how DV activities can be interwoven into programs that span the sectors where USAID is most active in the E&E region.

Democracy and Governance

In the area of Democracy and Governance, for example, reform projects have already proven effective in improving the legal base for the protection of DV survivors and also in training a range of legal professionals, sometimes extending to law enforcement more generally, such as the police. There are similar opportunities to address DV through programs that aim to improve the function and responsiveness of local government. Of all the forms of VAW, DV can perhaps be best addressed through coordinated efforts at the local level, particularly in the areas of prevention and service

provision. Responding to violence in the community, in any form, and ensuring citizen safety, is a critical function of local government and one that USAID programming could promote. In the E&E region, there are several examples of media initiatives in support of civil society work against DV, such as in public awareness campaigns. Because the media can also be instrumental in influencing how society views and understands DV, media programs can build the capacities of journalists, reporters and others to accurately and fairly report on VAW.

Health

Healthcare workers, likewise, are critical to the development of an effective response to DV. Particularly in countries in which women do not view the legal system as a viable option for relief, medical professionals may be the only authorities from which a DV survivor will seek help. Therefore, all primary care professionals can benefit from programs that sensitize them to DV and provide information about how to make appropriate referrals. Likewise, projects in areas where women are most likely to seek healthcare, such as maternal and child health clinics or family planning centers, are appropriate venues for activities on how to screen for and address DV with patients or clients. Because women's vulnerabilities to violence and HIV/AIDS are interconnected, many practitioners and activists are linking their activities in these spheres, not only at the level of assistance for individual women, but also in prevention work with youth, young men in particular, and in advocacy and policy projects.

Economic Growth

The economic strain that results from DV, and all forms of VAW, on a society is significant and all the more damaging to law enforcement, legal and healthcare systems that are undergoing reform, as is the case in many countries of the E&E REGION. USAID policy programs, and even projects that aim to improve local budgeting procedures, should consider the burden that DV places on the economy when it is not adequately addressed. DV is also exacerbated by women's lower economic status and lack of economic independence. Thus, small business and microenterprise development projects can give at-risk women critical skills to assist them in escaping violence.

Youth Programs

In the E&E region, USAID supports a number of programs aimed at youth. Young people are very important beneficiaries and promoters of anti-DV messages. Youth projects can include education about how to avoid DV, as part of healthy lifestyle projects. Girls, in particular, can be empowered to become leaders with the confidence to avoid violent relationships. Projects that focus more attention on young men can foster new norms of gender equitable relationships and ultimately lead to behavior change. No less important is involving young people as advocates for change in their own communities.

Vulnerable Groups

Women with disabilities, female refugees and women from ethnic minority groups may face increased risks for domestic violence due to their particular status, but very often programs and interventions targeting women in mainstream society overlook these vulnerable groups. USAID programming for vulnerable groups can be a useful entry point for also addressing DV. In many instances, specific services should be developed that respond to the particular vulnerabilities to violence, for example in programs that prevent child abandonment and work with disadvantaged families. In other cases, existing services can be assisted to become more inclusive and accessible to minority women. It is a good practice to include such groups of women as stakeholders in project development. In all cases, awareness raising projects can help to eliminate preconceptions regarding minority women and violence.

Trafficking in Persons Programs

DV makes women and girls more vulnerable to being trafficked, primarily because many of the same factors contribute to DV and trafficking in persons (TIP), as both are forms of VAW. Considerable attention had been given to developing programs, often quite comprehensive ones, to address trafficking in persons in the E&E region. Unfortunately, such much-needed projects on TIP have often come at the expense of DV programs, when funding has shifted to the problem that is perceived as both “new” and more urgent. While some interventions for DV and TIP can be appropriately mixed, for example publicity and awareness-raising campaigns, it is critical that DV programs, especially those run by NGOs, be supported separately. Policy-level work should also aim to promote a more holistic approach that addresses the root causes of VAW, such as discrimination and gender inequality.

Post-Conflict Reconstruction

In post-conflict settings, incidents of both human trafficking and DV increase. While TIP may be addressed under projects on organized crime, DV, which takes place wholly in the private sphere, often goes unnoticed. However, many of the characteristics of post-conflict societies, such as economic and political instability, ethnic tensions, men who have been involved in war and the availability of light weapons, all contribute to DV. USAID post-conflict recovery programs should ensure the security and safety of all citizens, whether in the community or at home. Risk assessments and conflict reduction strategies, therefore, should not overlook VAW. Finally, psychosocial programs that address the lingering trauma of war can also incorporate services for DV survivors.

Global Partnerships

Finally, an emerging area of work for USAID is the promotion of partnerships to advance common development goals. Both the private sector and faith organizations have the potential to contribute greatly to the reduction of VAW. Private corporations are increasingly supporting anti-VAW projects and also taking the lead in campaigning against DV, both to their customer base and within the workplace. Given the development of private enterprise and investment by multinational corporations in the E&E region, USAID is well placed to explore the possibilities of partnership projects against DV. Likewise, the influence of religion remains strong in the E&E region, and faith groups are already undertaking efforts to promote healthy family relationships and reduce stigma about HIV/AIDS. These efforts could certainly be broadened to include more explicit anti-DV messages, support for victims and censure of perpetrators.

Conclusion

Adding activities that address DV is not necessarily a process that involves significant additional funding. Indeed, some of the activities described in this toolkit relied on volunteer efforts or made use of in-kind donations, such as from media outlets. It is vital, however, that DV activities are added in a thoughtful manner after consideration of larger national efforts and how such activities will fit within the strategy framework in the particular country. In order to be effective, even the introduction of small projects requires assessment, coordination and planning. Ultimately, however, when resources for large-scale projects are scarce, well-considered individual activities targeting specific aspects of DV can collectively have a broad impact.

I. INTRODUCTION

On International Women's Day 2009, Secretary of State Hillary Clinton called on the international community to support women's rights as a means of ensuring strong economies, vibrant civil societies, healthy communities and greater peace and stability.² Secretary Clinton also drew attention to a serious obstacle to achieving gender equality—persistent violence against women (VAW). VAW is hardly a new problem, but its far-reaching consequences have only recently been articulated and fully understood. VAW impedes development at the family, community and societal level. It exhausts a country's human capital and overburdens healthcare, law enforcement, legal and social protection systems. The United Nations Secretary-General noted “violence against women and girls continues unabated in every continent, country and culture. It takes a devastating toll on women's lives, on their families and on society as a whole.”³ Given this premise, the UN Secretary-General made VAW a priority issue for the UN and world governments. Combating VAW has also been identified as a strategic priority for achieving gender equality, one of the Millennium Development Goals.⁴ Development, security and human rights organizations are increasingly recognizing the need to mainstream the objective of reducing VAW in order to achieve their overall goals.⁵

VAW takes a number of forms, including rape used as a tactic of war and trafficking in women and girls. By far the most common form of VAW, however, is violence at the hands of an intimate partner, generally termed DV.

Domestic Violence: A Closer Look

DV is a form of violence against women⁶ perpetrated by intimate partners (including cohabitating partners as well as former partners) and other family members. Other terms used to describe DV are “intimate-partner violence” or the more neutral “family violence.”

DV includes physical abuse (e.g., slapping, beating, murder), sexual abuse (e.g., coerced sex through intimidation or threats), psychological abuse (e.g., verbal aggression, intimidation) or economic abuse (e.g., denial of funds or controlling access to employment). In violent relationships, victims may experience several forms of abuse.

According to global estimates, “[A]t least one in three women is beaten, coerced into sex or otherwise abused by an intimate partner in the course of her lifetime.”⁷ Data from a multi-country study of

² Statement by the Secretary of State on International Women's Day, 8 March 2009, <http://www.state.gov/secretary/rm/2009a/03/120129.htm>.

³ Message of the Secretary-General on International Women's Day, 8 March 2007, <http://www.un.org/events/women/iwd/2007/sg-message.shtml>.

⁴ *Taking Action: Achieving Gender Equality and Empowering Women*, Task Force on Education and Gender Equality, Millennium Project (2005).

⁵ For example, the Inter-American Development Bank has mainstreamed the objective of reducing domestic violence in its lending operations for citizen security. *Ibid.*, 120. Multilateral development agencies, such as AusAID (Australia), CIDA (Canada), DFID (United Kingdom), GTZ (Germany), NORAD (Norway), Sida (Sweden) have strategies for addressing GBV. Intergovernmental bodies, such as the OSCE, Council of Europe and UN also address violence against women.

⁶ While children most certainly suffer in situations of domestic violence, the term as it is used in this publication refers to violence against women and not to child abuse. However, because women are usually the primary caretakers of children, many interventions for domestic violence victims take into consideration the needs of children as well.

intimate-partner violence indicates that from 13% to 61% of women experience physical violence during their lifetimes, and from 6% to 59% experience sexual violence by an intimate partner.⁸ In extreme cases, women are even killed in situations of DV. Data on murder rates from several countries show that from 40% to 70% of female murder victims are killed by their partners.⁹

Obtaining accurate estimates of prevalence rates for DV is challenging, however, as many societies and cultures regard such violence as a private matter. Women are often held responsible for the abuse, creating stigma and taboos around the subject and deterring women from seeking assistance. DV may even be considered a normal or accepted part of family life and marital relations. In many countries of the Europe and Eurasia (E&E) region,¹⁰ there is no specific legislation outlawing DV, and services for both victims and perpetrators are underdeveloped. Such a landscape presents significant challenges to carrying out effective development work.

A. Domestic Violence as a Cross-Cutting Issue

The United States Agency for International Development (USAID) and other multilateral development agencies recognize the impact of VAW across sectors of development work. For example, the role of USAID to prevent and respond to gender-based violence includes activities in such spheres as “poverty reduction, access to safe migration, peace and reconciliation processes, safe and supportive education systems, the provision of appropriate health services, and promotion of the rule of law as well as equal rights and economic and political opportunities for women.”¹¹

The German development enterprise, GTZ, uses the Millennium Development Goals as a framework for addressing VAW, a problem that can impact progress under each goal.¹² The Swedish International Development Agency (Sida) speaks of “entry points” for addressing GBV, specifically by working through sector programs, primarily in the justice, health and education sectors.¹³ The British Department for International Development (DFID), Canadian International Development Agency (CIDA) and Norwegian Agency for Development Cooperation (NORAD), all address violence through strategic goals to improve women’s empowerment and gender equality.¹⁴

⁷ How Widespread Is Violence Against Women? Fact Sheet, UN Secretary-General’s Campaign Unite to End Violence Against Women, February 2008.

⁸ *Ending Violence Against Women: From Words to Action*, UN Secretary-General (2006), p. 43.

⁹ *Ibid.*, 44.

¹⁰ This report focuses on E&E countries where USAID maintains an active presence: Albania, Armenia, Azerbaijan, Belarus, Bosnia and Herzegovina, Georgia, Kazakhstan, Kosovo, Kyrgyzstan, FYR Macedonia, Moldova, Montenegro, Russia, Serbia, Tajikistan, Turkmenistan, Ukraine and Uzbekistan. Although USAID re-located the Central Asian Republics, which had previously been grouped under the E&E Bureau, to the Bureau for Asia in 2008, it was considered useful for the purposes of this toolkit to also include activities from Central Asia as there are many commonalities between the post-Soviet countries.

¹¹ *A Guide to Programming Gender-Based Violence Prevention and Response Activities*, Gender-Based Violence Working Group/USAID (2009), p. 4, http://www.usaid.gov/our_work/cross-cutting_programs/wid/gbv/pubs_gbv.html#wid.

¹² *Ending Violence against Women and Girls—Protecting Human Rights: Good Practices for Development Co-operation*, GTZ (2005), p. 26.

¹³ *Action Plan for Sida’s Work Against Gender-Based Violence: 2008–2010*, Sida (2008), p. 12.

¹⁴ Gender Equality Action Plan 2007-2009, Making Faster Progress to Gender Equality, DFID Practice Paper (2007); *CIDA’s Policy on Gender Equality*, Canadian International Development Agency (1999); *Handbook in Gender and Empowerment Assessment*, NORAD (1999).

Examining the problem more closely, it is clear that DV, indeed all forms of VAW, present obstacles to a nation's development at a number of levels, and it impedes women from participating in development processes themselves.

Domestic violence is a form of gender discrimination and a human rights violation. International human rights law clearly prohibits VAW and requires States to take affirmative actions to prevent, eradicate and punish such violence. The persistence of DV undermines a nation's rule of law and democratic functioning. Many countries lack strong laws on DV, and cases are frequently treated differently from other forms of violence, often as "private matters." As a result, women are unable to access justice when their rights have been violated, and perpetrators act with impunity.

Domestic violence threatens the health of both women and children. DV is a primary cause of poor health and mortality in women and is also linked to poor birth outcomes in infants. A World Bank study suggests that women aged 15 to 44 are at greater risk for rape and DV than for cancer, car accidents, war and malaria.¹⁵ Additionally, significant connections exist between violence and a woman's increased risk for reproductive health problems such as HIV infection and other sexually transmitted diseases. Violence impedes a woman's ability to plan pregnancies, a situation which can lead to use of unsafe abortions. Studies have revealed that DV often increases during and after pregnancy, and such abuse contributes to miscarriage, preterm labor, low birth weight and maternal mortality.

Domestic violence impedes economic development and presents severe costs to society. At the individual level, DV prevents women from being fully economically active and generates poverty. Many abused women give up work or are temporarily unable to work. At the macroeconomic level, DV is a serious drain on a nation's resources. In countries where the direct and indirect costs of VAW have been studied, monetary estimates of losses associated with violence range from millions to billions of dollars annually.¹⁶

Domestic violence is a threat to peace and human security. Post-conflict reconstruction and peace-building programs can be severely hindered when VAW is not addressed. Studies have indicated that DV often escalates during post-conflict periods. Likewise, conflict and the resulting instability lead to increased numbers of refugees and displaced persons, many of whom are women and children who are especially vulnerable to violence, as well as a rise in organized crime, for example trafficking in persons.

B. Purpose of the Toolkit

The main goal of this toolkit is to assist a wide range of practitioners who are interested or involved in programming on DV in the E&E region. The audience for this resource may include USAID Mission and USAID/Washington personnel in the E&E region, other development and donor agencies, intergovernmental and interregional organizations, national level policy makers, other professionals involved in program development and, of course, civil society organizations.

¹⁵ *Facts & Figures on VAW*, United Nations Development Fund for Women (UNIFEM), citing (3) World Bank 1993, World Development Report: Investing in Health, World Bank (1993), http://www.unifem.org/gender_issues/violence_against_women/facts_figures.php.

¹⁶ Such studies generally look at both direct costs (medical costs, legal fees, victim protection services, destruction of property etc.) as well as indirect costs (absenteeism, loss of productivity, human and emotional costs). See, for example, *Ending Violence Against Women: From Words to Action*, UN Secretary-General (2006), Annex 2.

DV remains an urgent problem across the region, but currently little stand-alone DV programming exists. Given limited resources, it also appears unlikely that such comprehensive programming will be funded in the near future. For this reason, the toolkit is designed to aid USAID personnel and implementing partners to maximize existing opportunities to combat and respond to DV. The toolkit is not an exhaustive description of how to design anti-violence programs but is instead a series of suggestions and recommendations that illustrate where activities can be introduced into various sectors. Therefore, this toolkit begins with an overview of general strategies for addressing DV that serve as a conceptual framework. Familiarity with such accepted good practices will facilitate the design process and help to prioritize where limited funding can be best used.

A major portion of the toolkit is devoted to guidance on how DV interventions can be integrated across USAID and foreign assistance program areas. This guidance demonstrates that, with planning, DV projects and activities can be woven into varied programs—a process that also helps to “mainstream” DV across sectors of development work. Where possible, concrete examples and case studies of programs from the E&E region are provided to demonstrate the form that such activities may take.

This resource builds on and complements earlier publications sponsored by the Social Transition Team in the Bureau for Europe and Eurasia, for example, *Domestic Violence in Europe and Eurasia* (2006), *Examining the Intersection Between Trafficking in Persons and Domestic Violence* (2007), and *Methods and Models for Mixing Services for Victims of Domestic Violence and Trafficking in Persons in Europe and Eurasia* (2008). Such publications provide valuable background information on the characteristics of DV in the E&E region. Therefore, the present publication presumes basic knowledge of DV (for example, dynamics of DV, prevalence rates, existing legislation, availability of services for victims and perpetrators, activities of women’s NGOs, etc.) as a prerequisite for program design. A more extensive list of resources is included as an appendix to this toolkit.

C. Scope of the Toolkit and Methodology

The aim of this toolkit is to provide information that is of relevance to programming in the E&E region, and therefore the publication focuses on activities in Central and Eastern Europe (CEE) and the Commonwealth of Independent States (CIS). However, when particularly successful, a few programs from other regions have also been highlighted. Likewise, efforts were made to survey primarily USAID programming, but when relevant, the projects of other United States Government (USG) and bilateral or multilateral donors were also considered.

The information included in the toolkit was gathered primarily from materials that are available publicly on the Internet and through consultations with USAID personnel in Washington D.C.

Finally, it should be noted that the terms “domestic violence,” “violence against women” and “gender-based violence” (GBV) are used in this publication. The latter terms refer broadly to the phenomenon of abuse committed against women because they are women and resulting from power inequalities that are themselves based on gender roles. These three terms are sometimes incorrectly understood as synonyms, and so it is important to note here that DV is a manifestation of VAW and GBV. In this context, DV shares crucial links to other forms of violence perpetrated against women, such as human trafficking, and it shares root causes, such as discrimination and issues of power and control.

Additionally, as a general rule governments and donors, both multilateral and private, develop strategies for addressing GBV or VAW broadly. Very often, however, at the level of implementation the specific activities under these programs are dedicated to eliminating DV. For these reasons, this toolkit makes use of the terms “violence against women” and “gender-based violence” when referring to general

programming, of which DV could be a part, and “domestic violence” for projects that are more narrow in scope.

II. DOMESTIC VIOLENCE: A DEVELOPMENT CHALLENGE

A. International Legal and Development Framework

International human rights law and policy establishes the binding obligation of States to prevent all forms of VAW, to provide redress to victims and survivors¹⁷ of violence and to prosecute perpetrators. The United Nations (UN) Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) and General Recommendation 19 to the Convention characterize VAW as a form of discrimination, a human rights violation and an act that impairs the ability of women to realize other fundamental human rights. All countries of the E&E region have ratified CEDAW and have thus committed to addressing VAW.

The Beijing Declaration and Platform for Action, adopted after the Fourth World Conference on Women in 1995, identified 12 critical areas of concern to be addressed at the national level, one of which was VAW. The Beijing Platform for Action sets forth several strategic objectives that focus on State commitment to prevent VAW, to provide effective remedies, to develop policies and programs to support women victims and to undertake awareness-raising and educational initiatives. Ten years after the original Beijing conference, the UN called on member States to report on progress in implementing the priority objectives. The majority of E&E countries reported that VAW, especially DV, remained a serious issue and outlined efforts to address the problem.¹⁸

The human rights institutions that have direct relevance for the majority of E&E countries at the regional level have delineated clear policy recommendations on addressing VAW. Council of Europe (CoE) member States¹⁹ are obligated to protect citizens from human rights violations generally which includes protecting women from violence. In 2005, the CoE reaffirmed its commitment to eliminating VAW in the European region through the adoption of an Action Plan, the creation of the Task Force to Combat Violence against Women, including Domestic Violence and the launch of a European-wide campaign, Stop Domestic Violence Against Women (2006-2008). During the campaign, member States were urged to implement CoE recommendations on providing protection and support for victims, criminalizing DV under national law and undertaking initiatives to end tolerance for VAW. In addition, the CoE recommended that member States designate Parliamentary contacts and a national focal point and install national task forces to prioritize the actions taken at the national-level to address DV. In

¹⁷ There is some debate over the use of the terms “victim” and “survivor” in the context of VAW. The term “victim” is most often used in reference to law enforcement and criminal justice work, and the term “survivor” is more common in the context of service provision and advocacy work. The latter term is often preferred as it is thought not to imply a weak or vulnerable status. This report makes use of both terms and also uses “victim/survivor” as adopted by the UN. See *Ending Violence Against Women: From Words to Action*, UN Secretary-General (2006), p. 5.

¹⁸ Ten-year appraisals of Beijing, submitted by the majority of countries in the E&E region in 2004 can be accessed from <http://www.un.org/womenwatch/daw/Review/english/responses.htm>.

¹⁹ All countries of the USAID E&E region, with the exception of Belarus and the Central Asian Republics, are members of the Council of Europe.

early 2009, the CoE formed an *ad hoc* committee to draft a convention on VAW, with an emphasis on DV, which, when adopted, will create binding obligations for the European region.²⁰

Participating States of the Organization for Security and Cooperation in Europe (OSCE)²¹ have likewise adopted an Action Plan for the Promotion of Gender Equality (2004) that includes activities aimed at eliminating VAW. A 2005 Ministerial Decision on Preventing and Combating Violence Against Women issued more specific recommendations on the measures that participating States should take to improve the prevention of all forms of GBV and the protection of and assistance to victims.

VAW is also considered a serious impediment to development efforts, for example achieving the Millennium Development Goals (MDG). The MDG, developed by UN members in 2000, aim to promote gender equality and empower women (Goal 3) by 2015. While Goal 3 places considerable emphasis on improving women's political representation and equal access to education, the UN Millennium Project Task Force on Education and Gender Equality suggests that national governments add targets beyond education and recommends the inclusion of prevalence data for DV as an additional indicator.²² Indeed, a number of countries in the E&E region have included elimination of VAW as a goal in national plans on development. For example, the Albanian and Croatian governments developed national strategies against DV, and the Russian government has included the creation of effective mechanisms for preventing VAW within Goal 3 for Russia.²³

USAID has long emphasized the importance of improving the status of women in order to ensure effective and lasting development. In fact, USAID policy requires that the roles of men and women and the relationship and balance between them be given consideration in strategic planning.²⁴ Project planning must include analysis of how "gender relations" could affect the achievement of sustainable results as well as how those results could impact men and women differently.²⁵ While USAID guidance does not refer explicitly to GBV, it can be argued that such violence not only results from unequal power imbalances, stereotyped gender roles and entrenched discrimination, but when unaddressed it perpetuates gender inequalities that have a negative effect on development work. USAID does, in fact, recognize the serious impact of VAW and supports diverse programming around the world.²⁶

Some multilateral development agencies operate under specific gender strategies or through action plans for addressing GBV. USAID has not adopted such agency-wide strategies, but a working group within the agency recently developed an unofficial guide to programming for prevention of and response to GBV.²⁷ The Women in Development (WID) office has supported country-level gender assessments and

²⁰ See Web site of the Ad Hoc Committee on Preventing and Combating Violence Against Women and Domestic Violence (CAHVIO) for more information on committee activities, <http://www.coe.int/t/dghl/standardsetting/violence/>.

²¹ All countries of the USAID E&E region are OSCE participating States.

²² Gender and the Millennium Development Goals, UNDP Fact Sheet, <http://www.mdgender.net/>.

²³ In addition, UNIFEM organized a high-level consultation on Gender Equality and Development Planning and Budgeting in the CIS in 2007, as a result of which several countries drafted national development plans which refer to GBV or domestic violence specifically. They are Georgia, Kyrgyzstan, Moldova and Russia. Gender Equality for Development Effectiveness National Development Planning in the Commonwealth of Independent States, UNIFEM Discussion Paper (2008).

²⁴ USAID Automated Directives System (ADS), Section 201.3.9.3, *Gender Considerations*, <http://www.usaid.gov/policy/ads/200/201.pdf>.

²⁵ *Ibid.*

²⁶ See, for example, *Women and Men in Development*, USAID (2006) and *Beijing Plus Five: The USAID Commitment*, USAID (2000) which both contain sections on USAID work addressing VAW.

²⁷ *A Guide to Programming Gender-Based Violence Prevention and Response*, USAID (2009).

the development of action plans in several E&E countries.²⁸ Importantly, VAW, and often DV specifically, has been highlighted as a serious problem in each of the countries for which an assessment was produced.

B. United States Government Response

The USG has played a leading role in addressing VAW through its foreign policy and development activities. At the time of writing, a significant piece of legislation is pending before the U.S. Congress—the International Violence Against Women Act (I-VAWA).²⁹ The law, which makes ending VAW a top diplomatic priority, directs the USG to create a comprehensive five-year strategy to reduce VAW in countries where the problem is demonstrated to be the most severe. The Act authorizes more than \$1 billion USD to support five years of U.S. programming on preventing and responding to VAW. It is planned that two senior-level offices, one in the Department of State and one in USAID, would coordinate in implementing the I-VAWA.

Among USG activities, USAID has supported programming on GBV throughout the world. Many examples of USAID projects are described in more detail below, but in brief, there have been limited stand-alone programs dedicated to combating DV in the E&E region. More often, USAID supports relatively short-term activities on VAW or DV, usually imbedded within larger programs. A review of recent USAID programming indicates that most activities aimed at GBV are found within programs on legal reform and support for civil society organizations that provide services to victims of DV and human trafficking. Gender Assessments carried out in several countries³⁰ confirm that the main areas of programming have been in the development of gender equality and/or DV laws, capacity-building for legal institutions and training for legal professionals. Through sub-grants to women's organizations, USAID has also supported awareness-raising activities, work with media and with non-legal professionals, such as teachers, social workers and psychologists. Addressing DV in the E&E region through health or economic growth programs has been much more limited.

Several programs address DV tangentially through their anti-trafficking activities or assistance to orphans and other vulnerable children. In fact, while funding for exclusively DV programs has been limited, many NGOs have successfully incorporated DV activities into anti-trafficking in persons (TIP) programs, which have generally been funded at higher levels.

USAID is the most significant implementer of USG anti-VAW activities, but the agency is also in the position to coordinate with other agencies, several of which are described below. These examples are not exhaustive but are illustrative of the types of contributions made by other USG agencies.

The Democracy Commission program, operated through U.S. Embassies in Eastern Europe, Eurasia and the Commonwealth of Independent States, provides a complement to USAID work on civil society development. Through this flexible program started in 1994 to promote democracy, local NGOs can

²⁸ USAID Gender Assessments and Action Plans exist for Azerbaijan (2004), the Regional Mission for Ukraine, Belarus and Moldova (2001), Bosnia and Herzegovina (2005), Bulgaria (2001), Georgia (2003), Macedonia (2004), Russia (2004) and Serbia and Montenegro (2002).

²⁹ For background information and resources on the I-VAWA, see the Web site of Amnesty International USA, <http://www.amnestyusa.org/violence-against-women/international-violence-against-women-act/i-vawa-background-and-resources/page.do?id=1051154>.

³⁰ USAID Gender Assessments have been conducted in Azerbaijan, Bosnia and Herzegovina, Bulgaria, Georgia, Macedonia, Russia, Serbia and Montenegro and regionally for Ukraine, Belarus and Moldova.

apply for small grants³¹ for activities of their own design. Ascertaining the extent to which such grants are used for DV programming across the region is difficult, but a review of programs at several U.S. Embassies reveals that a significant number of NGOs have received funds to support their activities on DV, even for continuation and expansion of projects developed under former USAID-funded programs.

TIP is addressed through the Department of State Office to Monitor and Combat Trafficking in Persons (G/TIP) and is also a priority issue for the Department of Justice Office of Overseas Prosecutorial Development, Assistance and Training (OPDAT) in the E&E region. G/TIP regularly provides funding for anti-trafficking projects in the E&E region, a great many of which aim to create shelters and enhance the capacity of NGOs and government agencies to better serve victims, an area that overlaps with the issue of DV. Some State Department-funded programs have directly addressed both DV and human trafficking in the region.³² Through a resident legal advisor program, OPDAT provides technical assistance primarily in the areas of law enforcement investigation and prosecution but has also worked on legal drafting and improving coordination between government agencies and civil society, particularly around protection for victims of crime and violence.³³

Several exchange programs that provide opportunities for professional delegations to travel to the U.S. and participate in site visits and meetings with their counterparts have included tours on the topics of DV and human trafficking. USAID's Community Connections Program provides professionals, from a range of backgrounds such as local government, the legal sector and civil society, with U.S.-based training, and several groups have focused on responses to DV, human trafficking and child abuse.³⁴ The Open World Program has hosted groups from Russia and Ukraine on the topic of DV through its rule of law and social services themes and has highlighted DV as of particular relevance to Kyrgyz delegations for its 2009 program.³⁵ The International Visitors Program, implemented by OPDAT, focuses primarily on legal system responses to TIP, but some delegations have more generally addressed the topic of services for survivors of VAW.

The State Department Bureau of Population, Refugees and Migration (PRM) provides aid to refugees, victims of conflict and stateless people. In the E&E region, PRM works in the Balkans and the Caucasus. PRM prioritizes preventing and combating gender-based violence as a "key aspect of protection for women, children, and others at risk of rape, DV, forced marriage, sexual exploitation and abuse, and other forms of GBV during complex humanitarian emergencies" and recognizes that "the stress and disruption of daily life during complex humanitarian emergencies may lead to a rise in GBV."³⁶ Between FY2006 - FY2008, PRM dedicated funds for projects to develop a multi-sector approach to prevent GBV, raise awareness of the problem, protect victims and build the capacity of organizations that work

³¹ Maximum grant awards are generally around \$25,000 USD.

³² For more detail, see the section, below, on TIP.

³³ DOJ/OPDAT Trafficking in Persons, <http://www.usdoj.gov/criminal/opdat/trafficking/traffic-n-persons.html>.

³⁴ The Community Connections Program is open to professionals from Armenia, Azerbaijan, Belarus, Georgia, Kazakhstan, Kyrgyzstan, Moldova, Russia, Tajikistan, Turkmenistan, Ukraine, and Uzbekistan. See, generally, <http://www.worldlearning.org/13653.htm>.

³⁵ The Open World Program, funded by the Department of State, was established in 1999 between the U.S. and Russia. Since 2003, the program has expanded to include Georgia, Kazakhstan, Kyrgyzstan, Lithuania, Moldova, Tajikistan, Turkmenistan, Ukraine and Uzbekistan as participating countries. See, generally, <http://www.openworld.gov/>.

³⁶ See *Emergency Refugee and Migration Assistance, Congressional Presentation Document, Fiscal Year 2010*, available from <http://www.state.gov/g/prm/rls/rpt/2009/124456.htm>.

with victims/survivors.³⁷ Of note, PRM increased its targeted funding for projects on preventing and responding to GBV in FY2008 and has requested a further increase for FY2010.³⁸

C. Europe and Eurasia in Context

Data on the occurrence of DV in the E&E region is subject to considerable variation and few comparative studies exist. But conservative estimates based on national-level research suggest that from 20% to 30% of women and their children are affected by DV, a figure comparable to other world regions.³⁹ An assessment conducted by the CoE found that among member states, one-fifth to one-quarter of all women in the European region have suffered physical violence at least once in their adult lives, and more than a tenth have been victims of sexual violence in which force was used. In the majority of cases, the perpetrator is a partner or ex-partner. An estimated 12% to 15% of all women in the CoE region have been in a relationship of domestic abuse; in many cases, the violence continues even after the relationship has ended.⁴⁰

Some of the factors identified as contributing to DV in the E&E region, such as poverty, economic and political transition, patriarchal values, changing gender roles and substance abuse, are not unique to either Europe or Eurasia⁴¹ and, indeed, may seem less critical than in other parts of the world. This conception seems to have shaped development aid to the region, which consists mainly of middle-income countries. Development projects have placed less emphasis on traditional empowerment programs for women, relying on gender-equality indicators “such as the literacy ratio between women and men and the share of women in non-agricultural wage labor, which suggest that gender inequalities are not as large as in other parts of the world.”⁴² Other indicators, however, such as lack of political representation, “employment segregation, lack of reproductive rights or occurrences of VAW, [that] show the alarming extent of women’s human rights violations in these countries”⁴³ have received less attention, even though they are often comparable to regions in which anti-VAW programming has been strong. The transitional landscape of the E&E region presents both significant challenges to and opportunities for DV programming.

One of the strengths common to countries in the E&E region is that women are formally equal to men under the law and women, therefore, face almost no legal barriers. The Soviet system stressed gender equality and thus, virtual universal literacy and very high levels of education for women as well as large numbers of women in the workforce characterize the E&E region. The emphasis on formal equality, however, has also meant little understanding or acknowledgement of areas in which women are vulnerable or disadvantaged.

³⁷ See, for example, *FY 2008 Funding Opportunity Announcement for PRM Programs that Target Prevention of and Response to Gender-Based Violence (GBV)*, 31 March 2008, <http://www.state.gov/g/prm/102728.htm>.

³⁸ In 2008, PRM integrated GBV-related projects in almost 28% of its overseas assistance projects implemented by international NGOs. Targets for FY2009 and FY2010 were set for 33% and 35%, respectively. Ibid.

³⁹ Ruth Rosenberg, *Domestic Violence in Europe and Eurasia*, USAID (2006), p. 3.

⁴⁰ See Fact Sheet, Council of Europe Campaign to Combat Violence against Women, including Domestic Violence, http://www.coe.int/t/dg2/equality/domesticviolencecampaign/Fact_Sheet_en.asp.

⁴¹ See *Domestic Violence in Europe and Eurasia* for a fuller discussion of factors associated with or contributing to domestic violence in the region.

⁴² Cindy Clark, Ellen Sprenger and Lisa VeneKlasen, *Where Is the Money for Women’s Rights? Assessing the Resources and the Role of Donors in the Promotion of Women’s Rights and the Support of Women’s Rights Organizations*, Association for Women’s Rights in Development (AWID) (2006), p. 33.

⁴³ Ibid.

In many spheres, the status of women has worsened during the transition period, as illustrated by a dramatic decrease in the number of women in political office, a situation that is only slowly improving. When women are underrepresented in decision-making positions, women's interests have fewer champions, and VAW is generally not viewed as a priority issue.

The transition has been accompanied by a breakdown in legal system functioning and social service provision, and healthcare and educational systems have proven inadequate to meet demands. For example, former State-sponsored programs for professional development and training or for the treatment of substance abuse may no longer receive government funding.

On the whole, the E&E region demonstrates high tolerance for and acceptance of DV. As in other parts of the world, DV is frequently considered a private matter, and women are often reluctant to speak about such problems outside of a small circle of friends and family. Women may feel shame or are blamed for family problems. This situation is compounded by the fact that in many countries of the region, historical distrust for law enforcement and the legal system persists. Endemic corruption makes it even less likely that DV victims will view formal channels, such as the police or courts, as useful.

A number of countries in the E&E region have experienced armed conflict and post-conflict instability. Conflict is often accompanied by deliberate and widespread VAW; in extreme cases, violence such as rape has been used as a tactic of war. Such violence does not arise without antecedent but is "rooted in pre-conflict conditions . . . it increases and often becomes an accepted practice during conflict and in the post-conflict phase."⁴⁴ Studies also confirm that DV increases in post-conflict settings. "With the transition from conflict to peace, a shift in [gender-based violence] seems to take place from the public to the private domain through an increase in DV."⁴⁵

The transition period in the E&E region has also seen some very positive developments such as the emergence of strong civil society organizations, and in particular women's non-governmental organizations (NGOs). Women's groups across the E&E region have been responsible for conducting research to draw attention to the matter of DV. They have pushed for legal and policy reform and offer a range of assistance measures to women and children who have experienced DV. In many areas, NGO-based women's centers offer some of the only services to DV victims, usually filling gaps left by social protection systems that are no longer adequate or even functional.

Unfortunately, funding levels for civil society work are decreasing while reliance on foreign donors remains strong. Few governments have exhibited the political will to address DV comprehensively or to support NGOs fully in their work. At the same time, a study of donor trends for women's rights around the world indicates that women's organizations most frequently report cutbacks in funding in Central and Eastern Europe and the CIS.⁴⁶ Several other donor trends have serious implications for NGO-led DV work. Worldwide, donors are moving away from core funding and, instead, fund short-term projects, which makes it difficult for women's organizations to carry out the sustained work that is required to combat VAW. The kinds of women's rights projects that are funded are also changing, with "a shift back to a situation in which there is greater consideration for women's rights issues in the public sphere, for example, moving from VAW to women's political participation and representation."⁴⁷ Finally, despite a wealth of important policy frameworks, guidance and goal-setting on gender-equality, a

⁴⁴ Tsjeard Bouta, Georg Frerks and Ian Bannon, *Gender, Conflict and Development*, World Bank (2005), p. 33.

⁴⁵ Ibid.

⁴⁶ *Where Is the Money for Women's Rights? Assessing the Resources and the Role of Donors in the Promotion of Women's Rights and the Support of Women's Rights Organizations*, p. 3.

⁴⁷ Ibid., 28.

phenomenon of “policy evaporation” also exists by which such policies are not translated into budgetary allocations, dedication of resources, programming or evaluation,⁴⁸ a situation that is particularly acute in the field of VAW.

Program design on DV benefits greatly from knowledge about the specific context in which the problem occurs, for example about the existence of laws and policies, types of services available to victims/survivors and NGO efforts in this field. The preceding overview is a starting point to understand the general context in which DV takes place in the region. Since every country is distinct, however, a thorough analysis of the local context should be undertaken. Further resources for country-specific information about DV and VAW more generally are included in an annex to this toolkit.

III. INTEGRATING DOMESTIC VIOLENCE ACTIVITIES IN PROGRAM DESIGN

The following section provides guidance on ways in which anti-DV activities can be integrated by sector into larger USAID programming. Several points of intervention are provided within each sector to prompt discussion of how DV is relevant to the primary objectives of that sector. Finally, example activities are described in order to illustrate how such programming has been implemented in the E&E region and beyond.

As a preliminary step, it is useful to review several principles that guide work on VAW. The process of designing programs that address DV, or other forms of VAW, should incorporate consultation with experts and local NGOs that carry out DV programs themselves as well as stakeholders from the community. Providing staff with training on the subject to ensure that the dynamics, causes and consequences of DV are understood would also be useful.

A. Guiding Principles and Strategies

In planning projects that address DV, whether large-scale or smaller activities that are integrated into existing programs, determining an overall strategy and objectives is important. Sida, for example, addresses overall or long-term objectives (the reduction of GBV and promotion of rights and empowerment of those subject to such violence) and intermediary objectives: increasing and improving prevention efforts, legal measures, and services and care for victims/survivors in Sida partner countries.⁴⁹ Several projects have been carried out recently to examine the last decade’s work on VAW and to extrapolate successful principles, strategies, lessons learned and good practices that should form the basis of future programming.⁵⁰ Such principles and good practices can be very detailed, but the purpose of this section is to describe overarching effective strategies and approaches in brief so that they can be reviewed and considered during the design process.

⁴⁸ Ibid., 24.

⁴⁹ *Action Plan for Sida’s Work Against Gender-Based Violence: 2008–2010*, Sida (2008), p. 4.

⁵⁰ For example, USAID recently enumerated a set of principles that underlie work on GBV. See *A Guide to Programming Gender-Based Violence Prevention and Response*, USAID (2009). The UN Secretary-General and the OSCE have both undertaken projects to compile good practices for addressing VAW.

Support multi-sector and comprehensive interventions. DV is a complicated social phenomenon and many other social problems contribute to it, such as unemployment and poverty, substance abuse, cultural traditions and discrimination. Successful innovations take a multi-faceted approach and view DV as an issue that must be addressed by all relevant sectors. Comprehensive programs address not only the immediate needs of victims/survivors but also the root causes that underlie VAW, such as inequality.

Practitioners in the field of VAW often refer to programs that address each of the “3 Ps” as shorthand for comprehensive projects that operate on multiple levels. The “3 Ps” refer to prevention of violence before it occurs or is repeated, protection of survivors and prosecution of perpetrators. While most programs or projects cannot address each “P,” this framework is nevertheless a useful guide for choosing interventions. The interplay between these levels of intervention is also important for determining whether new projects will complement or duplicate the work of national governments, donors and NGOs. The lives of women can be seriously jeopardized, for example, when attention is given to developing “prevention” strategies (e.g., informing women of their legal rights) without also determining whether attendant “protection” services are also available for women who begin to assert their rights.

Promote coordination, co-operation and partnerships. Effective responses to DV involve multiple stakeholders and include mechanisms for agency and community coordination. Because DV requires a multi-sector response, it is critical that interventions are coordinated and priority is placed on collaborative efforts by stakeholders from national to community levels.

The participation of women/survivors is essential. A victim/survivor-centered approach should be used in developing programs; women are important stakeholders in developing DV interventions and can provide unique “evidence” about their needs. DV program design should ensure that women have a voice and also that their rights, safety and confidentiality are paramount. On a related note, anti-DV programs should seek to empower women to make decisions about their own lives. Legal remedies and social protection services must provide women with options to make independent choices.

Foster a movement of men against DV. The involvement of men in efforts to combat DV and to express their condemnation of men who perpetrate violence has been a positive worldwide development. Involving men alongside women has become a good practice in DV programming. Male involvement encompasses several aspects: men can serve as role models for non-violent behavior, advocate for an end to gender discrimination and lobby for greater services for men who perpetrate violence. Men’s responsibility for VAW must be acknowledged, and powerful work can be built on the fact that most men neither condone nor use violence in their relationships.

Evidence, monitoring and evaluation inform interventions. Effective programs rely on evidence and data about the prevalence, causes and consequences of DV. A good practice includes making use of research and assessments of local conditions when designing programs as well as including mechanisms for monitoring and evaluating projects.

Ensure sustainability of DV projects. In program design, special attention should be given to how a particular DV intervention will be sustained once the project has ended. VAW projects can provide critical protection for victims of abuse, and the repercussions that could follow if programs are not sustainable must be a core consideration. One characteristic of successful and sustainable DV programs is that they have the support of national and local authorities. While civil society actors play an essential role in combating DV, responding to VAW should always be framed as a State obligation.

B. Data-Collection and Research

In many countries of the E&E region, there are no official statistics on the incidence of DV. A number of countries lack dedicated DV laws and therefore have no simple mechanisms to collect data on this type of crime. Moreover, healthcare facilities do not regularly record DV cases. Crisis centers and shelters that provide assistance to women generally compile data on clients, but such information is not always collected in a uniform and systematic manner, which makes comparisons between agencies difficult and compiling country-wide statistics a challenge. The fact that services for DV victims may be provided by both NGO-based and government-supported centers further complicates the task of collecting analogous data. Such a lack of statistical data hinders progress in addressing DV. NGOs report that policy makers often ask for concrete evidence that DV is, in fact, a problem in their countries before committing to draft law projects or social service improvements.

Furthermore, few in-depth studies in the E&E region consider the experiences of victims of DV. Information about the obstacles that prevent victims from leaving abusive situations as well as their experience with police, health and social service programs would be of great value to improving programming and compiling best practices for replication in the region.

Data-collection can also encompass monitoring and evaluation of DV programs. At the international level, there is growing concern over the lack of reliable data to measure outcomes in VAW programs and the lack of consensus over what constitutes standard indicators for monitoring and evaluating progress toward eliminating VAW. Both the UN and USAID have undertaken initiatives to address this situation by developing standard indicators. A full discussion of these projects is beyond the scope of this toolkit, but it may be useful to consult such sample indicators at the program design stage.

Points of Intervention:

- ✓ Demographic and health longitudinal surveys: A module or specific questions on DV can be added to multi-year studies.
- ✓ USAID assessments: Missions periodically undertake sector-level assessments, and DV may be a relevant topic to include in such projects. For example, an assessment of citizens' access to justice could include questions about women and DV.
- ✓ Baseline surveys: Implementing partners often begin a project by conducting a baseline survey, and it may be possible to add the topic of DV to such research. For example, a baseline survey of healthy behaviors among young people could ask about the existence of violence in interpersonal relationships.
- ✓ Civil society/accountable government: Support and capacity building can be provided directly to NGOs that are conducting research or to governmental information/statistics agencies.

USAID has made use of demographic and health surveys in a number of countries in the E&E region. These national-representative household surveys are standardized and are usually conducted every five years with between 5,000 and 30,000 households. The surveys also include optional modules on such

issues as DV⁵¹ and women's empowerment. This module has been added to USAID-supported demographic and health surveys conducted in Armenia (2005), Azerbaijan (2006), Moldova (2005), Ukraine (2007) and Uzbekistan (2002), to reveal information about the incidence and types of spousal violence and women's help-seeking behaviors.⁵² In Ukraine, the USAID Mission worked with researchers to develop a module on TIP that can be included in such a survey.

In 2008, USAID/Russia supported a Rule of Law Assessment that included specific lines of questioning about the legal mechanisms available to women victims of violence.

Under a Civil Society Strengthening Project,⁵³ USAID funded the Macedonian NGO Association of Emancipation, Solidarity and Equality of Women (ESE) to conduct a comprehensive study of DV in Macedonia.⁵⁴ The study compiled data not only on the prevalence of DV but also analyzed the responses of social welfare agencies, courts, police and prosecutors. An important component of the project was also to advocate for the adoption of a law on DV, to amend existing legal codes and to work with the Macedonian government to develop a national strategy to combat GBV. The preliminary survey provided valuable information for the development of a national program on combating DV.

In Tajikistan, a coalition of women's NGOs, From Legal Equality to Factual Equality, works with crisis centers and a shelter across the country to improve data-gathering and monitoring of work with survivors of DV and other forms of violence. The coalition has developed a unified database system to measure VAW that can be linked to client in-take forms at service providing centers. The database is also used to generate reports that are shared with relevant agencies. The NGO coalition is currently working with the State Services Committee of Tajikistan and the Information Board of the Ministry of the Interior to develop a system for data gathering that can be used by both government agencies and NGOs.⁵⁵

C. Multi-Sector Projects

Ideally, DV is addressed through comprehensive programming that comprises a cross-section of professionals and other stakeholders and reaches the root causes of such violence. Diverse activities can be carried out under a single large-scale program. USAID has not developed such programming in the E&E region but did support two important initiatives, in Albania and Romania, which included multiple activities that cut across sectors. Interestingly, the two programs began from different points of reference, one from legal rights and the other from family health, but both incorporated activities that went beyond these sectors.

⁵¹ See Overview of Domestic Violence Module, MEASURE DHS (Demographic and Health Surveys) project, <http://www.measuredhs.com/topics/dv/start.cfm>.

⁵² Survey data is available by country from the MEASURE DHS Web site, http://www.measuredhs.com/aboutsurveys/search/search_survey_main.cfm?SrvyTp=country.

⁵³ The Civil Society Strengthening Project in Macedonia is described in more detail, below.

⁵⁴ Study Finds 50% of Macedonia's Women Fall Prey to Domestic Violence, *Success Story*, USAID, 14 February 2008, http://www.usaid.gov/locations/europe_eurasia/press/success/2008-02-14.html.

⁵⁵ Elisabeth Duban, *Bringing Security Home: Combating Violence Against Women in the OSCE Region. A Compilation of Good Practices*, OSCE (2009), p. 24.

The Women's Legal Rights Initiative: Albania (2002-2006)

The Women's Legal Rights Initiative (WLR) was carried out as a task order under an indefinite quantity contract (IQC) of the USAID Office of Women in Development (WID). Initiated in 2002 in several countries simultaneously, the WLR was conducted in only one country in the E&E region—Albania.⁵⁶ The primary objectives of the WLR were to improve protection for women's legal rights, improve women's access to justice in cases of DV and TIP and contribute to the strengthening of democracy and good governance.

Background: The first stage of the WLR in Albania consisted of an assessment to determine the most critical issues of women's rights protection. Three inter-related priority areas were identified: DV, family law and anti-trafficking. The assessment also mapped the legal landscape and the activities and capacities of potential partners and stakeholders.

Strategy: At the time that the WLR project was initiated, no DV law existed in Albania. Therefore, an important strategy was to improve how the legal system was enforcing existing laws in DV cases while, at the same time, preparing a multidisciplinary group to support the drafting and implementation of a new DV law. A secondary goal was to assist Albanian NGOs in efforts to advocate for the draft law and to increase their capacity to lead awareness-raising campaigns related to legal protections from DV.⁵⁷

Primary Activities: Following recommendations from the assessment, the primary activities of the WLR project were in the following areas:

- Legislation (training legal professionals—lawyers and judges—to use existing law in DV cases while supporting the drafting of a new DV law);
- Judicial Enforcement (working with the Magistrates School to train judges and lawyers on DV and family law matters and supporting the creation of legal resources such as a judicial benchbook);
- Coordination (supporting the creation of a multi-disciplinary team to address DV, consisting of staff from key ministries and NGOs);
- Civil Society (providing technical expertise to NGOs, mainly in the legal sphere, and supporting NGO-led research); and
- Public Awareness (supporting NGOs in their advocacy work, including for the draft law, and providing technical expertise for NGOs to run “know your rights” campaigns).⁵⁸

Outputs:

- Drafting of law, “On Measures Against Violence in Family Relations,” supported by 20,000 citizen signatures; adopted in 2007;⁵⁹

⁵⁶ Several Missions in the E&E region were contacted about the IQC, and when USAID/Albania expressed interest, Albania was selected as a focal country.

⁵⁷ Dianne Post, *Albania Domestic Violence Law: Final Report and Recommendations for Future Technical Assistance*, USAID (2006).

⁵⁸ *Albania Assessment and Analysis Report*, Chemonics International, Inc. (2003).

⁵⁹ Domestic Violence Hit by Citizens Petition, *Success Story*, USAID/Albania, 20 November 2007, http://albania.usaid.gov/shfaqart/203/49/Success_Story.htm.

- Development of a curriculum on DV, TIP and gender-sensitivity that is fully integrated into coursework of the Magistrates School, the institution responsible for training judges and prosecutors;⁶⁰
- Creation of a manual to provide guidance to judges and court personnel on dealing with DV cases, the *Albanian Judicial Benchbook on Protection Orders and Seeking Protection from DV*;
- Formation of a Community Coordinated Response Team Against DV, as required by Albania's DV law;⁶¹
- Drafting of sector-specific protocols and policies for responding to DV for law enforcement, prosecutors, judiciary, healthcare workers, social service providers and NGOs; and
- Country-wide campaign to improve public awareness of the CEDAW Convention and to garner support for measures that advance women's rights in Albania.⁶²

Romanian Family Health Initiative (2002-2007)

The Romanian Family Health Initiative (RFHI) was implemented with the objective of increasing the availability and utilization of high quality client-oriented services at the primary health care level and to assure sustainability of reproductive health services in Romania. USAID/Romania supported the RFHI, as well as several other programs, in order to facilitate the creation of a National Coalition to combat DV.⁶³

Background: In 2001, the Romanian Ministry of Health was made the lead agency to address DV under its mandate on reproductive health. At the time, it was apparent that laws and policies on DV were inadequate, and therefore the organization of a national system for prevention of DV became a strategic goal in reproductive health work under the RFHI in 2002. The primary implementer, John Snow International (JSI), coordinated with and supported Romanian NGOs to form the National Coalition Against Domestic Violence as a mechanism to strengthen civil society capacity to address VAW and to facilitate a system of coordination between civil society and the government. In 2003, Romania underwent significant changes that heightened the need for a multi-sector body that could provide technical expertise and assist in coordination around DV issues. Namely, when Romania adopted a law on family violence, restructuring of the government meant that responsibility for family-welfare issues (including DV) was shifted to the Ministry of Labor, Social Solidarity and Family and a new National Agency for Family Protection was created.

Strategy: Because no large-scale anti-violence program was in effect in Romania, a key strategy

⁶⁰ Protecting Women's Legal Rights, Success Story, USAID/Albania, 7 May 2009, http://www.usaid.gov/stories/albania/ss_al_school.html.

⁶¹ *Creation of a Community Coordinated Response Team Against Domestic Violence in Albania*, Chemonics International Inc. (2006).

⁶² Public Awareness Raising Campaign on the Existence and the Importance of Using CEDAW Convention in Albania, Final Report, *Refleksione* (2006).

⁶³ John Snow International (JSI), which implemented the RFHI and the National Democratic Institute (NDI), along with World Learning (WL) and the American Bar Association/Central European and Eurasian Law Initiative (ABA/CEELI) all contributed to the project through separate programs.

of the RFHI was to support the formation of a coalition of active NGOs to “improve communication and build partnerships and to work together to better address the issues related to DV in Romania.”⁶⁴

Primary Activities: The creation of a coalition was a joint effort of JSI and the Romanian NGO Partnership for Equality Center. A first stage of the project was to conduct an assessment of Romanian NGOs’ institutional capacity and involvement in DV work in order to identify stakeholders. The primary activities of the RFHI work on DV included the following:

- Annual conference of Romanian NGOs to form National Coalition Against Violence;
- DV awareness campaigns, such as V-Day and 16 Days of Action Against GBV;
- Capacity-building and training for ministerial staff and staff of the National Agency for Family Protection provided by the National Coalition; and
- Drafting of National DV strategy with key stakeholders.

Outcomes:⁶⁵

- Assessment of all NGOs identified as active on DV and creation of database of existing DV services that is updated regularly and distributed;
- Initiation of NGO coordination to create National Coalition Against Violence;
- Creation of Domestic Violence Steering Committee, convening meetings to update and revise the national DV strategy;
- Technical assistance and support to Ministry of Health Inter-ministerial Working Group for design of national DV strategy;
- Technical assistance and support to the Domestic Violence Coalition to advocate for new legislation and support agencies addressing DV; and
- Awareness-raising events to draw attention to and provide support for violence prevention activities in Romania.

D. Democracy and Governance

DV impedes the development of strong democracies as it erodes human rights and impairs the ability of women to take part in democratic processes. Additionally, when women are underrepresented in decision-making positions, whether in formal political office or as part of community groups, women’s interests have fewer champions. Gender-balanced decision-making is critical to ensure that gendered issues, such as DV, are raised and addressed.

⁶⁴ *Domestic Violence Policy in Romania: Support to the National Coalition Against Violence 2002 – 2006*, JSI Research & Training Institute, Inc. (2007), p. 4.

⁶⁵ See *Domestic Violence Policy in Romania: Support to the National Coalition Against Violence 2002 – 2006*, pp. 13-14 and Main Activities, JSI Web site, <http://www.romania.jsi.com/domestic.htm>.

I. Rule of Law and Human Rights

Lack of access to justice is one of the most significant challenges that survivors of DV face. Rule of law projects aim to strengthen equitable and consistent application of the law and may also include legal reform projects in areas where legislation is lacking. Programs may work to strengthen the legal profession generally, through technical training and the institution of policies and standards. Programs in this sector may also seek to improve citizens' access to justice, through awareness-raising activities, development of legal clinics, *pro bono* assistance or non-lawyer advocates.

Points of Intervention:

- ✓ Legal reform: The development of comprehensive legal remedies for victims and commensurate penalties for perpetrators of DV can be addressed through legislative drafting projects.
- ✓ Capacity-building and training for legal professionals: Projects aimed at improving the professional capacities of legal professionals, lawyers, judges and prosecutors, for example, can include modules on sensitization to DV, improving how such cases are administered and the creation of resources to facilitate adjudication of such cases.
- ✓ Awareness of legal rights and human rights: Projects on legal literacy and human rights promotion can include components on women's human rights, gender discrimination and legal remedies for rights violations, including for DV. Likewise, projects that strengthen human rights networks or support advocacy around general human rights issues could include modules on women's rights and DV.
- ✓ Improving access to justice: Projects that make it easier for citizens to assert their rights should take into consideration specific barriers that DV victims face and methods to address them. Such programming can also be included in projects that promote *pro bono* legal assistance, legal clinics or non-judicial remedies.

In Georgia, USAID is supporting the work of the Georgian Young Lawyers Association (GYLA) to implement an anti-DV and anti-trafficking program. Within the anti-DV component, GYLA's main aim is to provide legal protection and support for DV victims and to assist the Georgian government to open a shelter in Tbilisi. In addition, GYLA legal experts are undertaking legislative review and policy elaboration focused on the development of a National Action Plan on Combating Domestic Violence for 2009-2010. GYLA is developing a referral mechanism to address DV, working in cooperation with the Interagency Coordination Council on Combating Domestic Violence. The organization also carries out training programs for legal professionals and State employees, provides legal assistance in DV cases and organizes public awareness campaigns on the issue.⁶⁶ Of note, this current project has antecedents in earlier USAID work. GYLA received a sub-grant in 2005-2006 under USAID's Gender Issues Project to provide expertise on a draft DV law and to carry out advocacy and awareness-raising efforts. In 2006, GYLA implemented the three-year No to Trafficking in Persons Project, the success of which suggested that many of the activities, models and lessons learned could be applied to addressing DV.

⁶⁶ Information provided by E&E Bureau Gender Advisor.

The American Bar Association Rule of Law Initiative (ABA/ROLI)⁶⁷ has addressed DV through its rule of law programming in a number of E&E countries. In Russia, for example, within their general programming, ABA/ROLI works with government officials, prosecutors, lawyers, justices of the peace, police officers, and social workers to strengthen the legal response to DV.⁶⁸ In Romania, ABA/ROLI convened a multi-disciplinary working group on DV, drafted amendments to Romanian criminal law and developed and implemented trainings for judges, court clerks and prosecutors.⁶⁹ Several ABA/ROLI projects have worked with non-lawyers, in the form of awareness-raising in order to address the fact that in some E&E countries, the legal profession is relatively inactive in DV work. “Know Your Rights” brochures on the law relevant to various areas of women’s rights, including DV, have been developed and distributed in both Moldova, for local public authorities, and in Russia, for at-risk women.⁷⁰ In addition, ABA/ROLI created the Social Advocates program to provide staff of women’s NGOs and crisis centers with basic knowledge of how the law can be used to protect women’s rights and give them the capacity to offer basic legal assistance to DV victims. This program, developed in Russia, has been adapted by the ABA/ROLI office in Turkmenistan⁷¹ and used by NGOs independently. In Ukraine, ABA/ROLI is training women in rural areas to act as advocates for other women in cases of DV and other legal issues.⁷²

Two projects in Central Asia recognized the important role that non-legal community decision-making bodies play in addressing cases of family violence. While these are not traditional rule of law projects, and community adjudication should not replace formal legal proceedings, it may be a useful practice to include influential community decision-makers’ projects that aim to improve victims’ access to justice. In a program supported by the U.S. Department of State’s Office to Monitor and Combat Trafficking in Persons, Community Responses to Domestic Violence and Human Trafficking project in Uzbekistan, leaders of local mahallahs (decision-making bodies made up of elders in the community) received training on DV prevention.⁷³ The OSCE is currently supporting a program in rural areas of the Kyrgyz Republic, the primary aim of which is to develop women’s capacities to create support groups. The project also targets the Aksakal courts (informal bodies of respected elders) to sensitize them about gender issues and to increase their involvement in DV cases.⁷⁴

2. Citizen Participation in Political Process and Local Governance

A central goal of political process and local governance programs is to ensure that citizens can participate freely in democratic decision-making. There are a number of aspects of local governance programming that are relevant to advancing women’s rights and addressing DV.

Good governance means that the needs of women and men, girls and boys are taken into consideration and that policy development and planning is based on the principle of gender equality. One aspect of citizen participation programs is to ensure that women are meaningfully represented in political and

⁶⁷ Formerly, the American Bar Association Central European and Eurasian Law Initiative (ABA/CEELI).

⁶⁸ See http://www.abanet.org/rol/europe_and_eurasia/russia.html.

⁶⁹ See http://www.abanet.org/rol/europe_and_eurasia/romania.html.

⁷⁰ See http://www.abanet.org/rol/europe_and_eurasia/moldova.html and http://www.abanet.org/rol/europe_and_eurasia/russia.html.

⁷¹ See http://www.abanet.org/rol/europe_and_eurasia/turkmenistan.html.

⁷² When a Woman Helps a Woman in Need, *Success Story*, USAID/Ukraine, 26 March 2009 at http://ukraine.usaid.gov/success_full.shtml?p=537.

⁷³ Community Responses to Domestic Violence and Human Trafficking project Web site, <http://ukraine.winrock.org/DOS/En/project/project.aspx>.

⁷⁴ Bringing Security Home: Combating Violence Against Women in the OSCE Region, *A Compilation of Good Practices*, p. 75.

planning structures. However, it has also been observed that “mere representation does not assure women’s issues are addressed.”⁷⁵ Thus, an important area of programming includes citizen oversight of how government programs, budget decisions, and laws are implemented as well as analysis of public service delivery. VAW constrains women’s access to public services,⁷⁶ and it also necessitates specialized responses and support. Evaluation of police and security services, health services, social support services and the availability of affordable housing for DV victims can serve as an indicator of the extent to which basic service delivery is gender-sensitive.

One of the characteristics of good governance is ensuring the security of all citizens. While DV is often perceived as a private matter, it is in fact a public issue. Local governments can be supported in carrying out public information campaigns as an essential part of DV prevention and in their efforts to develop coordinated community responses.

Points of Intervention:

- ✓ **Women’s leadership and participation:** Projects that address citizen participation in local governance can improve women’s political representation and leadership skills. Activities can be included, for example, coalition building or responding to constituents, that foster the ability of women leaders to advance agendas on women’s rights.
- ✓ **Community priorities that reflect women’s issues:** In community development projects, affirmative steps can be made to ensure that issues disproportionately impacting women, such as DV and lack of affordable housing, are included among priorities. Given that DV is frequently considered a private matter in the E&E region, it may be necessary to take affirmative steps to ensure that the topic is included.
- ✓ **Public services:** Projects that encourage citizen oversight of public services should take into consideration whether victim counseling and protection services, such as shelters or emergency telephone lines, exist in the community and are adequate and responsive to the problem of DV.
- ✓ **Public safety:** Safety audits should not be limited to ensuring women’s safety in public spaces. Training programs for public officials, including police or social workers, can be used to improve the protection of victims of DV in the home.

The STAR (Strategies, Training, Advocacy, Resources) project, created by World Learning, was a network of integrated programs in six former-Yugoslav countries that provided encouragement, financial support and technical assistance to local initiatives that advanced women’s economic and political leadership. The strategy behind the STAR Network was that “local women know what is best for their communities and can be the best organizers for positive social change.”⁷⁷ Members of the STAR Network advocated for women’s rights and empowered women through skill-building in NGO

⁷⁵ *Gender Mainstreaming in Local Authorities: Best Practices*, United Nations Human Settlements Programme (UN-HABITAT) (2008), p. 4.

⁷⁶ Lorraine Corner and Sarah Repucci, *A User’s Guide to Measuring Gender-Sensitive Basic Service Delivery*, UNDP/UNIFEM (2009), p. 6.

⁷⁷ See STAR Network Web site, <http://www.worldlearning.org/wlid/star/about/index.html>.

management, democratic leadership, micro-enterprise management and peace building.⁷⁸ USAID was a primary funder of some STAR Network projects, most significantly in Kosovo from 2002-2004. Through a cooperative agreement, World Learning implemented the Women's Political and Economic Empowerment program in Kosovo, which supported the work of local NGOs and women politicians. Among a number of projects, DV was identified as a critical issue, in part because women's economic dependence and lack of knowledge of the law fueled the problem. STAR Network leaders in Kosovo, along with other local and international NGOs, conducted village-based awareness-raising campaigns, advocated for the provision of shelters for victims and trained police officers.⁷⁹ Women's advocacy efforts and leadership around the issue of DV are credited with significant changes in Kosovo, such as the strengthening of laws on VAW and increased understanding of the problem.

The USAID Community Revitalization through Democratic Action (CRDA) program, implemented from 2001-2005 in Serbia and Montenegro, is an example of a broad-based project to improve how citizens, NGOs and the local government cooperate to set priorities and plan projects to improve community life. Overall, the CRDA program, implemented by International Relief and Development (IRD), funded 148 diverse community mobilization projects in Serbia.⁸⁰ The program provided citizens with training and support for strategic planning and assisted citizens to engage in planning, decision-making and designing and implementing local programs. An important focus of the CRDA program was advocacy for vulnerable and marginalized groups, such as people with disabilities, ethnic minorities, children and women, and support for social service and assistance projects.

In 2003, when CRDA community leaders identified DV as a pervasive problem in Western Serbia, IRD worked with the community to develop several projects to improve assistance to DV victims. Specifically, CRDA assisted with the establishment of SOS Centers in four Serbian towns, supported SOS telephone lines and training for volunteer operators. The SOS centers launched a media campaign, "We All Have to Know," to raise awareness of DV, established case workers and trained local teachers, counselors and medical professionals on working with DV survivors.⁸¹ These activities formed the basis of coordinated community assistance programs. Later activities took a more holistic approach to DV and were aimed at establishing a coordinated, regional approach, supporting community networks and institutions such as local authorities, NGOs, the SOS Centers, social welfare centers, judiciary, prosecutors, police, health centers, schools, and media representatives. When the CRDA project shifted from civil society and community development to economic development (under CRDA-E) in 2005, USAID continued to devote 15% of the CRDA budget to combating DV, which allowed IRD to expand the work from Western Serbia to other regions in the country. Notably, the part of the CRDA program devoted to assistance to DV victims was funded partially by USAID and partially through volunteer services.⁸²

3. Transparent and Accountable Governance

Considerable overlap exists between programs that aim to increase citizen participation in local government, as described above, and those that share the goal of greater transparency and

⁷⁸ Ibid.

⁷⁹ STAR Network's Women's Economic and Political Empowerment Program, Final Program Report, World Learning (2005), p. 46.

⁸⁰ *Citizen Actions are Changing Serbia*, International Relief and Development (IRD) (2006).

⁸¹ USAID Supports Serbian Efforts to Eradicate A "Quiet Killer," Success Story, USAID, 14 February 2006, http://www.usaid.gov/locations/europe_eurasia/press/success/2006-02-14.html.

⁸² *Citizen Actions are Changing Serbia*, IRD (2006).

accountability of government at all levels. Indeed, projects in this sector aim to increase the effectiveness of local government, for example, by providing capacity-building in the areas of service delivery, budgeting and financial management. Other projects have much in common with Rule of Law work, for example strengthening parliamentary procedures and improving legislative processes in order to ultimately improve the quality and effectiveness of laws and regulations.

Anti-corruption and watchdog efforts are important tools for ensuring transparency in government functions and are of particular relevance to combating DV. Corruption in the police/investigative services and the judiciary is especially harmful to women victims of violence who try to assert their rights.⁸³

Points of Intervention:

- ✓ Gender-sensitive budgeting: Within technical assistance projects on budgeting and activities to increase citizen oversight of government spending, modules on gender-sensitive budgeting can be included. Gender-sensitive budgeting is an exercise to measure national or local expenditures on VAW or other issues of women's rights and health. Related projects could include support for research that shows the economic impact of DV when left unaddressed at the community level.
- ✓ Monitoring of law and policies: Programs that support NGOs to conduct monitoring or watchdog work can include sections on how DV cases are dealt with under the legal system, both by the law itself and in practice.
- ✓ Development of action plans and strategies: Cooperative work with local governments can include support for the development of action plans or strategies to address VAW or DV specifically.
- ✓ Legislative support programs: Programs that aim to increase the professionalism and effectiveness of parliaments can give special attention to women leaders and issues that affect women.

In 2007, the UN Development Fund for Women (UNIFEM) supported the Initiative for Introducing Gender Sensitive Budgeting in the Area of Domestic Violence on Local and Entity Level in Bosnia and Herzegovina under which an NGO team conducted analysis of the budgets of four public institutions for social protection. The project assessed the extent to which public resources were being allocated to providing services to DV victims, in particular shelter services.⁸⁴ This project, under UNIFEM's regional program to advance gender equality and democratic governance through increased transparency and accountability, highlighted links between public spending on social care and the legislative frameworks on DV, social protection and gender equality.⁸⁵

⁸³ Bianca Schimmel and Birgit Pech, *Corruption and Gender: Approaches and Recommendations for TA, Focal Theme: Corruption and Trafficking in Women*, GTZ (2004), p. 10.

⁸⁴ See Nada Golubović and Minja Damjanović, *Opportunities and Challenges for Introducing Gender Sensitive Budgeting in the Area of Domestic Violence on Local and Entity Level in Bosnia and Herzegovina*, United Women Banja Luka (2007), <http://www.unifem.sk/index.cfm?Module=Static&page=w&s=resources>.

⁸⁵ See <http://www.unifem.sk/index.cfm?Module=Static&page=w&s=resources>.

In Romania, a 2007 USAID project on civil society strengthening targeted Romanian public policy and watchdog organizations in order to improve their advocacy efforts and outreach and facilitate their partnership work with government and business. Among the 36 NGOs that were supported, two received funds to monitor the implementation of a law on family violence in 20 counties of Romania.⁸⁶

Within its Legislative Support Program, the National Institute for Democracy (NDI) provides support for women parliamentarians in Kosovo who occupy one-third of the seats in Parliament but have not traditionally enjoyed a high level of influence or engagement with Kosovo's governing structures.⁸⁷ NDI has assisted women parliamentarians to cooperate among themselves and also to launch a one-year televised debate program aimed at putting issues of importance to women on the national agenda and increasing women's political participation. At the first public debate, held in 2008, female Members of Parliament addressed women's leadership and DV in Kosovo. The debate was followed by further discussion of how conflict in the region and economic difficulties exacerbate DV.⁸⁸ In Albania, the UN Joint Program on Gender Equality and Domestic Violence addressed gender disparities in political office and challenged stereotypes that not only keep women from decision-making positions in politics but lead to women's subordination in general.⁸⁹

4. Civil Society Development

Strengthening of civil society aims to improve the capacity of the third sector to represent and advocate on behalf of their constituencies. USAID supports and strengthens independent and active civil society organizations in various forms, including women's and human rights organizations. Often, women's organizations and crisis centers have been among the civil society groups that receive assistance within larger civil society support programs. As such, existing NGOs have been supported in undertaking specific anti-DV projects and have benefitted from initiatives to build their capacities and skills in how to manage non-profits. USAID has also provided critical support for the creation of women's crisis centers and shelters, as stand-alone organizations or within existing institutions such as hospitals or clinics.

The efforts of women's NGOs remain a critical factor in addressing DV in the region, as much of their work is still not supported or replicated by local governments. In addition, the region lacks progress in several areas in which civil society groups play a vital role such as development of programs for perpetrators, expanding services for victims/survivors, awareness-raising and coordination. In addition, civil society as an institution is rather young in the E&E region. As these organizations develop, the need arises to support their efforts in networking and coalition building. USAID and other donors are in a position to assist women's organizations that address issues of violence and to link them with other NGOs such as human rights monitors, child welfare groups and HIV/AIDS prevention programs. This, in turn, should enhance advocacy efforts and bring about more effective change.

The E&E region suffers from a distinct lack of programs for perpetrators of violence, such as therapy and counseling for aggressive behavior or substance abuse programs. USAID can consider ways to encourage greater male participation in anti-DV activities organized by NGOs or the development of NGO-based services for perpetrators that run parallel to victim services.

⁸⁶ Information provided by E&E Bureau Gender Advisor.

⁸⁷ Kosovar Women Parliamentarians Lead the Fight Against Domestic Violence and Engage Citizens in Debate on Gender Issues, NDI Web site, 16 March 2009, <http://www.ndi.org/node/15320>.

⁸⁸ Ibid.

⁸⁹ *Students debate equal participation of women in upcoming parliamentary elections*, UNDP/Albania, 12 June 2009 at <http://www.undp.org/al/index.php?page=detail&id=127>.

Points of Intervention:

- ✓ Crisis center support: Crisis centers in the region are still in need of support, not only for operational costs but also to expand their services. Dedicated funding for NGO-based crisis centers, which provide critical services for communities, should be considered.
- ✓ Capacity building: Women's NGOs, like other civil society organizations, can still benefit from capacity-building programs. Many women's organizations that address DV continue to depend on donor support. Technical assistance could be provided to help these organizations become sustainable, to better promote their activities through the media or to transition from service provision to also advocating for systems change at the policy level.
- ✓ Networking and partnerships: Despite critical links between DV and other societal problems in the region, NGOs often work in isolation from each other. Civil society programs can facilitate coalition-building and networking among NGOs working on DV and other women's issues. Such networking, either across countries or the region, is especially important for women's NGOs that have developed good practices but lack the means to convene regularly for information exchange. DV remains a non-priority issue in many countries, and policy makers or the public may not adequately understand its connections to other social problems. For this reason, a second form of partnership-building—across sectors—would benefit NGOs working on DV.

USAID supports the Civil Society Strengthening Project (CSSP) in Macedonia, which aims to build the capacity of NGOs so that they can be more effective and influential in their communities and work in partnership with government and business.⁹⁰ Among the NGO beneficiaries are organizations that have led policy actions on the issue of DV. Throughout the program, technical assistance and coaching was specifically directed toward initiating and advancing community-based services.⁹¹ NGOs working on DV and TIP have received training and skill building under the CSSP to provide appropriate services to survivors and also to work in cooperation with the local municipal authorities that are tasked with such service provision. As described elsewhere in this toolkit, the program has supported NGOs to conduct research into the issue of DV and to undertake policy work in cooperation with government authorities.

USAID funded the six-year Support to Croatia's Non-governmental Organizations (CroNGO) program in Croatia. During the first phase of the program (2001-2004), NGOs were supported and empowered through direct support, training and technical assistance with the idea that they would be better equipped to mobilize citizens and represent their interests to local, regional and national governments.⁹² During the second phase of the project (2004-2007), the focus shifted toward support for civil society to develop as a sector, and NGOs were provided with training on advocacy strategies, professionalism, volunteerism, increasing visibility and legal issues. Several of the NGOs in the program addressed either

⁹⁰ Macedonia Civil Society Flourishing with USAID Support, *Success Story*, USAID, 8 August 2008, http://www.usaid.gov/locations/europe_eurasia/press/success/2008-08-08.html.

⁹¹ See Web site for the Center for Institutional Development (CIRa), the implementer of the CSSP in Macedonia, http://www.cira.org.mk/en/index.php?option=com_content&task=view&id=13&Itemid=30.

⁹² *The CroNGO Program: Legacy for the Future*, Academy for Educational Development (AED) (2007), p. 18.

women's empowerment or peace building and non-violence. Some specifically gained skills in managing activities on VAW, for example using the media to publicly communicate a position, even making television documentaries on DV, and carrying out nation-wide campaigns against VAW.⁹³ Another NGO managed a hotline and ran a counseling center for DV victims.⁹⁴

Under the Community Responses to Domestic Violence and Human Trafficking project, launched by Winrock International in 1999 in Armenia, Moldova, Ukraine and Uzbekistan, victim-sensitive community-based responses to DV were enhanced by strengthening the capacity of women's NGOs. Women's NGOs were the recipients of capacity-building projects that enabled them to train professionals from multiple disciplines in the community (for example, law enforcement, judges, prosecutors, medical professionals, teachers, social workers, psychologists and crisis center staff).⁹⁵ The NGOs also played key roles in developing and facilitating local Advisory Boards to coordinate DV prevention efforts. The program was particularly strong in Ukraine (1999-2004) where NGOs from around the country supported research, trained numerous community members, conducted educational and awareness-raising programs and developed their capacities to provide comprehensive services to DV survivors.

5. Media

USAID supports media development in order to promote the free exchange of information. USAID's media strengthening programs aim to foster independence of media outlets, build their capacity to provide balanced and accurate reporting and cover topics that are relevant to citizens, as well as enhance media connections with civil society.

Studies of gender and the media have found that, like other sectors, women are underrepresented both in news stories and in professional roles, most notably in the press. The media can also foster negative stereotypes about women, some of which perpetuate women's subordinate role. In 2005, the Global Media Monitoring Project, a five-year longitudinal study of women in the news media,⁹⁶ noted that "women's points of view are rarely heard in the topics that dominate the news agenda Even in stories that affect women profoundly, such as gender-based violence, it is the male voice (64% of news subjects) that prevails."⁹⁷ Significantly, the news media also disproportionately focuses on women as victims—twice as often as men—yet categories of crime in which women are, in fact, the primary victims account for only 1% of all topics in the news for the years surveyed.⁹⁸ "The portrayal of victims is a convenient method of dramatizing and humanizing certain stories in the news. But rather than covering events that particularly injure women such as DV, news tends to emphasize the presence of women who are caught up in accidents, crime and other incidents that actually involve both women and

⁹³ Ibid., 71 and Harry Blair et al., *Final evaluation of USAID Project for Support to Croatia's Non-Governmental Organizations (CroNGO), 2001-2007*, AED (2007), p. 74.

⁹⁴ *The CroNGO Program: Legacy for the Future*, p. 74.

⁹⁵ Community Responses to Domestic Violence and Human Trafficking project Web site, <http://ukraine.winrock.org/DOS/En/project/project.aspx>.

⁹⁶ The media monitoring project is a global effort, carried out with national coordinators, including from the E&E region. In 2005, coordinators from Azerbaijan, Bosnia and Herzegovina, Croatia, Georgia, Montenegro, Romania, Serbia and Uzbekistan participated.

⁹⁷ Margaret Gallagher, *Who Makes the News? Global Media Monitoring Project 2005*, World Association for Christian Communication (WACC) (2005), p. 17.

⁹⁸ Ibid., 46.

men. By disproportionately focusing on female victims in events that normally affect both sexes, the news perpetuates a stereotype of female weakness and helplessness.”⁹⁹

Media programs can play a vital role in shaping social constructs about GBV through enhancing the skills of media professionals to undertake gender-fair coverage and to encourage a gender-balance within the profession, both at the reporting level and also among editors and managers.

Points of Intervention:

- ✓ Gender-sensitive media: Programs that provide training and skill-building for media professionals can include modules on how to appropriately report on VAW and DV and how to reduce gender stereotyping in the media.
- ✓ Media support for civil society work: Media programs can be linked to civil society programs so that media outlets take part in advocacy work, promote the services of NGOs and specifically provide information relevant to assistance for DV victims. Likewise, media outlets, in collaboration with NGOs, can conduct awareness-raising campaigns on VAW.
- ✓ NGO work with media: Related to the point above, the capacity of NGOs to work with media outlets can be enhanced for advocacy campaigns against DV.

The PRO-Media project, implemented in Montenegro by the International Research & Exchanges Board (IREX) in 2001-2002, targeted journalists and editors for training in order to increase their sensitivity to gender issues. At the outset of the PRO-Media project, IREX conducted a baseline survey of independent media articles about women’s issues that revealed insufficient coverage in Montenegro of such topics as VAW, trafficking of women and girls, economic and political rights, and reproductive rights. These topics became the areas of focus for training in journalism skills. In parallel, IREX awarded small grants to investigative journalists who covered topics of women’s rights as a method to increase reporting.¹⁰⁰ Surveys conducted in 2002 revealed a significant increase in both the number of articles about women’s issues in the media in Montenegro as well as the quality of the reporting.

In 1999, Internews created a combined training and production project on the issue of DV in Russia. The project “Because I am a Woman” trained television journalists from around Russia to more effectively and responsibly cover issues impacting women’s lives.¹⁰¹ It also offered small grants to support journalists in creating short films on DV, which were later aired during regular programming, for example on already-existing talk shows. It was reported that after such segments were aired, public discussion of DV increased, and some local governments initiated their own campaigns of public service announcements and also better coordination of their work with local women’s crisis centers.¹⁰²

In 2004, under a USAID Media program, the Center for Investigative Reporting (CIN) was founded in Bosnia in order to elevate the standard on investigative reporting in Bosnia, to introduce international standards and to provide a diverse staff of reporters and editors with skills in interviewing, research,

⁹⁹ Ibid.

¹⁰⁰ Elaine Zuckerman and Ann Graham, *Gender Assessment of Serbia and Montenegro*, WID/USAID (2002), p. 14.

¹⁰¹ See <http://www.internews.org/global/gender/default.shtm>.

¹⁰² *A Decade of Change: Profiles of USAID Assistance to Europe and Eurasia, Helping People in Need*, USAID, p. 8, http://www.usaid.gov/locations/europe_eurasia/ten_year/.

story organization and accuracy.¹⁰³ The CIN gained international recognition for several stories on corruption and abuse of power, but CIN reporters were also credited with initiating public debate on other issues not regularly covered in the media, such as DV.¹⁰⁴ As in other CIN projects, the series on DV, “What to Do to Help a Victim” and “What to Do If You Are a Victim,” included information about actions readers could take as well as government responsibilities.¹⁰⁵

This toolkit also includes several examples of NGO-led activities under the 16 Days of Action Against Gender-Based Violence campaign. In many cases, campaign activities included media events and coverage by radio and television stations and in the press.

E. Health

DV is a serious health concern around the world, producing both negative short-term and long-term health consequences. Women victims of DV suffer from physical, sexual and psychological harm. Furthermore, because DV is used to exert control over women, it impedes their ability to make choices about sexual behavior that can lead to other serious health issues.

I. Maternal and Child Health

Research indicates that women are at an increased risk for DV during and after pregnancy.¹⁰⁶ A multi-country study of intimate-partner violence found that in cases when pregnant women were abused physically, 90% of the perpetrators were the men responsible for the pregnancies and those with whom the women were living at the time.¹⁰⁷

Because of the strong links between maternal and child health (MCH), the impact of DV on both women and children’s health can be appropriately addressed through MCH programming. Critically, however, such interventions must address the health needs of victims/survivors of DV themselves, and not merely as carriers of children. The tendency in social welfare programs in the region is to focus heavily on child health and well-being issues and at times to blame DV victims for “failures” to protect children from violence.

Points of Intervention:

- ✓ **Women’s Wellness Centers:** Programs that aim to increase women’s access to basic health services should include components on DV. Such centers may be the only agency that DV victims turn to for assistance, so they should be equipped to address both violence prevention and response.
- ✓ **Capacity-building for healthcare professionals:** In the E&E region, many healthcare professionals lack knowledge about DV, do not regularly screen for the problem and do not regularly make referrals. Programs that aim to increase the sensitivity and

¹⁰³ Assessment of USAID/Bosnia and Herzegovina Media Interventions, Final Report, USAID/ARD (2006), p. viii.

¹⁰⁴ *Center for Investigative Journalism Bosnia-Herzegovina, Final Report*, Department of Journalism, New York University (2007).

¹⁰⁵ Ibid.

¹⁰⁶ See Claudia García-Moreno et al., *Multi-country Study on Women’s Health and Domestic Violence against Women*, WHO, (2005), p. 67, noting that most women who reported physical abuse during pregnancy also reported that they had been abused before, and in 8%-34% of cases, women reported that the severity of the physical abuse increased during pregnancy.

¹⁰⁷ Ibid.

skills of medical professionals and expose them to best practices should include modules on DV within such topics as women's health, pediatrics and family practice. Related projects could be aimed at integrating DV in curricula for healthcare professionals under programs on strengthening health systems.

USAID funded the American International Health Alliance (AIHA) to work in partnership with local healthcare establishments to found Women's Wellness Centers in more than 30 communities across the E&E region. The centers use a common model of comprehensive clinical services and cost-effective health promotion that cover women's health needs throughout their lives.¹⁰⁸ The AIHA model is adapted to the situation in the region after the collapse of the Soviet Union, which resulted in fragmented healthcare services, a breakdown in State-supported care and an increase in public health concerns such as substance abuse, unsafe sexual practices and DV. Because the Women's Wellness Centers provide a new model for addressing women's health and dealing with clients, AIHA first formed a Women's Health Task Force in each country, which included medical professionals, educators and policymakers, to identify priorities, create a women's wellness program and delineate the clinical services and educational outreach programs that would be included in the work of the centers.¹⁰⁹ One of the core services of the Women's Wellness Centers is counseling and support for DV victims. For example, a center in Georgia distributed educational materials on DV to clients,¹¹⁰ a center in Ukraine runs a hotline that provides counseling on DV,¹¹¹ and in Moldova, the center cooperates closely with a local crisis center for women¹¹² and has also led activities to increase awareness of the problem and educate healthcare providers to recognize signs of abuse.¹¹³

In order to address the prevalence of DV during pregnancy, the World Health Organization (WHO) Regional Office for Europe developed a joint activity linking its gender equality and MCH programs, Making Pregnancy Safer. In 2005, Moldova was selected as the pilot site for the project which tested whether maternity care could also address the needs of pregnant women experiencing abuse.¹¹⁴ Under the project a strategy was devised for addressing DV during pregnancy and improving service delivery by healthcare practitioners involved in antenatal care (family doctors, obstetricians, gynecologists and nursing staff) as well as other professionals such as psychologists and social workers. The program worked through a training of trainer model, which included international experts. The WHO concluded that "the health service is in a unique position to address abuse, given its engagement with women, however, while central to women experiencing abuse, meeting their needs will require a coordinated, multi-sectoral response to maximize health gain and integrate policy planning and service delivery."¹¹⁵

¹⁰⁸ Women's Wellness Center Model Overview, <http://www.eurasiahealth.org/toolkits/wwc/eng/model.html>.

¹⁰⁹ Ibid.

¹¹⁰ Women's Wellness Center—Kutaisi, Georgia, Profiles of 16 Women's Wellness Centers, <http://www.eurasiahealth.org/toolkits/wwc/eng/brief.html>.

¹¹¹ Women's Wellness Center—Odessa, Ukraine, Profiles of 16 Women's Wellness Centers, <http://www.eurasiahealth.org/toolkits/wwc/eng/brief.html>.

¹¹² Women's Wellness Center—Chisinau, Moldova, Profiles of 16 Women's Wellness Centers, <http://www.eurasiahealth.org/toolkits/wwc/eng/brief.html>.

¹¹³ Women's Wellness Center Model Overview.

¹¹⁴ Making Pregnancy Safer & Gender Mainstreaming: Response to Domestic Violence in Pregnancy, WHO Regional Office for Europe (2005), http://www.euro.who.int/document/MPS/mps_gem_mda_new.pdf.

¹¹⁵ Ibid.

2. Family Planning/Reproductive Health

DV is perpetrated by intimate partners and, in addition to physical injuries, can have serious consequences for a woman's reproductive health. DV has been linked to an increase in gynecological problems and unintended and high-risk pregnancies.¹¹⁶ Perhaps most significantly for programs that support family planning and reproductive health (FP/RH) activities, "abuse limits women's sexual and reproductive autonomy. Women who have been sexually abused are much more likely than non-abused women to use family planning clandestinely, to have had their partner stop them from using family planning, and to have a partner refuse to use [contraception]."¹¹⁷

Evidence suggests that involving men in FP/RH programming may help reduce the risk of DV. Men tend to make decisions about sexual relations, sometimes using coercion or violence.¹¹⁸ Indeed, a study of the E&E region revealed that while marital rape is criminalized in a majority of countries, such cases are rarely reported or prosecuted,¹¹⁹ suggesting that societal attitudes toward coerced sex may be ambiguous. Organizations that work with perpetrators note that notions of fatherhood and the desire to serve as positive male role models are often powerful entry points for helping violent men change their behavior.

Projects that promote men's shared responsibility for and active involvement in parenthood, sexual and reproductive behavior (which can include both family planning and maternal and child health) and shared responsibilities for family life also help produce models of equitable gender relations in which violence has no place. Although men in the E&E region have not been particularly engaged in anti-VAW activities, especially in sub-regions where patriarchal values are strong, projects that increase male participation as partners in reproductive health questions are being used and may be especially effective in addressing DV, including abuse that occurs during pregnancy.

Points of Intervention:

- ✓ Capacity-building for family planning professionals: Similar to building the capacity of medical workers who deal with women's health generally, programs for professionals who deal with FP/RH issues should also include skill-building in how to screen for and respond to GBV.
- ✓ Male involvement in reproductive health issues: Special efforts should be used to increase men's involvement in FP/RH issues as a way to address root causes of DV. Family planning programs should make efforts to include men as partners as well as to promote specialized services on male reproductive health.

USAID/Armenia has supported initiatives to improve the response to GBV in reproductive health programs. Under the PRIME II Project (2002-2004), IntraHealth worked in close cooperation with the Armenian Ministry of Health to implement a program that had several objectives: to increase awareness among health professionals of VAW as a public health concern, to improve the knowledge and practice of health providers related to VAW, to increase cooperation between the health sector and other

¹¹⁶ *Ending Violence Against Women: From Words to Action*, UN Secretary-General (2006), pp. 58-59.

¹¹⁷ *Violence Against Women: Effects on Reproductive Health*, *Outlook* (20) 1, PATH/UNFPA (2002), p. 3.

¹¹⁸ *It Takes 2: Partnering with Men in Reproductive and Sexual Health*, UNFPA (2003), p. 15.

¹¹⁹ *Domestic Violence in Europe and Eurasia*, USAID (2006).

agencies that provide assistance to victims/survivors and to improve the readiness of healthcare providers to identify and manage VAW.¹²⁰ A polyclinic in Yerevan was chosen as a demonstration site for the VAW program, which included training and support for primary providers of reproductive health services. The PRIME II Project also included activities to sensitize policy makers and project implementers to VAW as a public health concern. In 2003, the Gender-Based Violence program of PRIME II, working with the Ministry of Health and Government of Armenia, convened a National Meeting on Violence Against Women as a Public Health Concern (2003) at which representatives of government, the public health sector, law enforcement, international agencies and NGOs participated.¹²¹ PRIME II and the Ministry of Health also jointly published a *Directory of Organizations Offering Services in Gender-Based Violence* (2003), an informational guide for healthcare providers that includes contact information for governmental and NGO resources in the community.¹²² The guide is intended to increase awareness of available services and to facilitate a coordinated response to VAW.

Program H is a multi-faceted program developed by Promundo, a Brazilian NGO, which stimulates young men to question traditional norms of masculinity and also leads them to critically discuss the costs of such masculine stereotypes and the advantages of gender equitable behavior, including better care of their own sexual and reproductive health.¹²³ The program, which has expanded to six countries in Latin American and the Caribbean, is a set of methodologies and exercises that health providers, peer educators and others can use with young men to motivate them to reflect on how ideas of manhood influence their lives in several spheres, such as personal and sexual relations, reproductive health, experiences of DV, unplanned pregnancies and fatherhood.¹²⁴ Program H is an innovative approach to attracting men to health services, including increasing their involvement in reproductive health matters, but it also aims to address deeper issues that perpetuate gender inequality.

3. HIV/AIDS

VAW and HIV/AIDS are “mutually reinforcing pandemics that affect the health and development of millions of women, families and communities worldwide”;¹²⁵ each problem presents an increased risk for the other. Women who have experienced violence are at a higher risk for HIV infection, and HIV-infected women are more likely to have experienced violence.¹²⁶ As described in the section on family planning above, physical violence committed by intimate partners is often accompanied by sexual violence. Even when force is not used, social norms often dictate that women “should” provide sex to partners, and one reason that women engage in high-risk sexual behavior is to please male partners or because of difficulties convincing partners to use condoms.¹²⁷ It is not insignificant that “the proportion of women among newly detected HIV-infections is increasing . . . in Eastern Europe and Central Asia” and, therefore, international bodies, such as the European Union, have called for specific measures to

¹²⁰ *National Meeting: Violence against Women as a Public Health Concern*, Report of Proceedings, Armenia Country Document Series 3 (2003), p. 8.

¹²¹ *Ibid.*, 6.

¹²² *Directory of Organizations Offering Services in Gender-Based Violence (GBV): Community Resources in Yerevan* (2003), p. 5.

¹²³ Program H is supported by the Pan-American Health Organization, International Planned Parenthood Federation, John Snow Inc./ Brazil and Durex SSL Intl. See Promundo Web site, <http://www.promundo.org.br/330>.

¹²⁴ See Promundo Web site, <http://www.promundo.org.br/22418>.

¹²⁵ Diny Luciano Ferdinand, *Development Connections: A Manual for Integrating the Programmes and Services of HIV and Violence Against Women*, Development Connections/UNIFEM (2009), p. 5.

¹²⁶ *Ending Violence Against Women: From Words to Action*, UN Secretary-General (2006), p. 58.

¹²⁷ *Integration of the Human Rights of Women and the Gender Perspective: Violence against Women, Intersections of Violence against Women and HIV/AIDS*, UN Special Rapporteur On Violence Against Women, Its Causes and Consequences (2005), paras. 29-31.

combat the “feminization” of the epidemic, including efforts to “strengthen global attention and action to address gender inequality, gender-based violence and abuse as drivers of the AIDS pandemic.”¹²⁸

Points of Intervention:

- ✓ **Prevention:** HIV prevention programs, including for high-risk women and youth, should recognize root causes of women’s vulnerability and address VAW as a risk factor for coerced sex and risky sexual behavior.
- ✓ **Voluntary Counseling and Testing:** Stigma surrounding both HIV and VAW prevent women from seeking help.¹²⁹ Because of the intersections between HIV and VAW, HIV/AIDS counseling and testing programs for women should include screening for VAW, counseling on violence, and referrals to services if needed.
- ✓ **Prevention of Mother to Child Transmission (PMTCT):** Violence can impede women from accessing services, including those related to prevention of HIV transmission. PMTCT programs are opportunities to discuss VAW in the context of future pregnancies and family planning.
- ✓ **Advocacy on HIV/AIDS:** Advocating for programs and policies that address the risk factors for HIV among women should also draw attention to VAW. Root causes common to both problems such as gender discrimination and stereotyped gender roles should be addressed comprehensively, and common solutions such as women’s empowerment programs should be supported.

In the E&E region, USG support for HIV/AIDS prevention and management has been significantly more limited than in other regions. Additionally, funding has been targeted to groups perceived as the most at-risk, and therefore opportunities to address the intersections of the epidemic and other public health problems have been limited. Some of the most innovative and successful programs that combine interventions on HIV transmission and VAW have originated in sub-Saharan Africa and South-East Asia. These programs have yielded good practices and have much to teach other regions that are addressing the HIV/AIDS epidemic. In fact, many of the accepted strategies for addressing VAW apply in this context as well, with an added emphasis on affirmative steps to link VAW and HIV. For example, national action plans on VAW should be tied to strategies for addressing AIDS; the reverse is true as well. Health providers on family planning, reproductive health and HIV/AIDS services must recognize their role in screening for VAW, making appropriate referrals and in providing high-quality health care. Community mobilization and outreach on prevention for both VAW and HIV can be coordinated. The psychological impacts of VAW and stigma surrounding HIV serve to perpetuate these problems and, therefore, social protection services must be comprehensive, appropriate and accessible to all.¹³⁰

In late 2008, the EU European Commission and the UN Population Fund (UNFPA) launched a comprehensive youth-friendly sexual and reproductive health program, the Reproductive Health

¹²⁸ EU Statement on the Occasion of the Comprehensive Review of the Progress Achieved in Realising the Declaration of Commitment on HIV/AIDS and the Political Declaration on HIV/AIDS, 10-11 June 2008, paras. 10-11.

¹²⁹ *Development Connections: A Manual for Integrating the Programmes and Services of HIV and Violence Against Women*, p. 37.

¹³⁰ Pillars for a Comprehensive Response to VAW, summarized from *Scaling Up for Zero Tolerance: Civil Society Leadership in Eliminating Violence Against Women and Girls in Ghana, Rwanda, and South Africa*, Global AIDS Alliance (2008), p. 8.

Initiative for Youth in the South Caucasus, in Armenia, Azerbaijan and Georgia. The initiative is modeled after a successful program first used in Asia and aims to build national capacities and regional partnerships to improve the sexual and reproductive health status of young people.¹³¹ The program targets youth ages 15-24 to increase their knowledge about such interrelated issues as HIV/AIDS, sexually-transmitted diseases, fertility, childbirth, gender-based violence, human rights and gender equality and to replicate good practices for delivery of youth-friendly services.

F. Economic Growth

VAW in all forms places severe economic strains on women and families and the country as a whole. Women who experience violence in the home are often deterred by spouses from working or may have problems with absenteeism and lack of productivity. Women's lower economic status is also a key factor in preventing women from leaving abusive relationships. At the macro level, a country's economic growth is hindered when resources are used to address violence that has occurred rather than prevention efforts.

The full impact of the global economic crisis on women in the E&E region remains unclear. Experts have noted, however, that both earlier financial crises and the position of women in the economies of Europe and the CIS suggest that there will be serious consequences for women. "[T]he crisis seems likely to affect women in such areas as employment and social safety networks, unpaid care work, health, education, migration, and also in terms of gender violence."¹³² Because evidence suggests that "incidents of abuse and VAW increase during periods of socio-economic crisis," it is especially important that social protection systems be maintained and also that projects which empower women economically remain.¹³³

I. Microfinance/Small Business Development

Microfinance and support for small businesses are used to boost employment opportunities that reach underserved populations, typically those who are not able to participate in or benefit from market reform and economic progress in the country. Such schemes often target women in developing nations, as a means of empowerment and to ensure greater support for children, families and community development. Microfinance projects have also been used specifically to address women's vulnerability to violence. Not only does a woman's financial independence give her greater opportunities to escape violence, but when women are seen as income-earners, their confidence, status in the family and opportunities for decision-making also often increase. Of note, women's employment assistance programs have been embedded in TIP prevention and protection work in the E&E region, as discussed in Section I below, but they are also important tools for increasing women's economic independence generally and, consequently, for protecting them from DV.

When such programs address women at-risk for violence, they must cooperate closely with local victims' support centers to ensure that other needs of these women are also met, for example legal assistance, psychological counseling and support.

¹³¹ Reproductive Health Initiative for Youth in the South Caucasus project Web site, <http://www.foryouth.ge/en/>.

¹³² Louise Sperl, "The Crisis and Its Consequences for Women," *Development and Transition* (13), July 2009, <http://www.developmentandtransition.net/>.

¹³³ Ibid.

Points of Intervention:

- ✓ Microfinance: Such programs can be used as a platform to promote gender equity and address GBV, including DV, by incorporating specific activities that target at-risk women for assistance and building in modules and training on the issue of violence.
- ✓ Small Business and Employment Assistance for Women: Similarly to how microfinance projects are used, small business development can empower women economically.

A large number of beneficiaries from USAID microfinance projects around the world are women. USAID microfinance development assistance acknowledges the utility of such programs to address violence and exploitation. For example, in FY 2007, \$6.7 million USD of USAID's total microenterprise funding "assisted victims of trafficking in persons and women who are particularly vulnerable to other forms of exploitation and violence."¹³⁴ For the E&E region, funding levels were much lower—\$0.11 million USD—and it is also not clear to what extent VAW, or DV, is really a focal issue of such programming.

Two non-USAID projects highlight how microenterprise programming can incorporate anti-DV work into program design. With funding from the U.S. Embassy and State Department, Pact-Cambodia initiated the two-and-a-half year Women's Empowerment Program (WORTH) in 2004 that targeted the root causes of VAW, such as poverty and lack of education, by increasing women's empowerment, savings and microenterprise. The WORTH program worked to increase the incomes of more than 2,000 poor Cambodian women through microenterprise development and also empowered the women to initiate grassroots advocacy campaigns on such topics as DV, human trafficking, property rights and other issues that the women identified as priorities.¹³⁵ NGO partners of the WORTH program used specifically adapted curricula that included elements of women's empowerment.

The Intervention with Microfinance for AIDS and Gender Equity (IMAGE) project similarly uses microfinance as a platform to address both HIV/AIDS and VAW, most specifically DV in rural areas of South Africa. In 2001, the Small Enterprise Foundation, the Microfinance Institution and the Rural AIDS and Development Action Research Programme launched the IMAGE project, which combines poverty-focused, group-based microfinance for women with structured training and discussion of gender-based violence, HIV/AIDS and other social issues. In addition to compulsory meetings and trainings on business planning, microfinance is also contingent on attendance at "Sisters of Life" workshops. These workshops are structured to strengthen the confidence of the participants, enhance their communication and leadership skills and improve critical thinking. The training topics include gender roles and culture, sexuality and GBV, communication and relationships, and HIV transmission and prevention.¹³⁶ The IMAGE project has been evaluated extensively; findings reveal that women participants are half as likely to experience DV as compared to those who are not part of the project. Divorce and separation rates among the women have not changed, but women's status has improved, and they report being treated more respectfully by their partners. Overall, the women report increased

¹³⁴ *Microenterprise Results, Reporting Annual Report to Congress, Fiscal Year 2007*, USAID (2008), pp. ii and 13, http://www.usaid.gov/our_work/economic_growth_and_trade/micro/mrr_fy_07_annual_report.pdf.

¹³⁵ *Note from the Field: Empowering Women at Risk*, USAID/Cambodia (2005).

¹³⁶ *Using Microfinance to Fight Poverty, Empower Women and Address Gender-Based Violence and HIV*, Institute of Development Studies (May 2008).

self-confidence and engagement in community life and also a significant decrease in incidents of physical and sexual abuse.¹³⁷

G. Youth Programs

Young people are important targets of development programs, and USAID addresses youth as a cross-cutting issue. Youth-focused programs strive to address the development needs of children and youth and also to involve young people in development processes. The impact of DV on young people and children is significant. DV negatively affects their health and educational performance and is linked to the use of violence in their own lives.¹³⁸ At the same time, a key to breaking the cycle of VAW and to changing societal tolerance is to shape the attitudes of young people. Youth can often serve as enthusiastic and energetic activists for causes that are relevant to their lives and can be positive forces for social change.

Points of Intervention:

- ✓ **Healthy lifestyle programs:** Programs that foster healthy behavior in young people can include components on intimate-partner violence. Not only may youth be experiencing violence in the home, but they are also at risk for such violence being repeated in their own relationships.
- ✓ **Empowerment programs for girls:** Programs that aim to increase girl's leadership skills, job skills and self-esteem can include the topic of DV in order to decrease the risk that young women will experience violence in their lives.
- ✓ **Education-based projects:** School-based anti-violence programs can be effective in shaping the attitudes of young people, in addressing violence that occurs in the home and in fostering community-based responses to DV. For older students, curricula and modules on gender studies, VAW and DV can be incorporated into a range of educational reform projects, for example in university curricula or in specialized academies, such as for police cadets or magistrates.

In Russia's Far East, Winrock International is implementing the USAID-funded LIDER Program (the Russian acronym for Leadership, Initiative, Action, Unity, and Results), which enhances youth participation in local governance and advocacy around issues of health and social well-being. An important component of the program is strengthening NGOs that work with or are organized by young people and foster youth activism. By working through Youth Advisory Councils, young people are engaged in all stages of design and implementation of the program and identify the core issues that the program targets, including "health" and "happy family life".¹³⁹ VAW is not a focus of the overall LIDER Program, but because DV does impact young families, the project includes activities devoted to this topic. For example, in 2008, one NGO project consisted of a series of trainings and debates on the topics of gender equality and DV prevention for pupils in local schools, universities, and summer camps.

¹³⁷ Ibid.

¹³⁸ *Ending Violence Against Women: From Words to Action*, UN Secretary-General (2006), p. 61.

¹³⁹ See http://russia.usaid.gov/programs/democratic_dev/civil_society/Winrock_LIDER/.

Over 1,500 young people were introduced to the “Together Against Violence” project, and the NGO is planning to create awareness-raising materials on family violence and human trafficking.¹⁴⁰

The Internet Access and Training Program (IATP), implemented by IREX in several Eurasian countries, is an educational program that provides training in Internet use.¹⁴¹ Within this broad program, IREX has addressed GBV and young people in several ways. In Georgia, IATP access sites were used to host seminars on GBV under the 16 Days of Action Against Gender-Based Violence,¹⁴² an annual global campaign, Women’s History Month and International Women’s Day.¹⁴³ During the seminars, students, NGO representatives and others discussed such topics as GBV, measures to prevent violence and legal remedies for DV in Georgia. In Moldova, under the IATP Student and Tech Age Girls (TAG) project, young women carried out a campaign to raise awareness of DV in their community.¹⁴⁴ After they conducted an anonymous survey, the TAG participants uncovered several factors that contribute to family violence and, using the computer skills gained in the program, they developed a PowerPoint presentation that was shown during a conference attended by local schools. In addition, the students created pamphlets directed toward youth that encourage them to seek help through hotlines if they are experiencing DV and, in order to reach a wider audience, published information about the project on their Web site¹⁴⁵ created through the IATP center.

Animus Association Foundation is a Bulgarian NGO that undertakes advocacy work and provides services to victims of VAW. Within their rehabilitation work, the Animus Association created a social club for women victims of violence that includes a team dedicated to prevention work in the community. Animus Association received a small grant from the Democracy Commission of the U.S. Embassy for the Introducing Issues Involving Violence Against Women to Students in Sofia Schools project. This project, implemented by the social club, aimed specifically at changing the attitudes of young people toward various forms of VAW such as DV, sexual violence and trafficking in women, and consisted of school-based discussions with students, teachers and school administrators using specialized publications.¹⁴⁶

Under a broad-based IQC to provide training support to USAID programs in Central Asia,¹⁴⁷ the Academy for Educational Development (AED) conducted training programs in the Kyrgyz Republic for professors and students of the pedagogical university to develop their awareness of and capacities to offer instruction on gender issues. AED worked closely with local organizations to develop the program and at their request included a component on a Kyrgyz tradition that has been revived during the transition period— bride kidnapping. During the trainings, the acts of bride kidnapping and forced marriage were presented in the context of gender equality and human rights.¹⁴⁸ As a result of the project, several gender-focused courses were developed and adopted as part of the university curriculum. In a separate activity on youth summer camps within a democracy and healthy lifestyles

¹⁴⁰ *LIDER Newsletter* 3, January 2009, <http://www.lider.winrock.ru>.

¹⁴¹ Since 2007, the IATP is funded by USAID, but it was earlier supported by the State Department Bureau of Equation and Cultural Affairs.

¹⁴² Women Throughout Georgia Discuss Gender-related Violence Online, IREX, December 2004, available at <http://www.irex.org/newsroom/news/2004/1208-iatp-women.asp>.

¹⁴³ Online Chats in Central Asia and the Caucasus Create Forums for Women to Discuss Issues, IREX, http://www.irex.org/newsroom/news/2006/0323_women.asp.

¹⁴⁴ Internet Access and Training Program, Monthly Highlights, IREX, May 2009.

¹⁴⁵ www.nasilie.wikidot.com.

¹⁴⁶ *Democracy Commission Small Grants Program of the US Embassy in Bulgaria—1994-2006*, p. 170.

¹⁴⁷ The START indefinite quantity contract (1993-2004).

¹⁴⁸ *AED Training Shines New Light on an Old Kyrgyz Tradition: Bride Kidnapping*, AED News Story available at <http://www.aed.org/News/Stories/bridekidnapping.cfm>.

training program, AED encouraged discussion of the consequences of bride kidnapping through role-play sessions with Kyrgyz adolescents.¹⁴⁹

USAID grantees have successfully involved youth volunteers in advocacy against DV. After participating in a Community Connections program on NGO Development, the Director of Women's Hope Organization in Georgia was inspired to engage youth in projects to inform women about their rights. The NGO launched a political newspaper which features a section on women's issues, including DV and trafficking, interviews with women leaders, monitoring of local government activities and gender equality. Youth volunteers, primarily young women, distribute the newspaper and also talk with the public about the work of the organization on women's issues.¹⁵⁰ In Russia, the Crisis Center of Sartatov, a former USAID grantee, organized a campaign around the 16 Days of Action Against Gender-Based Violence in which young people played a central role. Teams of youth, mainly social work students, took to the streets to distribute information on DV and the services offered by the center to encourage citizens to sign a pledge on non-violence behavior and to engage in discussions about tolerance for DV.¹⁵¹

From 2000-2005, USAID's Office of Population and Reproductive Health, Bureau for Global Health supported the CATALYST Consortium, a global reproductive health and family planning activity, implemented by a partnership of five organizations. CATALYST had been particularly active in Bolivia, and when the Bolivian Ministry of Health and Sports developed a plan to serve youth under its comprehensive health strategy, the Consortium recognized an opportunity to address a subject that had received little attention—how youth experience GBV.¹⁵² The overall goal of the project was to reduce the prevalence of GBV among Bolivia's adolescent population, specifically focusing on violence in their intrapersonal relationships. The project worked not only to raise awareness of young people about GBV but also to increase youth-friendly support systems in clinical and social services. The project worked on several levels, for example, by forming alliances with the authorities (at the local, district and municipal levels) and supporting core groups of young people. The youth played a central role in the project, by assessing the problem of GBV, planning and conducting workshops for other youth, developing community action plans and negotiating with authorities to achieve buy-in for the action plans.¹⁵³

H. Vulnerable Groups

In recent years, there has been increased attention to the intersection of women's status and vulnerability to violence. For example, refugee and immigrant women, women from minority ethnic communities and rural women and girls all face distinct risks for violence that are not always addressed through mainstream programming. In the case of ethnic minorities, specific beliefs or lack of culturally-appropriate services may prevent women victims from seeking assistance. Orphans and other socially disadvantaged children may have already experienced family violence and are also at risk of entering non-healthy relationships as they mature.

¹⁴⁹ *Democracy and Healthy Lifestyles Training for Adolescent Youth Summer Camps*, AED Press Release, 3 September 2004.

¹⁵⁰ Youth Volunteers Help Spread News on Women's Issues, *Success Story*, USAID, 24 January 2008, http://www.usaid.gov/locations/europe_eurasia/press/success/2008-01-24.html.

¹⁵¹ *Saratov Youth Unite Against Family Violence*, *Success Story*, USAID, 19 January 2007, http://www.usaid.gov/locations/europe_eurasia/press/success/2007-01-19.html.

¹⁵² *Making a Difference: Mobilizing Youth against Gender-Based Violence in Bolivia*, Project Summary, USAID/CATALYST Consortium (2005), p. 1.

¹⁵³ *Ibid.*, 11.

It has also been shown that “women and girls with disabilities experience violence and physical and sexual abuse at significantly higher rates than their non-disabled counterparts.”¹⁵⁴ Women with disabilities are particularly vulnerable to emotional, physical and sexual abuse committed by partners or family members.¹⁵⁵ It should be noted that physical abuse is also a cause of disability in women, such as hearing or vision impairments. Women with disabilities are often isolated from protection and support programs that are designed with non-disabled women in mind. Attitudinal barriers on the part of service providers, healthcare professionals or police about disabled women and violence also present obstacles to escaping abuse.

Points of Intervention

- ✓ Working with minority groups: Programs that aim to better the community response to DV should make efforts to reach out to minority women who often experience marginalization. Existing programs can often be tailored and adapted to better reach minority women, through collaborative work with minority communities.
- ✓ Orphans and vulnerable children: Family violence has links to other social problems that can lead to family dissolution and placement of children in care or to children living on the street. Programs that focus on early intervention to prevent child abandonment and abuse should include skill-building for professionals in recognizing signs of DV and intervention strategies that deal with all family members.
- ✓ Integration of people with disabilities: Programming that includes activities on DV should ensure that the needs of disabled women are fully integrated. For example, draft law projects can highlight the vulnerabilities of disabled women; outreach efforts should target both disabled and non-disabled women; training for police and service providers can include capacity-building on responding to the needs of disabled victims/clients; and crisis centers and shelters should be fully accessible. A general good practice for integrating disability is collaboration with local disabled persons organizations, in order to reach program beneficiaries and to ensure that programs are inclusive and fully accessible to women with disabilities.

The USAID-supported Girls and Women Literacy Project in Kosovo targeted rural women and girls with literacy skills and also addressed such themes as DV, health and nutrition, life skills and civic education. Building on an initiative of the government, USAID and the Ministry of Education, Science and Technology concluded a memorandum of understanding under which USAID supported the creation of 25 women’s literacy centers that offer classes three times a week, reaching almost 400 women and girls.¹⁵⁶ Under the Internet Access and Training Program, described above, projects in

¹⁵⁴ Karen Heinicke-Motsch and Susan Sygall eds., *Building an Inclusive Development Community: A Manual on Including People with Disabilities in International Development Programs, Building an Inclusive Development Community*, Mobility International USA (MIUSA) (2003), section 7.61a.

¹⁵⁵ See Fact Sheet 1: Violence against Women with Disabilities: Findings from Studies, 1992-2002, Center for Research on Women with Disabilities, <http://www.bcm.edu/crowd/?pmid=1409>.

¹⁵⁶ *Literacy Program in Kosovo Targets Rural Women, Girls, Success Story*, USAID http://www.usaid.gov/locations/europe_eurasia/press/success/kosovo_literacy.html.

Moldova and Ukraine focused on vulnerable girls from disadvantaged families, and in the case of Moldova, these projects were linked with a USAID-supported trafficking prevention project.¹⁵⁷

In Serbia, BIBIJA-Roma Women's Centre, an NGO, implements projects to empower Roma women, who experience high levels of violence but often live in physical and social isolation from community-based services. Initiated in 2008 as a health project, the work began with an assessment of Roma attitudes toward family violence, consequences to women's health and women's coping strategies. The data and information were then used to inform an advocacy strategy to improve the lives of Roma women by developing a community network of services and incorporating existing telephone hotlines and crisis centers.¹⁵⁸ In a related project, the NGO uses community mobilization strategies to prevent VAW, working both with Roma women and men and boys.¹⁵⁹

USAID's orphans and vulnerable children projects in both Belarus and Russia address the multiple factors that lead to child abandonment. Through working with at-risk families, these projects tangentially touch on the issue of DV. For example, the Supporting Orphans and Vulnerable Children in Belarus project includes components on parenting skills, such as promoting non-violent resolution of conflicts, substance abuse prevention, counseling and treatment. The Assistance to Russian Orphans program has, likewise, focused on prevention of child abuse through early detection of families in crisis. Although these programs address family violence primarily as a form of child abuse, in planning new programs for orphans and vulnerable children, the connections between DV and child abuse could be made more explicit. Additionally, efforts could be made to promote coordination between child protective services and services for women.

Within the Women's Legal Rights Initiative project in Albania, described above, USAID supported the development of a law to address DV, *On Measures Against Violence in Family Relations*. The draft law specifically highlights the needs of "children, the elderly and the disabled" for legal protection.¹⁶⁰

The Institute for Social Policy and Social Work in Bulgaria received a grant from UNIFEM in 2006 for a project to address the fact that officials were giving inadequate attention to the high rate of violence against disabled women, which was reflected in the fact that the country had no statistics on this issue. Under the project, Development of Integrated Practices to Address Violence against Women and Girls with Disabilities, the NGO worked with both government agencies and civil society to ensure that the new DV law was applied to women with disabilities. Several practices were introduced to identify cases of abuse, such as recording disability status in records of services provided to DV survivors. The project also included a training component for professionals and outreach to disabled women.¹⁶¹

I. Trafficking in Persons Programs

Important intersections exist between TIP and DV in the E&E region and elsewhere. A study of the health consequences of trafficking, for example, revealed "it is common for women who have been

¹⁵⁷ See <http://www.irex.org/programs/iatp/index.asp>.

¹⁵⁸ This project was funded by the Open Society Institute/Soros Foundation under the Increasing the Engagement of Roma Communities and Advocates on Public Health Issues Affecting Roma Health project, http://www.soros.org/initiatives/health/focus/roma/focus_areas/increasing/grantees/bibija_2008.

¹⁵⁹ UNIFEM CEE Announces Eight Grants for Community-level Initiatives to Prevent Violence against Women and Girls, UNIFEM News and Events, <http://www.unifem.sk/index.cfm?Module=articles&Page=ArticleShow&ArticleID=103>.

¹⁶⁰ *Domestic Violence Legislation in Albania: Post Activity Report*, USAID (2006).

¹⁶¹ Trust Fund Grantees, 11th Cycle (2006), UNIFEM, http://www.unifem.org/gender_issues/violence_against_women/trust_fund_grantees.php?year=2006.

trafficked to report a history of violence or abuse. For many, abuse . . . is the driving force that propels them into the hands of traffickers.”¹⁶² A closer examination of the patterns and types of violence women experienced before they were trafficked showed that more than half had experienced physical and/or sexual violence, and of those who experienced physical violence, most reported that the perpetrator was a parent or other family member. Fewer women, but a significant number, stated that they experienced physical violence from a husband/partner or boyfriend.¹⁶³

The USAID Social Transition Team has supported considerable research that analyzes the links between DV and trafficking,¹⁶⁴ and this toolkit is not intended to repeat those findings. In brief, research suggests three primary “points of vulnerability” created by DV that may be exploited and lead to human trafficking:

- DV may act as a push factor that ultimately results in trafficking;
- DV may erode an individual’s self-esteem and self-confidence, thereby increasing vulnerability to traffickers;
- DV can impact children in a number of negative ways, such as leading to absence from school or the increased likelihood of participating in risky, dangerous or self-defeating behaviors, which, in turn, lowers job prospects at home and increases vulnerability to trafficking.¹⁶⁵

In Europe and Eurasia, anti-trafficking initiatives have received a great deal of donor attention. In fact, they are among the best-funded projects on VAW in the region and/or the only women’s rights initiatives that some funders support. This toolkit does not suggest that anti-TIP work is of lesser importance, but it should be noted that many NGOs in the region have replaced DV programs with anti-TIP work, “in some cases . . . to meet the new demand; in others, a reaction to the lack of funding for anti-violence programs and the availability of funding for anti-trafficking work.”¹⁶⁶ Funding streams for victim assistance are often badly coordinated, resulting in some countries of the E&E region operating well-equipped, but unfilled, shelters for trafficking victims while DV shelters are overcrowded and underfunded, some even at risk of closure.¹⁶⁷ This situation has led experts to call for greater attention to GBV in general; “[A]nti-trafficking programs should be seen as components of sustainable development, anti-discrimination and anti-violence programs implemented in the [CEE/CIS] region. They should support development of long-term, comprehensive programs and seek long-term solutions.

¹⁶² Cathy Zimmerman, *The Health Risks and Consequences of Trafficking in Women and Adolescents: Findings from a European Study*, London School of Hygiene and Tropical Medicine (2003), p. 31.

¹⁶³ Cathy Zimmerman et al., *Stolen Smiles: The Physical and Psychological Health Consequences of Women and Adolescents Trafficked in Europe*, London School of Hygiene and Tropical Medicine (2006), pp. 23-24.

¹⁶⁴ The reports, *Examining the Intersection Between Trafficking in Persons and Domestic Violence (2007)* and *Methods and Models for Mixing Services for Victims of Domestic Violence and Trafficking in Persons in Europe and Eurasia (2008)*, both provide excellent background information and conceptual frameworks for linking TIP and DV programs.

¹⁶⁵ Stephen Warnath, *Examining the Intersection Between Trafficking in Persons and Domestic Violence*, Creative Associates International, Inc. & Aguirre Division, JBS International, Inc. (2007), pp. vi-vii.

¹⁶⁶ Barbara Limanowska, *Trafficking in Human Beings in South Eastern Europe: 2004–Focus on Prevention*, UN Children’s Fund (UNICEF)/UN Office of the High Commissioner for Human Rights (UNOHCHR)/ OSCE Office for Democratic Institutions and Human Rights (ODIHR) (2005), p. 20.

¹⁶⁷ Cindy Clark, Ellen Sprenger and Lisa VeneKlasen, *Where Is the Money for Women’s Rights? Assessing the Resources and the Role of Donors in the Promotion of Women’s Rights and the Support of Women’s Rights Organizations*, Association for Women’s Rights in Development (AWID) (2006), pp. 91-92.

Prevention of trafficking (should be) understood as addressing its root causes in the countries of origin."¹⁶⁸

Points of Intervention:

- ✓ Prevention of TIP: Prevention programs should strive to address the root causes of trafficking that are common to all forms of VAW. Because of the close links between TIP and DV, a problem that has not yet been adequately addressed in the region, specific attention should be given to prevention of DV.
- ✓ Services for TIP victims: Comprehensive services for victims of all forms of VAW are preferable to more narrowly-focused protection programs, such as shelters. This toolkit does not suggest, however, that mixing services for TIP and DV victims is always appropriate. Indeed, strong arguments support specialized and separate programs. However, given limited funding and support for services for victims in the region, options should be explored to maximize protection for both types of victims.

Under the Moldova Anti-Trafficking Initiative, USAID addressed women's lower economic status as a factor that contributes to their vulnerability to both trafficking and DV. The program implementer, Winrock International, conducted a baseline assessment of the pressures and risks faced by a sample of over 1,000 Moldovan women, ages 16-35, which revealed that 41% had experienced violence in some form (physical, psychological, sexual or economic); the majority lived below the poverty line; almost a quarter of victims lived in households with an unemployed family member, and over half had dependent children.¹⁶⁹ The resulting New Perspectives for Women project (2004-2008) identified the beneficiary groups as those who are at the greatest risk—young women and girls from rural areas with poor job skills, living in poverty or in abusive situations. The program works through five Regional Support Centers in Moldova to help women find alternatives for employment and small business creation. The centers provide consultations on topics such as resume writing, interviewing and business planning, training in trafficking prevention, short and long term employment assistance, internship and mentoring programs and support through peer groups. The New Perspectives for Women project also raises awareness of both trafficking and DV by training young volunteer advocates. Prevention of incidents of VAW are difficult, if not impossible, to quantify, but the New Perspectives for Women project has been successful in assisting women to leave violent relationships through the work of the Regional Support Centers.¹⁷⁰

The Preventing Human Trafficking in Kyrgyzstan Project, also implemented by Winrock International, took a different approach to the problem of human trafficking from that used in Moldova. This two-year project, initiated in 2003, aimed to strengthen the capacity of local NGOs to undertake prevention work, such as conducting public outreach campaigns and training for at-risk women and girls and developing appropriate victim services in Kyrgyzstan.¹⁷¹ An important aspect of the awareness-raising work under this project was its broad perspective on VAW. The program raised the theme of VAW

¹⁶⁸ Ibid.

¹⁶⁹ *Women At-Risk in the Republic of Moldova: National Representative Survey*, IMAS Inc. (2005), pp. 6-7.

¹⁷⁰ Former Victim Escapes Cycle of Domestic Violence, Success Story, *New Perspectives for Women*, November 2006; and Stopping the Violence: NPW Assistance Helps Cahul Mother and Daughter Escape Abusive Home, Success Story, *New Perspectives for Women*, November 2007, <http://winrock.org.md/>.

¹⁷¹ *Preventing Human Trafficking in Kyrgyzstan Project, Final Quarterly Progress Report*, Winrock International (2005), p. 2.

generally and also framed the problem of trafficking as one form of such violence. For instance, Winrock International, in collaboration with local NGOs, organized activities throughout the country to mark the 16 Days of Action Against Gender-Based Violence. Because the project secured the assistance of local media outlets, messages against VAW were widely broadcast throughout the country.¹⁷² Several radio programs raised the topic of DV specifically¹⁷³ and many made use of a call-in format in which viewers could pose questions to experts about how women can enforce their rights.

Several NGOs in the region have received small grants, through USG mechanisms, for projects that address aspects of TIP and DV simultaneously. For example, in Serbia and Macedonia, NGOs received Democracy Commission grants to publicize the problem of human trafficking through several media and to develop an SOS telephone line for victims of trafficking and DV.¹⁷⁴ Grants to Russian NGOs addressed programming on prevention and support for DV victims, who were identified as risk groups for trafficking.¹⁷⁵ The operation of mixed shelters, for victims of trafficking and other forms of GBV have been supported in Kyrgyzstan and Russia, for example. Lastly, a project to develop law enforcement procedures and policies on TIP in Croatia included a study tour for a delegation of prosecutors and police officers which addressed TIP-specific issues, such as border control, as well as more general topics such as victim assistance programs, models for operating hotlines and shelters and strategies to combat DV and sexual assault.¹⁷⁶

J. Post-Conflict Reconstruction

VAW in a number of forms, such as rape, DV and human trafficking, is greatly exacerbated by conflict. Women are frequently the targets of violence during armed conflict, and the instability produced by war leaves women vulnerable to violence, for example as refugees and displaced persons. In post-conflict and transitional settings in which USAID typically works, the incidence of DV commonly increases, in part due to such factors as economic and personal insecurity, poverty, unemployment and crime, high levels of post-traumatic stress, ethnic tensions, changes in gender roles and the prevalence of small arms.¹⁷⁷ It is, therefore, critical that programming in post-conflict settings take VAW into consideration. “Violence against women in the context of conflict has a broader effect on the viability and sustainability of other development programs and dimensions of social welfare.”¹⁷⁸

Programs developed for post-conflict settings in the E&E region have given little attention to the topic of VAW, or if they have, it has been in the context of addressing the repercussions of widespread violence used as a tactic of war and not violence in the private sphere. It is important that prevention of VAW,

¹⁷² Ibid., 15

¹⁷³ Ibid., 24.

¹⁷⁴ The U.S. Government's International Anti-Trafficking Programs, Fiscal Year 2003, <http://www.state.gov/g/tip/rls/rpt/34182.htm>.

¹⁷⁵ U.S. Government Funds Obligated in Fiscal Year 2007 for Anti-Trafficking in Persons Projects, <http://www.state.gov/g/tip/rls/rpt/101295.htm> and U.S. Government Funds Obligated in Fiscal Year 2006 for Anti-Trafficking in Persons Projects at <http://www.state.gov/g/tip/rls/rpt/83374.htm>.

¹⁷⁶ The U.S. Government's International Anti-Trafficking Programs, Fiscal Year 2003.

¹⁷⁷ Mirjana Dokmanovic, *Firearms Possession and Domestic Violence in the Western Balkans: A Comparative Study of Legislation and Implementation Mechanisms*, South Eastern and Eastern Europe Clearinghouse for the Control of Small Arms and Light Weapons (SEESAC) (2007), p. 5. See also Vesna Nikolić-Ristanović and Mirjana Dokmanović, *International Standards on Domestic Violence and Their Implementation in the Western Balkans*, Humanist Committee on Human Rights—HOM (Humanistisch Overleg Mensenrechten, Netherlands) (2006) for a discussion of the factors in post-conflict countries that contribute to increased DV.

¹⁷⁸ *Women and Conflict: An Introductory Guide to Programming*, USAID/DCHA/CMM (2007), p. 9.

protection of victims and prosecution of perpetrators of violence be incorporated as essential elements of post-conflict recovery. It has also been recommended that in post-conflict settings, detection of the early phases of DV as well as non-violent solutions to conflict be widely promoted through awareness campaigns and in educational work.¹⁷⁹ An understanding of the root causes of VAW as well as the connections between violence that occurs during and after conflict is a critical component of conflict mitigation work.

Points of Intervention

- ✓ **Conflict assessments:** USAID has the capacity to conduct assessments of conflict regions, and specific attention should be given to the study of on-going VAW, in particular DV in post-conflict settings, as a destabilizing factor and a risk to citizen security.
- ✓ **Economic recovery and community development programs:** Programs that make use of microcredit and small-business support can incorporate elements that address women's empowerment and VAW, as described above.
- ✓ **Psychosocial counseling and healthcare:** Programs that address the physical and mental health impacts of conflict should give special attention to combating DV and addressing the consequences of VAW more generally.

The U.S. State Department's Bureau of Population, Refugees, and Migration (PRM) provides funding for programs that target prevention of and response to GBV in several regions, including the North Caucasus and refugee populations in Moscow and St. Petersburg. Within their program to support and rebuild healthcare infrastructure in the North Caucasus, the International Medical Corps (IMC) launched a comprehensive, community-based initiative on GBV prevention and response in 2007, with PRM funding. The program aims to reduce the incidence of GBV and provide medical, psycho-social and referral services to survivors of violence among displaced Chechens and vulnerable populations in Ingushetia and Chechnya. Because the issue of GBV is sensitive for these regions, the IMC is implementing a program that provides support and treatment for victims and also works with activists to mobilize awareness in the community with the aim of preventing new cases from occurring.¹⁸⁰

Medica Zenica is one of the leading organizations addressing both VAW that occurred during conflict and post conflict related violence. This Bosnian NGO-based women's center was founded in 1993 to address the urgent needs of Bosnian women and girls who had experienced sexual violence during the war in the former Yugoslavia. The center still provides shelter, psychosocial support and therapeutic counseling to survivors of rape used during war and other traumas, and since its inception Medica Zenica has also documented and responded to other forms of VAW, such as DV and trafficking, that have continued in peacetime. A large part of the work of Medica Zenica remains client-centered. The organization provides holistic support for survivors of VAW and also conducts research, offers training to diverse professionals who encounter survivors of VAW, advocates for more comprehensive services

¹⁷⁹ See *International Standards on Domestic Violence and Their Implementation in the Western Balkans*.

¹⁸⁰ See International Medical Corps Web site, http://www.imcworldwide.org/section/work/middle_east/chechnya and http://www.imcworldwide.org/section/work/middle_east/ingushetia.

in other parts of the country and has worked with the government and international organizations to develop a coordinated community-based network for preventing and responding to violence.¹⁸¹

The OSCE Mission to Moldova supports a project that addresses the interrelation of DV and conflict prevention and examines the role of women in peace building processes.¹⁸² In 2008, World Window, an NGO in the Transnistrian region, held a series of seminars for youth leaders of both Moldova and Transnistria to develop a common understanding of the causes and consequences of DV and international commitments on women's rights and to work cooperatively to reach solutions on resolving conflict and promoting gender equality. Participants were introduced to negotiation processes on the Transnistrian conflict and are expected to develop their own activities combining these skills with the seminar topics into late 2009.¹⁸³

K. Global Partnerships

USAID enters into partnerships to further development objectives and maximize contributions from a variety of sources. USAID is increasingly taking on the role of facilitator of public-private partnerships between governments and the private sector to improve provision of public services. An important feature of USAID's partnership strategy is that the joint projects emerge from shared goals and strategic interests and make use of the varied strengths of the implementers. This approach sets these types of partnerships apart from instances in which USAID implementers have successfully collaborated with private sector or media outlets, which generally donate materials or expertise for short-term and limited projects.

USAID makes use of several mechanisms to foster partnerships, but two have particular relevance to the issue of VAW: Global Development Alliances (GDA) and faith-based initiatives. Global development alliances link public and private actors for social and economic improvement and capitalize on the experience, creativity and assets of each partner. "This approach to partnership relies on the overlapping interests of the U.S. Government's strategic objectives for foreign assistance and the core business goals of industry."¹⁸⁴

Faith-based initiatives aim to increase the capacities of faith-based and secular community organizations to carry out their own assistance work. Such initiatives have been particularly effective in addressing health issues such as HIV/AIDS and increasing volunteerism, both topics that have relevance to DV.

Points of Intervention:

- ✓ **Global Development Alliances:** USAID can partner with businesses that are already supporting anti-DV projects through their corporate social responsibility programs. In addition, in developing the terms of cooperation with private partners, USAID can emphasize its strategic objectives to ensure gender equality and combat violence. For example, activities that address DV could be incorporated into GDAs that promote good health, support community development and civil society work, or work with

¹⁸¹ See Medica Zenica Web site, <http://medicazenica.org/uk/>, and *Bringing Security Home: Combating Violence Against Women in the OSCE Region. A Compilation of Good Practices*, p. 81.

¹⁸² *Anti-Trafficking and Gender Programme of the OSCE Mission to Moldova*, OSCE (2008), p. 22, <http://www.osce.org/moldova>.

¹⁸³ *Ibid.*

¹⁸⁴ See http://www.usaid.gov/our_work/global_partnerships/fbci/faq_partnership.html.

media outlets.

- ✓ **Faith-Based Initiatives:** Faith-based organizations play an important role in shaping the values of a community and therefore can be involved in programs that address ending societal tolerance for DV, strengthening healthy and non-violent families and supporting victims/survivors of DV.

I. Global Development Alliances

Corporate support for women's rights generally is a developing field. For the most part, corporate sector support is among the least common sources of funding for women's NGOs.¹⁸⁵ In the past several years, however, the private sector has become markedly more active in supporting anti-violence programs through commitments to corporate responsibility. In Europe, private businesses have contributed to foundations against DV (Slovakia¹⁸⁶), provided direct funding to women's shelters (Switzerland¹⁸⁷ and Malta¹⁸⁸) and made donations of their own services to DV victims (Spain).¹⁸⁹ Several multinational corporations that operate in the E&E region, such as the Body Shop and Avon Products Inc., are conducting their own anti-DV work¹⁹⁰ or contributing to anti-violence funds for which NGOs can apply.¹⁹¹

Private business can also play an important role in raising awareness of DV among employees or clients in adopting employment-based codes of conduct and zero tolerance policies for the workplace and in providing technical assistance to NGOs that work with DV victims.

The experience of USAID in concluding global development alliances on DV or VAW in the E&E region is not extensive, but there have been significant efforts worth noting. At present USAID/Ukraine is developing collaborative relationships with several local and multi-national businesses that have already contributed to the Countering Trafficking in Human Beings Project. USAID has leveraged funds and donations from private sector partners, such as the donation of advertising space and mobile telephone service used for awareness-raising campaigns, the donation of computer equipment to NGOs that work with victims of trafficking and provision of technical expertise in developing public service materials.

¹⁸⁵ Cindy Clark, Ellen Sprenger and Lisa VeneKlasen, *Where Is the Money for Women's Rights? Assessing the Resources and the Role of Donors in the Promotion of Women's Rights and the Support of Women's Rights Organizations*, Association for Women's Rights in Development (AWID) (2006), p. 67.

¹⁸⁶ Can a Tobacco Company Be a responsible Corporate Citizen?, *The Slovak Spectator*, 16 June 2008, http://www.spectator.sk/articles/view/32075/31/can_a_tobacco_company_be_a_responsible_corporate_citizen.html.

¹⁸⁷ Orange Commits to Fight Against Domestic Violence, *Media News*, 13 July 2004, http://www1.orange.ch/binary/docs/press/2004/2004_16_en.pdf.

¹⁸⁸ Vodafone Malta Foundation Supports Ghabex in Upgrading Facilities at the Emergency Shelter, 9 May 2008, http://www.vodafone.com/start/media_relations/news/local_press_releases/malta/malta_press_release/vodafone_malta_foundation12.html.

¹⁸⁹ 10,000 Abused Women across Spain to Receive a Prototype Personal Alarm System, 16 November 2004, available at <http://www.news-medical.net/?id=6294>.

¹⁹⁰ The Body Shop is running an international campaign on domestic violence, Stop Violence in the Home. Information, http://www.thebodyshop.co.uk/_en/_gb/values-campaigns/stop-violence.aspx?

¹⁹¹ In 2008-2009, Avon Products, Inc. committed \$1.25 million USD to the UNIFEM-managed UN Trust Fund to End Violence against Women in a public-private partnership. UNIFEM and Avon Announce Partnership to End Violence Against Women and Advance Women's Empowerment: Company Contribution Benefits UN Trust Fund, Press Release, 4 March 2008; Avon/UNIFEM Partnership Strengthened with New US \$250,000 Contribution to UN Trust Fund, March 03, 2009.

In December 2008, the WID office of USAID launched a public-private partnership, the Power to Lead Alliance. This three-year alliance promotes and implements leadership programs in several regions where girls are especially marginalized. The core implementer, CARE USA, has leveraged equal funding through partnerships with several private enterprises. Such a project is a strategic alliance of development goals and business interests, which may very well address some of the root causes of girls' and women's vulnerability to violence.

Public-private partnerships on VAW concluded by other development agencies also serve as useful examples of the form such projects can take. For example, in 2004, the United Nations Population Fund (UNFPA) launched an extensive advocacy campaign in Turkey to raise awareness of VAW and call for reform. A key component to the campaign's success was the fact that UNFPA sought a number of private sector partners. For example, the Turkish Football Federation announced the campaign slogan, Stop Violence Against Women!, during matches, and players wore shirts with the campaign logo. A Turkish sports channel broadcast anti-violence messages from the campaign during football matches.¹⁹² At the time, Turkey's largest private media company, Hürriyet, was running an independent campaign against DV and collaborated with UNFPA, and ultimately the two organizations cooperated on activities to address the role of the media in perpetuating violence, such as training for journalists and developing standards for reporting on DV.¹⁹³

Beginning in 2005, Johnson & Johnson, a global health and pharmaceuticals corporation, has partnered with the United Nations Development Fund for Women (UNIFEM) and the UNAIDS-led Global Coalition on Women to address the intersections of gender-based violence and HIV/AIDS. This public-private partnership created a specific fund, administered by UNIFEM, to invest in innovative community-level initiatives that can be scaled up at the national level. All of the projects aim to end VAW as a key step toward reducing women's vulnerability to HIV and improving their access to HIV/AIDS and other health services.¹⁹⁴

Avon Products, Inc. (USA) has entered public-private partnerships to end DV. In 2004, Avon Products initiated a core program to address DV in the U.S. and Mexico, a campaign that has now expanded to 51 countries, including several in the E&E region.¹⁹⁵ In addition to contributing directly to the UNIFEM Trust Fund to End Violence Against Women, the company supports awareness and education efforts (for example through public service announcements) and direct services and prevention programs. Avon Products works through public-private partnerships with country-level NGOs, for example the Ukrainian Women's Fund.¹⁹⁶ Through this partnership, Avon hosts information on Avon Ukraine's

¹⁹² For more information on how UNFPA implemented the Stop Violence Against Women! campaign, as well as lessons learned, see *Programming to Address Violence Against Women: 10 Case Studies*, UNFPA (2006).

¹⁹³ Meltem Ağduk, *UNFPA and Hürriyet Partner to Stop Domestic Violence in Turkey*, The UN-Business Focal Point, 27 April 2007, http://www.enebuilder.net/focalpoint/e_article000804558.cfm?x=b11,0,w.

¹⁹⁴ Backgrounder: Partnering to Address Links Between Violence Against Women and HIV/AIDS, http://www.unifem.org/news_events/story_detail.php?StoryID=561.

¹⁹⁵ See *Combating Violence Against Women – Public and Private Sector Initiatives*, presentation of Susan Heaney, Global Director, Corporate Responsibility, Avon Products (USA), The Global Summit of Women, May 2009, <http://www.globewomen.org/summit/2009/2009%20Program%20with%20Speeches.htm>.

¹⁹⁶ Avon supports DV programs in Bosnia and Herzegovina, Bulgaria, Croatia, Kazakhstan, Macedonia, Moldova, Romania, Serbia and Ukraine, but it has only established partnerships with organizations from Ukraine—as well as countries where USAID is no longer active—the Czech Republic, Poland, Slovenia and Slovakia. Ibid.

company Web site about the DV campaign as well as numbers for toll-free support lines and local NGOs that offer support to victims.¹⁹⁷

2. Faith-Based Initiatives

The Strengthening Community-Based Initiatives in HIV/AIDS and Family Violence in Romania project (2005-2007) recognized the key role of the Romanian Orthodox Church in influencing perceptions about and attitudes toward social problems such as DV. The Romanian Orthodox Church occupies an important intermediary position between the government, civil society and citizens, and is generally perceived as an effective provider of social services.¹⁹⁸ The primary goal of the project, implemented by John Snow International (JSI) with USAID funding, was to promote positive social behavior, especially among Romanian youth, and strengthen the ability of communities to institute social change around the problems of family violence and HIV/AIDS. Of note, the issue of DV was selected because this problem is prevalent in Romania but generally tolerated by society, including by religious leaders; it was thought that a partnership with a key religious institution could help to end the “conspiracy of silence” that existed in communities and families. A partnership, consisting of International Orthodox Christian Charities, the Romanian Orthodox Church, the Ministry of Education, Research and Youth, JSI and Romanian NGOs, implemented the following types of activities in 12 counties: development and testing of messages on prevention of family violence and HIV/AIDS and combating discrimination against victims; development of a curriculum and training for Romanian Orthodox priests and teachers of religion to disseminate the messages in parishes and schools; and assistance to the Romanian Orthodox Church in developing a strategy on social advocacy.

IV. CONCLUSION

When it is not addressed, DV, indeed all forms of VAW, present significant obstacles to achieving development goals. Perhaps to many, the impact of DV on development programs is not readily apparent, but this phenomenon is itself related to the fact that DV remains a closed topic in most societies, and its victims are often hidden or shamed. In launching a European-wide campaign against DV, the CoE Secretary-General noted, “women suffering from DV are not only victims of abuse, they are also victims of silence, victims of indifference and victims of neglect. They are not helpless and weak, but they are often let down.”¹⁹⁹ Development organizations can play key roles in the areas of supporting national governments to meet international obligations on combating VAW, promoting messages that such violence is intolerable and antithetical to a nation’s progress and by fostering local and grass-roots initiatives to assist and empower victims.

¹⁹⁷ <http://www.avon.ua/PRSuite/domestic.page>.

¹⁹⁸ Merce Gasco and Daniela Iancu, *Strengthening Community-Based Initiatives in HIV/AIDS and Family Violence in Romania: Final Narrative Report*, JSI Research & Training Institute, Inc (2007), p. 1.

¹⁹⁹ Proceedings of the Council of Europe Campaign to Combat Violence against Women, including Domestic Violence Launching Conference, 27 November 2006 (2007), p. 73.

APPENDIX: Selected Resources

The following are sample reference materials intended to provide further background information, strategies and recommendations for integrating DV activities into specific program areas. Most of the resources listed are policy frameworks. Some, however, provide more detailed technical assistance, but they are nevertheless included here since they also cover basic concepts that are useful for program design.

General Domestic Violence Resources

- **Domestic Violence in Europe and Eurasia**, USAID/E&E/DGST (2006).
http://pdf.usaid.gov/pdf_docs/PNADG302.pdf
- **The UN Secretary-General's Database on Violence Against Women**.
<http://webapps01.un.org/vawdatabase/home.action>
- **Stop Violence Against Women Web Site** (country pages). <http://www.stopvaw.org>
- **Violence Against Women: Do Governments Care?** (fact sheets).
http://www.stopvaw.org/Expert_s_Corner.html
- **Country Report 2008, Reality Check on European Services for Women and Children Victims of Violence: A Right for Protection and Support?** Women Against Violence Europe (WAVE) (2008).
<http://www.wave-network.org/start.asp?ID=23079&b=151>

Guiding Principles and Strategies

- **Bringing Security Home: Combating Violence Against Women in the OSCE Region. A Compilation of Good Practices**, OSCE (2009).
<http://www.osce.org/gender/publications.html>
- **Ending Violence Against Women: From Words to Action**, UN Secretary-General (2006). <http://www.un.org/womenwatch/daw/vaw/v-sg-study.htm>
- **Programming to Address Violence Against Women**, volumes 1 and 2, UNFPA, (2006, 2008). <http://www.unfpa.org/public/publications/pid/386> and <http://www.unfpa.org/public/publications/pid/1913>
- **Not a Minute More: Ending Violence Against Women**, UNIFEM (2003).
http://www.unifem.org/resources/item_detail.php?ProductID=7

Data-Collection and Research

- **Putting Women First: Ethical and Safety Recommendations for Research on Domestic Violence Against Women**, WHO (2003). <http://www.who.int/gender/documents/en/>
- **Demographic and Health Survey Questionnaire Module on Domestic Violence**, MEASURE DHS. http://www.measuredhs.com/pubs/pub_details.cfm?ID=709
- **Violence against Women and Girls: A Compendium of Monitoring and Evaluation Indicators**, USAID, Interagency Gender Working Group (IGWG)/ Measure Evaluation (2008). <http://www.cpc.unc.edu/measure/tools/gender/violence-against-women-and-girls-compendium-of-indicators>

Democracy and Governance

Rule of Law and Human Rights

- **Good Practices in Legislation on Violence against Women**, Materials from expert group meeting on violence against women (co)-convened by the Division for the Advancement of Women, Department of Economic and Social Affairs (DAW/DESA) (2008). http://www.un.org/womenwatch/daw/egm/vaw_legislation_2008/vaw_legislation_2008.htm
- **Model Strategies and Practical Measures on the Elimination of Violence Against Women in the Field of Crime Prevention and Criminal Justice**, International Centre for Criminal Law Reform and Criminal Justice Policy (1999). <http://www.icclr.law.ubc.ca/Site%20Map/Publications%20Page/Elimination.htm>
- **“Justice Reform and Gender”** from **Gender and Security Sector Reform Toolkit**, Geneva Centre for the Democratic Control of Armed Forces (DCAF), OSCE/Office for Democratic Institutions and Human rights (ODIHR), UN International Research and Training Institute for the Advancement of Women (UN-INSTRAW) (2008). <http://www.dcaf.ch/gender-security-sector-reform/gssr-toolkit.cfm?navsub1=37&navsub2=3&nav1=3>

Citizen Participation in Political Process and Local Governance

- **Gender Mainstreaming in Local Authorities: Best Practices**, UN Human Settlements Programme (UN-HABITAT) (2008). <http://www.unhabitat.org/pmss/getPage.asp?page=bookView&book=2632>
- **A User’s Guide to Measuring Gender-Sensitive Basic Service Delivery**, UNDP/UNIFEM (2009). <http://www.undp.org/oslocentre/>

Transparent and Accountable Governance

- **Budgeting for Women’s Rights: Monitoring Government Budgets for Compliance with CEDAW**, UNIFEM (2006). <http://unifem.org/resources/>

- **Gender Responsive Budgeting in Practice: A Training Manual**, UNIFEM (2006). <http://unifem.org/resources/>
- **Corruption and Gender: Approaches and Recommendations for TA, Focal Theme: Corruption and Trafficking in Women**, GTZ (2004). <http://www.gtz.de/de/dokumente/gtz-en-corruption-and-gender-2004.pdf>

Civil Society Development

- **Making Rights A Reality: Human Rights Education Workshop for Non-Governmental Organizations**, Amnesty International (2005). <http://www.amnesty.org/en/library/info/ACT77/055/2005/en>
- **Making a Difference: Strategic Communications to End Violence Against Women**, UNIFEM (2003). http://www.unifem.org/resources/item_detail.php?ProductID=6
- **Away From Violence: Guidelines for Setting Up and Running a Women's Refuge**, WAVE (2004). <http://www.wave-network.org/start.asp?ID=18&b=15>
- **More Than a Roof Over Your Head: A Survey of Quality Standards in European Women's Refugees**, WAVE (2002). <http://www.wave-network.org/start.asp?ID=19&b=15>
- **Intervening with Perpetrators of Intimate Partner Violence: a Global Perspective**, WHO (2003). http://www.who.int/violence_injury_prevention/publications/violence/intervening/en/index.html

Media

- **Getting the Balance Right: Gender Equality in Journalism**, International Federation of Journalists/ UN Educational Scientific and Cultural Organization (UNESCO) (2009). http://portal.unesco.org/ci/en/ev.php-URL_ID=28397&URL_DO=DO_TOPIC&URL_SECTION=201.html
*Includes **Guidelines on Reporting on Violence Against Women.*** <http://www.ifj.org/assets/docs/185/063/c3093b9-8c8e63f.pdf>
- **Mission Possible: Gender and Media Advocacy Training Toolkit**, World Association for Christian Communication (WACC) (2005). <http://www.whomakesthenews.org/tools/mission-possible-a-gender-and-media-advocacy-training-toolkit.html>
- **Human Rights Education Workshop for Journalists**, Amnesty International (2005). <http://www.amnesty.org/en/library/info/ACT77/054/2005/en>

Health

- **Addressing Gender-Based Violence Through USAID's Health Programs: a Guide for Health Sector Program Officers**, USAID (2006). <http://www.prb.org/pdf05/GBVReportfinal.pdf>

Youth Programs

- **Gender Matters: Manual on Gender-Based Violence Affecting Young People**, Council of Europe Directorate of Youth and Sport.
<http://www.eycb.coe.int/gendermatters/default.htm>
An on-line manual for working with youth on GBV, in English and Russian.
- **Making Rights a Reality: Human Rights Education Workshop for Youth**, Amnesty International (2005).
<http://www.amnesty.org/en/library/info/ACT77/053/2005/en>
- **Children and Young People as Partners in the Design and Commissioning of Research**, Scottish Women's Aid (2008).
<http://www.scottishwomensaid.org.uk/publications/research-reports>
Guidance based on the organization's experience involving youth in research on DV.

Vulnerable Groups

- **Building an Inclusive Development Community: A Manual on Including People with Disabilities in International Development Programs, Building an Inclusive Development Community**, Mobility International USA (MIUSA) (2003).
http://www.usaid.gov/our_work/cross-cutting_programs/wid/gender/wwd_resources.html
- **Fact Sheet: Violence against Women with Disabilities: Issues and Recommendations**, Center for Research on Women with Disabilities.
<http://www.bcm.edu/crowd/?PMID=1325>
- **Child Protection in Families Experiencing Domestic Violence**. U.S. Department of Health and Human Services, Administration for Children and Families, Administration on Children, Youth and Families, Children's Bureau and Office on Child Abuse and Neglect (2003).
<http://www.childwelfare.gov/pubs/usermanuals/domesticviolence/domesticviolence.pdf>

Trafficking in Persons

- **Examining the Intersection between Trafficking in Persons and Domestic Violence**, USAID/E&E/DGST (2007). http://pdf.usaid.gov/pdf_docs/PNADL005.pdf
- **Methods and Models for Mixing Services for Victims of Domestic Violence and Trafficking in Persons in Europe and Eurasia**, USAID/E&E/DGST (2008).
http://pdf.usaid.gov/pdf_docs/PNADN297.pdf
- **Best Practices in Trafficking Prevention in Europe and Eurasia**, USAID/E&E/DGST (2009). http://pdf.usaid.gov/pdf_docs/PNADO543.pdf
- **Best Practices for Programming to Protect and Assist Victims of Trafficking in Europe and Eurasia**, USAID/E&E/DGST (2008). http://pdf.usaid.gov/pdf_docs/PNADN295.pdf

Post-Conflict Reconstruction

- **Women and Conflict: an Introductory Guide to Programming**, USAID/DCHA/CMM (2007). http://www.usaid.gov/our_work/cross-cutting_programs/conflict/in_the_spotlight.html
- **Global Review of Challenges and Good Practices in Support of Displaced Women in Conflict and Post-Conflict Situations**, UNFPA (2007). <http://www.unfpa.org/public/global/pid/1262>
- **The Impact of Armed Conflict on Women and Girls: A Consultative Meeting on Mainstreaming Gender in Areas of Conflict and Reconstruction**, UNFPA (2001). <http://www.unfpa.org/publications/detail.cfm?ID=29>

Global Partnerships

- **Corporate Alliance to End Partner Violence**. <http://www.caepv.org/>
- **Engaging Religious, Spiritual, and Faith-Based Groups and Organizations**, Chapter 12, *Toolkit To End Violence Against Women*, National Advisory Council on Violence Against Women (2001). http://toolkit.ncjrs.org/vawo_12.html