Eradicating Violence Against Women and Girls – Strengthening Human Rights

International Conference
2–4 December 2002 in Berlin
Conference Documentation

Eschborn 2003
The Federal Ministry for Economic Cooperation and Development (BMZ) is responsible for planning and implementing the German government’s development policy. In pursuit of that aim, German development policy is based in equal measure on the interest in a secure future, on the principle of social justice and on a duty to help those in need.

The Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ) GmbH is a government-owned corporation for international cooperation with worldwide operations. In more than 130 partner countries, GTZ is supporting about 2,700 development projects and programmes, chiefly under commissions from the German Federal Government.

The World Health Organisation (WHO) was established on 7th of April 1948. WHO's objective, as set out in its Constitution, is the attainment by all peoples of the highest possible level of health. Health is defined in WHO's Constitution as a state of complete physical, mental and social well-being and not merely the absence of disease or infirmity.

UNIFEM’s National Committee in Germany has been advocating since 1991 for gender equality on all levels in developing countries and defines itself as a forum for all those who are involved in development cooperation and its impact on the situation of women.
## Contents

<table>
<thead>
<tr>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>Abbreviations</td>
<td>ii</td>
</tr>
<tr>
<td>Introduction</td>
<td>1</td>
</tr>
<tr>
<td>Opening session</td>
<td>4</td>
</tr>
<tr>
<td>Introductory papers</td>
<td>16</td>
</tr>
<tr>
<td>Workshops</td>
<td></td>
</tr>
<tr>
<td>From lip service to action: Shaping policies and setting the agenda</td>
<td>34</td>
</tr>
<tr>
<td>Trafficking in women and girls in a globalised world - New challenges for</td>
<td>45</td>
</tr>
<tr>
<td>policy and civil society</td>
<td></td>
</tr>
<tr>
<td>Strengthening strategically important professions: The role of health personnel, the legal system, the police, educationalists and social workers</td>
<td>60</td>
</tr>
<tr>
<td>Violence begins with mental constructs - Deliberately changing roles and identities</td>
<td>80</td>
</tr>
<tr>
<td>Cooperation instead of confrontation: Greater effectiveness by integrating prevention and intervention</td>
<td>93</td>
</tr>
<tr>
<td>Learning from success and failure: Impact monitoring under the microscope</td>
<td>108</td>
</tr>
<tr>
<td>Spots and soaps - Educating and informing through the media</td>
<td>124</td>
</tr>
<tr>
<td>Closing event</td>
<td>133</td>
</tr>
<tr>
<td>Visiting programme</td>
<td>139</td>
</tr>
<tr>
<td>Contributors</td>
<td>146</td>
</tr>
<tr>
<td>Facilitators</td>
<td>151</td>
</tr>
</tbody>
</table>
Abbreviations

AIDS Acquired Immunodeficiency Syndrome
BMZ Federal Ministry for Economic Cooperation and Development
BMFSFJ Federal Ministry for Family, Senior Citizens, Women and Youth
CBO Community-based Organisation
CEDAW Convention on the Elimination of all Forms of Discrimination against Women
CRC Children’s Rights Convention
EU European Union
FEMNET African Women’s Development and Communication Network
FGM Female Genital Mutilation
GBV Gender-based Violence
GTZ Deutsche Gesellschaft für Technische Zusammenarbeit GmbH
HIV Human Immunodeficiency Virus
IADB Inter-American Development Bank
INSTRAW United Nations International Research and Training Institute for the Advancement of Women
IOM International Organisation for Migration
IPPF International Planned Parenthood Federation
NGO Non-governmental Organisation
PAHO Pan American Health Organisation
SRH Sexual and Reproductive Health
UN United Nations
UNIFEM United Nations Development Fund for Women
VAW Violence Against Women
WHO World Health Organisation
Introduction

Dear Readers,

It is a pleasure to provide you with the documentation of the international conference “Eradicating Violence against Women and Girls - Strengthening Human Rights”. The conference was hosted by the Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ) in cooperation with the World Health Organisation (WHO) and the German UN Development Fund for Women (UNIFEM) committee.

The conference, which took place in Berlin from December 2 to 4, 2002, brought together about 130 representatives of governmental and non-governmental organisations from about 40 countries and from many different sectors and social areas: the judiciary, public health, the police; family policy, gender policy, youth policy; the media, the churches, and of course development cooperation. The conference offered a platform for an international exchange of experiences and innovative approaches towards an improved prevention and the elimination of gender-based violence. Subsequently to the conference, participants from partner countries of German Technical Cooperation have joined in a visitors' programme at German institutions and initiatives working in this sector. In so doing, a link has been forged between the activities and people involved in Germany and those in the partner countries of Technical Cooperation. Profiles of the organisations visited are included in this documentation; further information is available on the conference website.

The core of the conference was a cross-sector exchange concerning different methodological approaches for preventing and overcoming violence against women and girls. This goal was pursued through thought-provoking presentations, workshops, and a media forum as well as through case studies and training modules.

Introductory speakers registered enormous progress in fostering an understanding that violence against women is an abuse of women’s human rights but referred also to the challenges still lying ahead. The World Report on Violence and Health recently published by the WHO emphasised violence as a global public health problem and illustrated the responsibility and contributions of public health to understanding and preventing violence. Various aspects of gender based violence were brought forward in key presentations: the continuum of violence across cultures, the fact that violence against women is not only a human rights issue but constitutes also a fundamental barrier to socio-economic development, as well as a perspective on men as the subject of the action but also as necessary partners with clear responsibilities in the struggle to eradicate violence against women and girls.
A multisectoral exchange on various strategies to counter violence against women and girls was the core of the workshops. Based upon background papers, different approaches were discussed and compared followed by the formulation of recommendations. Workshop topics were as follows:

1. From lip-service to action: Shaping policies and setting the agenda
2. Trafficking in women and girls in a globalised world: new challenges for policy and civil society
3. Strengthening strategically important professions: The role of health personnel, the police, the legal system, educationalists and social workers
4. Violence begins with mental constructs: Deliberately changing roles and identities
5. Cooperation instead of confrontation: Greater effectiveness by integrating prevention and intervention
6. Learning from success and failure: impact monitoring under the microscope
7. Spots and Soaps - Educating and informing through the media

The complexity of the causes of gender-specific violence has shown the necessity of developing multidisciplinary and systematic strategies for action. Until it becomes legally unacceptable, violence against women will remain one of the most pervasive human rights violations worldwide. Until it is perceived as a public and a political issue and a priority for policy-makers, gender-based violence will remain a public health emergency. And until it becomes culturally and socially unacceptable, violence will pervade women’s lives. Investments in ending violence against women still remain low, while the costs are high and borne by all.

Discussions in the workshops were further developed in training sessions which allowed participants to have a “first hand” experience and practical introduction to preventive work. Abstracts of trainings can be found in this paper subsequent to the introduction of the relevant workshops. More information is accessible on the conference website.

Further highlights of the conference were the international discussion panel as well as the making and opening of the interactive exhibition “Telling it like it is - violence against women in everyday life” with the contribution of forty conference participants speaking out publicly on violence against women and girls with a statement, an object and a photograph of themselves.

This documentation contains shortened or summarised versions of conference contributions. Full versions, further documentation, press releases, useful links as well as more information about the exhibition are available at: www.gtz.de/violence-against-women.
We would like to express our gratitude to the participants and all those who contributed to the success of the conference. We trust this compilation is of value to all those who are committed to preventing and combating gender based violence.

Dr. Inge Baumgarten
Sector Project
Promotion of initiatives
to end Female Genital Mutilation

Juliane Osterhaus
Sector Project
Strengthening Women’s Rights
Opening session

Cornelia Richter 5
Heidemarie Wieczorek-Zeul 8
Mu Sochua 12
Monique Ilboudo 14
Ladies and gentlemen, I am very happy to welcome you here today. And I would like to extend a special welcome to our German Federal Minister for Economic Cooperation and Development, Heidemarie Wieczorek-Zeul; the Cambodian Minister for Women's and Veterans' Affairs, Mu Sochua; the Minister of Burkina Faso for the Promotion of Human Rights, Monique Ilboudo; our partner from UNIFEM, Zazie Schafer; and our partner from WHO, Alexander Butchart. We are delighted that you are participating in our conference "Eradicating Violence against Women and Girls - Strengthening Human Rights", hosted by GTZ in partnership with the German UNIFEM committee and the World Health Organisation (WHO).

We are especially pleased that you, Minister Wieczorek-Zeul, have found the time to come personally and speak to us - we know what a special honour this is. By coming you are underlining once again the high priority you ascribe to the issue of gender - and more specifically to violence against women and girls - as part of development cooperation. It is to your personal credit that the gender equity issue was given more than political lip service during the recent legislative period. You ensured that appropriations were made to both bilateral and multilateral development cooperation. You saw to it that a dynamic build-up of specific projects in Africa, Asia and Latin America - projects specifically treating gender concerns - actually took place. This is the kind of prompt and concrete action that lends politics and politicians credibility. Because of your policy directives, GTZ has been able over the past three years to significantly expand its portfolio of projects intended to strengthen women's rights and improve women's living situations. And what's more, within the GTZ organisation itself, the gender mainstreaming process has become clearly apparent and mandatory for everyone now that it has been systematically embodied within a GTZ corporate gender strategy.

I would also like to take this opportunity to say how pleased we are with our partnerships with UNIFEM and WHO that have helped make this conference possible. These partnerships are a source of particular satisfaction to us. For one thing, they demonstrate a broadening of our working relationships with two important international organisations. But even more important, we know that global challenges and problems can only be tackled and solved successfully through global alliances and strategies.

And now I come to the key figures at this meeting. We are proud to see that participants from all over the world are gathered today at the GTZ-Haus in Berlin. We want to thank all of you.
for the considerable inconvenience you have taken upon yourselves in travelling such long distances to be here. In all, we have with us today:

- Some 130 representatives of governmental and non-governmental organisations from 40 countries on 4 continents (half of whom are from GTZ partner organisations).
- Among these representatives are experts from many different sectors and social areas: the judiciary, public health, the police; family policy, gender policy, youth policy; the media, the churches, and of course development cooperation.
- Politicians and parliamentarians
- And above all: a large number of experts and activists from NGOs, who represent the outstanding efforts now being made on all levels - micro, meso and macro.

The composition of the participants gathered here reflects a basic orientation that has guided us in designing this conference:

We are consciously seeking to establish a dialogue between South and North, and East and West. As you all surely know, violence against women and girls is not confined to certain parts of the globe. It is a phenomenon that occurs on a large scale in both the so-called "developing countries" and in the industrialised countries. In other words, there is no direct ratio or simple correlation between economic advancement and the level of violence within a given society.

We lay great store on bringing together experts from different sectors and representatives of both governmental and civil society organisations. This is important because of the complexity of the causes of gender-specific violence and the consequent necessity of developing multidisciplinary and systematic strategies for action.

It is also exceptionally important to have with us as male colleagues and experts in violence prevention. We are hoping that these experts can supply us with valuable input and innovative ideas. The problem of gender-specific violence - and also the problem of violence generally - can only be overcome with the help and support of people such as these.

We have arranged for artistic elements to supplement the specialist presentations here, so that the message appeals to all of our senses. We'll be using techniques from the theatre, we'll put together an exhibition, and we'll be seeing some films and listening to music.

What are, then, the goals that we have set ourselves for this conference? We would like to offer you a platform for an intensive professional discussion focussing on particular topics. We hope that you will be enriched by this experience and take home with you new and concrete ideas to put into practice in your home countries. We are also hoping that this conference will give you a chance to form lasting contacts and connections. We are very happy, for example, that representatives from Africa want to use this forum to build up a pan-
African network on the issue of violence against women. Our third goal is of a contextual or strategic nature. We would like to promote the concept of violence against women as a political issue - one that affects society as a whole. This aspect has not yet received the attention it merits. We want people to recognise that the issue of violence against women has a direct bearing on the goals of democratisation, implementation of human rights, global commitment to poverty reduction, the guaranteeing of internal security, and social and economic development. The structural dismantling of the roots of gender-specific violence will lead to more justice, greater peace and greater social and economic security in the world. We think this result is well worth our dedicated effort.

I hope that these days of discussion and mutual inspiration will be exciting, fruitful and enriching for all of you!
Ms Richter,
Minister Sochua,
Minister Ilboudo,
Ladies and gentlemen,

Introduction: Significance of promoting gender equality; context of the conference

The equality of women and men and the enforcement of women's rights are fundamental goals of our policy, which was also laid down in our coalition accord: At home, we will work, in particular, for the promotion of equal opportunities for women in the world of work, for improved protection of women against violence, and for establishing gender mainstreaming throughout all fields of administration. At the international level, the German government will continue to be active to achieve the global enforcement of women's rights, for instance by outlawing the genital mutilation of girls and women, by taking account of women's concerns in development cooperation and by applying tools such as gender mainstreaming and gender budgeting. We will take decisive action against trafficking in women, especially through criminal prosecution, and offer special support to the victims such as witness protection programs or assistance for returnees. Finally, in implementing our Immigration Act we will work for integration measures that take account of the special situation of women migrants. The fundamental idea behind these activities is not just the guiding principle of just treatment of the sexes but also the realisation that fostering women's potential is crucial to successful development. Women often contribute a considerable share to the family income and, moreover, bear special responsibility for the future of their children. This conference is taking place in the context of the international campaign, 16 Days of Activism against Gender-based Violence, which started on November 25 and will end on December 11. The purpose of the campaign - raising awareness for the implementation of women's and girls' human rights and expressing solidarity with the victims of gender-specific violence - is an important concern for us, too.

Violence against women and girls as a global phenomenon

Violence against women and girls is one of the most severe forms of gender discrimination and violates human rights that have been laid down in international conventions. If these discriminations are not curbed, it is not really accurate to speak of true democratisation. Gender based violence is something that people learn in their respective societies, and often an expression of an unequal distribution of power between women and men. It is highly
prevalent even in the so-called "developed countries": according to a report by the EU Parliament, in the countries of the EU every fifth woman becomes a victim of violence at the hands of her male partner at least once in her lifetime. The phenomenon has increased in specific areas in the course of globalisation, for instance trafficking in women, prostitution, and child pornography on the internet. There are obvious links between violence against women and poverty. On the one hand, poverty is a cause and reinforcing factor for violence; for instance, increasing social and economic pressure will result in increased readiness to resort to violence. Moreover, their economic dependency often prevents women from leaving a violent environment. But violence, in turn, is also frequently a cause of poverty: health risks such as HIV infections caused by rape often result in a significant decrease in the income of individual families. This presents society at large with costs and impediments to development.

Actions of the German government to combat violence against women and girls

The German government's Program of Action 2015 asserts the importance of empowering women and girls. Gender equality is a key factor in reducing worldwide poverty. The Program explicitly refers to the fight against trafficking in women, forced and child prostitution, including at the European and multilateral levels, as an area for action, and this area is to be made a greater focus of attention next year. German development policy is supporting the areas of raising awareness of legal standards, combating female genital mutilation, domestic violence, preventing violent conflict, trafficking in women and girls.

In Nicaragua, our advisory project on the promotion of women/gender has been achieving great success, especially through its progressive strategy of providing advisory services to the police, and has now become a model for other government institutions in Nicaragua and for the police forces of other countries in Central America: female and male police officers are trained in recognising the special security needs of women. Moreover, action is taken to achieve comprehensive measures to punish and prevent violence against women.

In Cambodia, the German government is supporting an equal opportunities project with a special focus on violence against women. Important components include advisory services to the Cambodian government on the formulation and adoption of an act against domestic violence and the development of a training curriculum for female legal advisors.

Finally, we are currently providing support amounting to €750,000 from our fund for anti-terrorism activities to a project operated by UNIFEM to combat violence against women in Central Asia. In Kazakhstan, Kyrgyzstan, Tajikistan and Uzbekistan, advice and training is provided to governments, nongovernmental organisations, the press, and other social players to strengthen their efforts to reduce violence against women.

At an international level, too, we have been making continuous efforts to strengthen women's rights. In 2002, Germany was among the first ten countries to ratify the Optional
Protocol to CEDAW (Convention on the Elimination of all Forms of Discrimination against Women) providing for the introduction of the right for individuals to submit complaints to the UN Committee on the Elimination of Discrimination against Women. The Optional Protocol constitutes an important step forward for women from developing countries in particular.

Through its concerted effort to curb trafficking in women, Germany is helping to implement European and multilateral goals with regard to the fight against trafficking in women, one of many forms of violence against women. Our nationwide working group on trafficking in women coordinates action against trafficking in women at the level of the Federation and the Federal States.

**Conclusion and outlook**

- It is increasingly becoming clear that the issues of preventing violence and assisting victims are not a niche topic but that the promotion of equal opportunities, efforts to strengthen women’s rights and the protection of women and girls from violence are key to democracy, to the enforcement of human rights and to effective poverty reduction. In our policy, we translate this realisation into action by combating violence against women and girls at a variety of levels.

- Especially in the interest of women and girls, we need to prevent war and armed conflict - and we need to rely more on political solutions in the effort to do so -, because conflicts victimise women particularly severely: not only are they wounded or killed as victims of war, they are also increasingly becoming victims of very targeted, gender-specific violence in armed conflicts, for instance when rape is used systematically as a means of humiliating the enemy. This is why we have made the prevention of crises and conflicts a priority of German development cooperation. Another reason why we need to make a greater effort to resolve conflicts peacefully is in order to be able to effectively fight one of the main causes of violence: poverty. Estimates say that some forty to sixty billion US dollars will be needed each year to reach the United Nations Millennium Goals by 2015. The enormous financial resources spent on military armament and military involvement in war and conflict each year could be put to much more meaningful and effective use in the fight against worldwide poverty.

- It has turned out that, based on their experiences as victims of violence, women are often particularly capable of becoming players for peace and playing an important role in the quest for peaceful and constructive solutions to conflicts - both within their respective societies and at an international level. This is also very evident in this year's winners of the UNIFEM award, which was awarded last week. What is characteristic of the two prize-winning projects in Uganda and Guatemala is that women who had to suffer under the consequences of civil war and violence within society are particularly committed and competent peace players - from trauma rehabilitation at the personal level all the way to making women's interests heard in the legal sphere at the national level. We will
continue to give targeted support to this potential, which is undoubtedly present in women in many countries.

Today's conference gives us a chance to exchange experience, strategies and policy recommendations between the North and the South and can thus make an important contribution to the long-term prevention and reduction of violence. We will take up the input and recommendations of this conference and incorporate them into our policy.
Mu Sochua

Minister of Women’s and Veterans’ Affairs, Cambodia

On behalf of the royal government of Cambodia I am honoured to be here and share this podium with Her Excellency Monique Ilboudo from Burkina Faso. I am very pleased, very happy to have joined a world that I thought was the world of men and it is not true. It is the world for all of us. As women, we can transform politics and we can give a new definition to leadership and to governance. I wish also to thank the co-sponsors of this conference, UNIFEM and WHO.

I am pleased to be here because I think all of us are taking time away from our families to express that we are committed. Committed to stop and to eradicate violence against women and girls, which is a social, economic and political issue that kills the lives of women and girls and that takes away their fundamental rights. I want to say that we are not here to just talk about the basic rights of women and girls. We are talking about the fundamental rights and the full rights of women and girls. Don’t just tell us that we as women only deserve shelter and a roof over our head. We deserve more than that, we deserve the full package. We want our rights in the full package.

Cambodia is a country that was destroyed by almost 30 years of war and genocide. Over 1 Million Cambodian men, women and children died between 1975 and 1979 and armed conflict continued until 1991. Today the Cambodian people are living in stability. But, however, peace in Cambodia is still fragile. Why? Because everyday our women and girls face rape, sexual exploitation, torture, marital rape and live in fear in their homes because of violence inside the home. I am here and I am proud to be here as Minister of Women and Veteran’s Affairs because we have just finished a bill for the prevention of domestic violence and the protection of victims. The process of drafting this law was a very open process. We were committed to openness: the politicians came face to face with the NGOs, the NGOs organised debates and opened up forums in their communities, the parliamentarians heard the stories of the victims of domestic violence.

In this process the Ministry of Women and Veteran’s Affairs challenged the system even more. We have been very much involved in reforms that were undertaken by the government and we have entered into the judiciary system. We are now looking at engendering the draft of our keynote code and our family law. Throughout this process we had to take the social, economic and political contexts into consideration. We have come into a very important development of Cambodia - a Cambodia that is opening to the world. Just recently we held local elections. For the first time, the communes in Cambodia are led and governed by elected officials. The Ministry of Women and Veteran’s Affairs pushed forward and fulfilled its
mandate to promote gender equality. Now we have almost 1000 women members in these commune councils, whereas for twenty years there were only four women.

The draft legislation on domestic violence is based on simple pillars: Victims can find protection immediately and intervention must happen then and there, without any waiting time. We have to break the silence, the victims have to get protection, the victims should have the possibility to apply for protection and push forward in the courts for prosecution. Nevertheless, it is not enough to pass a law - this is quite easy, I will defend the new law on violence against women and girls in a week’s time. What is important and challenging is the implementation of the law. We need a programme for sustainable implementation mechanism. In this plan of action there are three components.

The first component refers to dissemination and the media so that all citizens, men and women, know about their rights and the content of the law. Whether the citizens are in the hills, living along a river or in the city - they must know. Whether they speak the common language or they speak their own dialect, they must know about their rights. If you want to stop violence, people have to be aware of what violence against women is. The second component is targeting the support services: Mobilisation of community resources and interventions of the village chiefs. The third and very challenging part is the capacity building for our law enforcers, for the police, for the prosecutors, for the judges, for the lawyers.

I am ending by sharing with you a Cambodian proverb that says: ‘Men are gold and women are a piece of cloth.’ You know, friends, when a piece of gold is dropped in mud, it is still a piece of gold. But when a piece of white cloth is stained, it is stained forever. Which means: Our women, who are battered, our women, who are sexually exploited, our women, who are widows, just because of the war, they are no longer like a piece of white cloth. They are stained. Thus, the Ministry for Women’s and Veteran’s Affairs challenges the society, challenges this tradition. And now we say: ‘Men are gold and women are precious gems’. This is a symbol which I wear with great pride.
Monique Ilboudo

Minister for the Promotion of Human Rights, Burkina Faso

First of all I'd like to thank GTZ, all the conference organisers, the minister of Cambodia for her introduction and the emotive account she has just given, my two compatriots: Madame Pascaline Sebgo, who is also a really great militant in Burkina Faso, and Monsieur Djingri Ouoba, both of whom have come with me from Burkina Faso. So, thank you to everyone and thank you for your patience and your attention.

Yesterday evening, I said to myself that instead of making a speech I could perhaps give a single reason for why I am here today with you. It's appropriate that I am in Germany because Germany is precisely one of the reasons that I'm here.

Around ten years ago I was in Germany, in Bonn, and I was dreaming of my country. I had just had a little boy and was living with my husband of that time. And he didn't understand my desire for Africa; he didn't understand why I wanted to go back home. Personally, I wanted to return to Burkina Faso because I had just done my Ph.D. in France, a Ph.D. in law, and I was feeling useless here. Thus from this incomprehension was born a conflict between my partner and myself, and he then became violent because he was anxious that I stayed with him in Germany whereas I wanted to go back home with my little boy, and he spoke perfect German because he had lived here for a long time, and he thought that I couldn't even speak a word of German although I had also learnt it in secret and I spoke a bit, I could get by when I went out but he ignored that. And he threatened me: "If you ever go home, I'll keep our son with me, so if you go back, you'll be alone!" But I went back, and I went back with my son without his knowing. It's necessary for every woman, every day to work to conquer a little more space for liberty. That is really important in everyone's life. Because I tell myself that to work for her own freedom, for her own humanity, that's to work for the whole of humanity, for the advancement and progress of humanity. I stayed and I started to write. I became active; I worked, and, without being part of any political group, was called into government two years ago now, in November 2000. I really wanted to give this account in order to introduce my opinion that violence in women's lives is really everywhere, all the time, it can happen anyhow and to everybody.

To return to something a bit more formal I would say that violence in Burkina Faso is permanent and affects all citizens. When you don't have enough to eat, it's certainly a form of violence, when you can't access medical care; it's a form of violence. When you can't go to school, it's a form of violence. Thus, it's a permanent violence, but within this violence for all, women are surely victims of violence in a double way: Because the man who hasn't had anything to eat when he comes home is sure to take his anger out on who is there and who perhaps hasn't prepared the dinner. There are forms of violence which are traditionally
institutionalised and accepted such as the example of female circumcision. Forced marriages are also a form of violence.

There are however efforts to fight this violence. In Burkina Faso, since 1996 we have had a penal code which forbids female genital mutilation, we have the same law which forbids, for example, forced marriage, punishing it with prison sentences. However, it's also a form of violence that attacks the parents in front of the jury. How am I, as a girl, going to take my parents, my dad, my mum, my aunties etc, who have got me circumcised or want to have me circumcised or want me to be married by force to some man, how am I, going to take them in front of the tribunal? It's yet another form of violence. It is therefore necessary to help the victims of the violence.

As an activist, I am committed to these issues. For three years I wrote for a local newspaper, and I explained the law because I am a lawyer. Another line of action is government policy. We have come up with an action plan and a directive for the Ministry of Human Rights, which is going to be put into place. As yet, apart from our campaign to raise consciousness, we have not made many concrete achievements but there is a lot that we want to put into place.

I don't want to go on for too long. I would just like to say that I'm here with you to think further about what more effective action we can take. It's not just about legislation. In Burkina, we have laws, and although they are not perfect, they are on the whole functional. But that's not enough. It's necessary to go further. In my country, I have even seen women be accused of being soul eaters, of being witches, which is, of course, yet another form of violence. I must say that violence is a truly permanent phenomenon. Some of these women have moved into a centre together, but they remain marginalised.

I will share my convictions with you, I will also share my many experiences with you, but what I would expect from this conference in return, is the production of new ideas that can fight against the plagues that assail our various countries.

Thank you very much!
Introductory papers

Zazie Schafer 17
Alexander Butchart 20
Nahid Toubia 24
Andrew Morrison 28
James L. Lang 31
Eradicating violence - Introductory remarks

Ministers, Colleagues, and Friends, I bring warm greetings from Noeleen Heyzer, Executive Director of UNIFEM, who would have very much liked to be here with us today. My deepest thanks go to the organisers, GTZ, WHO and UNIFEM’s National Committee in Germany for inviting us to participate in this important gathering.

If we accept that the way a country or community treats women is one of the most accurate early warning indicators of its level of peace or sustainability, then strong action to condemn and end violence and human rights abuses that women face is an issue of global security. We have seen - in places like Afghanistan and Rwanda - that the cost of silence is too high. At the same time, the heinous nature of violence against women in wartime - where actions take place with impunity - is an extreme form of the type of violence that women face in every country, in everyday life. The husband in the home, the rapist on the street, the sexual harasser in the workplace, the trafficker, all share something with the armed combatant who abuses women. They all use violence and particularly sexual violence to assert their power and subordinate women to their will. We have seen that violence against women knows no boundaries; it is unfortunately alive and well in every country in the world, in every ethnic group, in every economic class.

At UNIFEM, we have been engaged in the past year in assessing progress and gaps in ending violence against women. I want to share with you four areas in which we believe that notable progress has been made, and then place some challenges on the table for this conference to consider.

The first area in which we must register enormous progress is in fostering an understanding that violence against women is an abuse of women’s human rights and a consequence of women’s inequality. The assertion that women’s rights are human rights played a pivotal role in this revolution of understanding. In 1993, the Vienna UN World Conference on Human Rights raised the profile of ending violence against women to new heights. As a result of the work of women’s human rights advocates, UN Member States declared violence against women to be a human rights violation requiring urgent attention. Governments’ obligation to address violence against women was given further guidance in the UN Declaration on the Elimination of Violence against Women adopted in December 1993.

The second area of significant progress is in the awareness and public dialogue about violence that has been created. Women’s groups worldwide have been at the forefront of
bringing violence against women into the public domain. Through advocacy and campaigns, tribunals and competitions, they have brought the issue out of the home into the media, the streets and the courts. There is increasingly creative use of media to change minds and hearts about the issue of gender-based violence.

The third area of progress is to be found in community-based initiatives that are transforming gender relations and entrenched traditions of violence. UNIFEM was fortunate that, in 1996, the General Assembly decided to place a special Trust Fund to End Violence against Women in UNIFEM. Through that Fund, we have supported more than 70 innovative projects in scores of countries, investing more than $7 million in primarily community-based efforts. The results have been encouraging and inspiring. With Trust Fund grants women in Palestine are working with families to get them to sign pledges to stop so-called honour crimes and find alternatives to killing young women accused of adultery; communities in Honduras are organising community football teams working to end violence against women; Cambodian women are being trained as counsellors for survivors of violence; Kenyan communities are also signing pacts to end FGM.

The fourth area of progress is in the stunning array of laws and policies related to violence against women that have been agreed to at the national level. There have been three main types of change at the national level: new and improved legislation, plans of action, and national and local policies. According to our most recent survey, 58 countries now have or are drafting legislation specifically prohibiting domestic violence. 13 countries have or are now drafting specific legislation to prohibit female genital mutilation. 7 countries have or are drafting legislation to prohibit trafficking in women and girls, and 10 countries have Action Plans to address it. Nearly every country in Latin America has developed an Action Plan to address violence, and so have 11 out of 12 countries in Southeast Asia. Again, this is a stunning sign of progress.

But this leads me to the debit side of the balance sheet. For while we have achieved greater awareness, community innovation and a rapidly growing host of legislative options, we have not seen an equal commitment in the allocation of budgets to implement these laws and plans. So, while in principle, many countries have now made violence against women illegal, in practice, there has not been the investment necessary to ensure that awareness, innovation and laws translate into greater safety and security for women.

If we had this investment, what would we do with it? Four priorities for action are necessary if we are to continue to build on these gains:

First, we need to scale up what works and make it easy for countries and groups to learn from each other’s successes and failures in ending violence against women.

Second, we need to fund implementation of the legislation, policies and plans that have been put into place. The saying “Put your money where your mouth is” is very relevant here. We
are currently working with a women’s research centre to use gender analysis of national budgets in Latin America to assess the extent to which there has been investment in ending violence against women. Significant investment is essential because legislation and policies alone will never change the level of violence.

Third, we need to increase the extent and improve the nature of research on ending violence against women. There is a large research agenda ahead of us, at both the national and global level. We need to have better indicators and data to assess the prevalence and nature of gender-based violence. And, we need to better assess the ‘cost’ of NOT ending violence against women.

Fourth, we need to change minds and hearts and to make violence against women unacceptable in every country, every community, and every home. Without addressing culture and tradition, laws and awareness raising efforts will have limited impact, if not - as we have seen - frightening backlash.

In the final analysis, we have to work on all fronts to ensure that the progress made to date actually generates greater safety and security for women and men. Until it becomes legally unacceptable, violence against women will remain one of the most pervasive human rights violations worldwide. Until it is a priority for policy-makers, gender-based violence will remain a public health emergency. And until it becomes culturally and personally unacceptable, violence will pervade women’s lives. Investments in ending violence against women remain low, while the costs are high and borne by all. It is gatherings like this that generate the commitment, conviction and knowledge to guide work on the road ahead.
Alexander Butchart

*World Health Organisation (WHO)*

**World Report on Violence and Health**

**Goals of the World Report on Violence and Health**

The *World report on Violence and Health* has three goals. Firstly, to raise awareness that violence is a global public health problem and not only a problem for the police and justice departments, military commanders and international security councils. Secondly, the report highlights the contributions of public health to understanding and preventing violence. The third goal is to increase the level of response taken by the public health community to preventing violence.

**Violence-related deaths**

In 2000 there was a global total of over 1.6 million deaths due to violence. This was around half the number of deaths due to HIV/AIDS, roughly equal to deaths due to tuberculosis, somewhat greater than the number of road traffic deaths and 1.5 times the number of deaths due to malaria. Of these deaths, 815,000 were suicides, 520,000 were homicides, 310,000 were due to the direct effects of war, and 69% involved males.

**Non-fatal injuries due to violence**

Non-fatal health outcomes are a far more likely outcome of violence than death, and to count these cases one could begin by looking at cases reported to health agencies or to the police. A larger proportion of violence is reported in surveys and special studies, and it is here that for some forms of violence female victims outnumber male victims. These studies have shown, for instance, that the overwhelming burden of intimate partner and sexual violence is borne by women at the hands of men. For example, one in five women versus one in ten men report being sexually abused as a child. For 90% of cases involving female victims of child sexual abuse the perpetrators are male, as they are for 70% of female child sexual abuse victims. Depending on the country and the study, about 1 in 3 women have been physically assaulted by an intimate partner at some point in their lives and sexually abused by a partner in one-third to over one-half of these cases. In some studies of child abuse, nearly half of the parents interviewed reported that they had hit, kicked or severely beaten their children. Women more often reported using harsh physical discipline against children than men did, while men emerged as the most frequent perpetrators of abuse that inflicts life-threatening injuries on children.
Economic costs of violence

The impact of violence is also evident in the economic costs it imposes on societies, which the *World Report on Violence and Health* breaks down into direct and indirect costs. The direct costs of violence include, for example, the costs of emergency response and medical treatment, law enforcement services and judicial services. Indirect costs arise from premature deaths, lost productivity, impaired economic development due to reduced investment and the loss of social capital, and other intangible losses. By highlighting its costs violence can be seen as everyone’s problem. The financial burden it imposes on societies is money that cannot be spent on community renewal, improving schools, or providing family social support services.

Causes of and risk factors for violence

Violence is a complex phenomenon rooted in the interaction of factors ranging from the biological to the political. The report captures four interacting levels: the individual level, close relationships, community contexts and societal factors.

- Individual-level risks include demographic factors such as age, income and education; psychological and personality disorders, alcohol and substance abuse, and a history of engaging in violent behaviour or experiencing abuse.
- The relationship level explores how relationships with families, friends, intimate partners and peers increase the risk of becoming a victim or perpetrator of violence by taking into account such factors as poor parenting practices and family dysfunction, marital conflict around gender roles and resources, and associating with friends who engage in violent or delinquent behaviour.
- The community level refers to the contexts in which social relationships occur such as neighbourhoods, schools, workplaces and other institutions, and seeks to identify the characteristics of these settings that increase the risk for violence - for example, poverty, high residential mobility and unemployment, social isolation, the existence of a local drug trade, and weak policies and programmes within institutions.
- At the societal level are broad factors that contribute to a climate in which violence is encouraged, including economic, social, health, and education polices that maintain or increase economic, social and gender-related inequalities, social and cultural norms that support the use of violence, the availability of means (such as firearms) and weak criminal justice systems that leave perpetrators immune to prosecution.
Preventing violence

These common underlying risk factors suggest a strong potential for prevention partnerships between groups that traditionally have tended to work in isolation - such as groups working on child abuse, on violence against women, on youth violence or on elder abuse - and between sectors that traditionally have operated independently of each other - such as education, health, justice and welfare. Some examples of approaches shown to be effective in preventing violence are:

- Approaches for changing individual behaviour that have helped prevent youth violence include pre-school enrichment and social development programmes, and vocational training and incentives to complete secondary schooling. Similar life-skills and educational approaches around issues of gender, relationships and power have been used to address physical and sexual violence against women.

- Among the most effective approaches are those delivered in early childhood, such as parenting programmes, the provision of support and advice through home visitation in the first three years of a child’s life, and family therapy for dysfunctional families. These approaches have been associated with reductions in child abuse and with long-term reductions in violent and delinquent behaviour among young people of both sexes.

- There are a number of measures that can be taken at the community level, such as reducing the availability of alcohol, changing institutional settings (e.g. schools, workplaces, hospitals and long-term care institutions for the elderly) by means of appropriate policies, guidelines and protocols, and training to better identify and respond to the different types of violence, as well as improving health care and access to services.

- At the societal level, accurate public information about the causes of violence, about its risks and preventability, is key to raising awareness and stimulating action; it is equally important to strengthen law enforcement and judicial systems, to implement policies and programmes to reduce poverty and inequalities of all kinds, and improve support for families. It is also important to reduce access to the means of violence and promote adherence to international treaties.

Recommendations for violence prevention

Country-level actions for prevention include:

- creating, implementing and monitoring a multisectoral national action plan for violence prevention;

- Enhancing capacity for collecting data on violence;
• Defining priorities for and supporting research on the causes, consequences, costs and prevention of violence;
• Promoting primary prevention responses;
• Strengthening responses for victims;
• Integrating violence prevention into social and educational policies and thereby promoting gender and social equality.

Recommendations to promote *international prevention actions* refer to:

• Increasing collaboration and exchange of violence prevention information;
• Promoting and monitoring adherence to international treaties, laws and other mechanisms to protect human rights;
• Seeking practical, internationally agreed responses to the global drugs trade and the global arms trade.

**Obtaining the Report**

The *World report on Violence and Health* (in all United Nations languages) can be ordered from bookorders@who.int. Download the Report and Global Campaign for Violence Prevention materials free at: http://www.who.int/violence_injury_prevention/
Nahid Toubia

Rainbo

The chameleon that changes colours across locations and histories

I would like to continue the tradition and culture of women’s work where we do not separate the intellectual from the emotional and the personal from the political. Because we come from different cultures and work across cultures, we recognise similarities and differences, but many of us have found ways to work in partnership. We as women want to develop a culture that counteracts the inherited cultures, it would be wrong to label them “men’s cultures”, but more accurately “patriarchal cultures” to which both men and women subscribe but which serves primarily the power dominance and supremacy of men. We would like to move forward and try to search for new ways of defining the world, which is a project far greater than the work on violence against women (VAW).

I was born and grew up in Sudan. I was a privileged middle-class girl who had access to education. I escaped, to a great extent, any form of intimate violence. When we are fortunate to be born protected and privileged whether in Sudan or in Germany, we do not always realise how we have escape certain social barriers and obstacles. But then, societal violations and violence catches-up with you - in the forms such as of community violence and international law violations. Thus, we can still be trapped in the greater web of violence. This is the way I would like to look at the continuum of violations across cultures and why I called my presentation ‘The chameleon that changes colours across locations and histories’. I want to deconstruct the way how we look at violence and violations across cultures.

My talk will focus on violence against women as a distinctive form of violence that is gender based and male perpetrated. Sometimes, as we did today in the WHO report we hear that men become more often victims of violence compared with women. That may be true but we also need to look at the proportion of male perpetrators versus female perpetrators? A lot of violence that happens against men is known; many men are killed in wars. There is a lack of data on violence against women as it often takes place in the intimate and personal spaces. VAW includes physical, sexual, psychological and economic abuse. It evolves in part out of women’s subordinate status in society. I am hoping that understanding the range of violations and how they actually move across place and time may help us come to grips with some possible solution.

What is specific to violence against women that concerns me as opposed to violence against men? Both men and women are made vulnerable through poverty and lack of access to resources, services, education, skills and employment. Even within this range of vulnerabilities women are the most exposed as they are the poorest, least educated and
have the least access to education and employment. But apart from these common violating circumstances women also suffer from their gender vulnerability in particular when it comes to intimate and family relations. The statistics may not show that women are the ones more likely to die from intimate violence but the scale of violations must be staggering.

Women are more likely than men to be victimised by a family member or an intimate partner on a daily basis. This is what defines the scale of the problem! It is the unspoken secret of violence against women that permeates all societies and cultures regardless of class, culture, ethnicity and religion. It arises from one fundamental issue: The need of patriarchal societies (I know this sound like 1960s language but it still holds true) to control women’s fertility and reproduction and therefore their sexuality. We are all familiar as you know, the different kinds of violations of women such as incest, intimate rape, stranger rape, unsafe abortions, FGM, trafficking etc. They all revolve around women’s sexuality and reproductive issues. The central question in most societies is still: Who controls women’s bodies? The violations arising from the struggle to answer this question are very different from the reasons why men subject each other to violence and violations. The major perpetrators of violence against women are men. I am not saying that women are not violent. We have to be careful about this. But the major perpetrators of violence against women are men and the major reason for violence against women is to control women’s sexuality and fertility. Women are most vulnerable to these violations because they do not have the economical, educational, psychological, cultural and social means to resist those violations - caused by their own vulnerability.

Violence is spread in every culture and in every religion. The chameleon that I speak about gets its colour, its camouflage, from its environment. Whether the environment is Nigeria or Ghana, Oslo or Rio de Janeiro, it just takes whatever it can do from the culture around it. It takes the particular colours from the culture. For example: The Islamic, Muslim communities in the UK might believe what they want, but there are filters of laws and social norms that will not allow certain violations under the name of Islam. Religion maybe contextualised within different social environments, but it never could or should justify violence. Islam in Burkina Faso does not create the same violations that it does in Jordan. Honour killing does not happen in Burkina Faso. There is not the cultural context of shame, of virginity and extra marital relations that is part of Jordanian culture. But, FGM is common in Burkina Faso, whether it is linked to Islam or not. In Jordan there is no FGM and it is still the same Islam. Thus, violence against women has nothing to do with Islam, but it does take its cover from religion.

The same can be said about Catholicism: Ireland is refusing to legalise abortion and allows a certain number of women either to be violated through trying to abort in Ireland or to cross under immense cost to England to get an abortion there. What about Italy? What about Belgium? These Catholic countries have changed their laws years ago; meanwhile Latin American countries have not yet changed their abortion laws. Thus, all does not depend on religion, but on culture. Culture and tradition, both seem to be attached to Africa. Culture
means both societal structures and accepted tradition; these are all concepts we have to reflect on carefully. Traditional societies are governed by social, economic and legal structures outside the bounds of modern constitutional systems. If we have to define African traditional cultures, I would say there are no western-style legal systems, policing and economic systems.

Within traditional societies there is what I call “preventive” or “pre-emptive” violence, like female genital mutilation (FGM). Preventive violence is a way to stop what might happen at a later date. In Sudan, we do not have a lot of domestic violence, and it is not just a matter of denial. You know why? Because Sudanese society programs us to be well-contained women, there is enough preventive violations to keep us contained. It is a patronising type of violence: ‘Stay within your boundaries and you will be safe. Have your genital mutilation, marry when you are told, marry early, marry who you are told, etc. all that and nobody will beat you up.’ But if you are educated, if you start to be outspoken, start to look for women’s rights, other kinds of violations will begin! Then, you will have to be put in your place, be controlled. These are the concepts we all have to understand in their cultural contexts and when we make cross-cultural comparisons!

Another form of violence is the abduction of unmarried young women, which happens in Ethiopia: A man likes a girl, he abducts her, rapes her, comes back and everybody celebrates him. They marry the girl to him. This is socially condoned violence. If you are raped, you have - or until recently you had - two options: either you marry your rapist or you are killed. In other cultures there are documented cases of incest, where the grown-up son, who violated his little sister, is sent to university while she gets killed. Many traditional societies have several types of unquestioned, condoned violence, e.g. sexual slavery in Ghana, gang rapes accepted in South Africa and other places, honour killings in the Middle East. These honour killings are still not considered to be serious crimes in Egypt and have only been considered more serious in Jordan as a result of women’s strong advocacy.

In “transitional” societies, defined mainly in economic terms, such as in Latin America, women acquire more education and employment, may start to organise and become more visible in public life. Pre-emptive violence starts to disappear in transitional societies. At the same time there is usually an increase of overt violence, e.g. domestic violence, stranger rape etc. If women start to speak up - they get beaten up.

In more economically advanced societies with modern legal institutions and advanced women’s movement, violence and violations becomes hidden and take complex and obscure forms such as harassment at work, unequal pay, discrimination in education and employment, abuse of women’s sexuality by the media and advertising, stereotyping of gender roles. The more advanced the rights of women progress the more subtle and indirect the violations become and more work is needed to identify them.
When we look for solutions we have to keep changing the environments, as the chameleon keeps changing its colours. Laws and policies are important; they give protection, though they cannot change social behaviour. The economic and educational opportunities for girls and women are a central requirement. Education has not yet got enough investment; it is a challenge particularly for the donors. Violence against women should not only be seen as a health issue or as a generic human rights issue.

Violence against women will primarily be fought by empowering women! Empowerment is not just wishful thinking but is a very specific set of actions. Empowerment means, that you have economic resources; that you are informed and educated to make alternative choices. It means that a girl or woman is able to say is possible to say ‘no’ to violence and her request be obeyed. It is necessary to have institutions, where you can go and get alternative means of survival, other than marriage or selling yourself for prostitution. Empowerment is connected with changing consciousness. Women need to be empowered economically and consciously. We need to create new communities - communities of men and women who have changed their behaviour and attitudes. We need to create new generations, educating boys and girls in a different way.

During the last years RAINBO, the organisation I work for, has done a survey on FGM and looked at very different approaches. FGM has not been eradicated - we cannot eradicate it, it is not a disease. Where it was abandoned, women’s economic situation and consciousness was changed. Empowerment of women clearly changes behaviour towards FGM! In some places there was no government action, and no impact of international agreement but women’s power bases have changed it. Traditionally FGM was a negotiated compromise for women to gain relative social power. If we want to them to stop practicing FGM we must give them alternative ways and means of empowerment that does not necessitate them giving away their sexual organs in return.

RAINBO does not just work on violence against women or FGM, it works through a network of African women’s organisation to improve women’s sexual and reproductive health and rights. We want to turn the formula around and not just work on the symptoms of the lack of rights but instead work towards establishing positive rights. Otherwise, we can stop FGM, then we will die of abortion, if we do not die of abortion than we will get trafficked; if we do not get trafficked, we will get beaten up to death. What we aim for is to institutionalise women’s sexual and reproductive rights, which women believe in, which most men agree with, which governments support, and which societies and communities protect. That is the answer!
Andrew Morrison

Inter-American Development Bank (IADB)

Social costs of violence against women - Methodologies for moving the policy agenda

Violence against women (VaW) has traditionally been perceived as a human rights issue and as a woman's issue; it is undoubtedly both. VaW, however, also constitutes a fundamental barrier to socio-economic development. It is important to conduct analyses of the socio-economic costs of violence against women for two reasons. First, such research documents the fact that spending on the prevention of VaW is in fact a social investment with a very high rate of return. Second, this research is an essential tool in the search for new allies in terms of getting new institutions involved in the struggle against violence against women.

Several different methodologies have been employed to estimate the costs of VaW. Four types of cost measures can be distinguished:

1) Direct cost estimates
2) Disability adjusted life years
3) Economic multiplier effects
4) Social multiplier effect

Simply put, direct cost estimates are an attempt to sum up the value of resources that individuals, families, communities or governments spend on dealing with the issue of violence against women. Such estimates reflect the fact that children who are victims of intra-family violence drop out of school far more frequently and repeat grades much more frequently. Direct costs also include costs for health care, housing costs, providing shelter, criminal justice costs for police and for judicial systems to enforce laws, as well as social services provided to victims and their families. There are a few direct cost estimates. In the early to mid 1990s it was been calculated that New Zealand lost annually 1.2 billion New Zealand dollars from family violence. A study in Canada, which looked at the issue of all forms of violence including rape by partners and non-partners, estimated that Canada lost 3.6 billion dollars.

There are, however, several problems with direct cost estimates. Suppose that the total cost of treating various forms of violence against women goes up. Does that mean that the phenomenon is getting worse in society? Perhaps. But perhaps it means that society is doing a better job of dealing with the problem and devoting more resources to it. Furthermore direct
cost estimates do not take into account the indirect costs such as the impact on women's work lives, their basic human rights or their reproductive rights.

The **public health approach** to measuring the cost of violence against women uses **disability adjusted life years**. This calculation tries to sum up how many healthy life years are lost by women due to violence. It includes both mortality and morbidity and offers a framework to compare the impact of violence against women to that of other health problems. A study by the World Bank documented that in developing countries, violence against women accounts for more healthy life years lost than all forms of cancer combined. A study conducted by the Inter-American Development Bank in Mexico City showed that violence against women accounted for about 5.6 per cent of all healthy life years lost in Mexico City by women, which puts it behind only diabetes and problems related to pregnancy in terms of importance. This method is formulated in a language which health specialists and ministers of health understand.

**Economic multiplier effects** include the impacts of violence against women on economies. Impacts can be measured within women’s labour force participation and earnings. Many abused women suffer increased absenteeism and may have lower productivity on the job. Thus, they earn less and are in greater danger of losing their jobs. In the USA, female victims of severe abuse were 10% less likely to work or to look for work in 1999. 24-30% of abused working women in the USA reported losing their job as a consequence of the violence. A study undertaken by the IDB found that in Santiago, Chile, the mean monthly earning of abused women in 1997 was 61% less compared with women who don’t live in an abusive relationship or marriage. When we calculated the impact of these wage losses for society on the whole, we found that losses were on the order of 1.6% - 2% of gross domestic product. It is important to note that these are productivity losses for the economy as a whole that result from intra-family violence.

**Social multiplier effects** include the links between different types of violence. Violence against women in the home generates other types of violence. Children in fact need not be direct victims of violence in the home in order to have a higher risk of violent behaviors and delinquency; witnessing violence between their parents is sufficient to produce these outcomes. Documenting these links between violence against women in the home and violence which occurs outside the home allows us to enlist new allies in the struggle against intra-family violence.

What has been the use of these cost estimates and what practical impacts have they had in terms of formulating policy? Clearly, the first goal is to raise the consciousness of individuals who are not yet convinced that intra-family violence is a key barrier to socioeconomic development. But there are some more practical and tangible results as well.

The IDB held a conference on intra-family violence against women in 1997 in Washington to which we invited a very broad spectrum of participants. Among them were representatives of
police forces from around the hemisphere. After hearing these cost estimates the general in charge of the Surinamese police force became so convinced of the importance of the problem that he initiated a training program for all of his officers. He then went one step further, convincing the organisation of Caribbean chiefs of police that a regional training project was needed. Both projects were supported by the Inter-American Development Bank.

How about with ministries of economy and finance? The Inter-American Development Bank has loaned to date about 100 million dollars to countries of Latin America and the Caribbean for programs to reduce violence generally. These are national violence prevention programs that go much further than just intra-family violence against women. Every single one of those programs also includes specific activities to address the issue of intra-family violence against women. Why? I think it is difficult to argue that finance and interior ministers have intrinsically soft hearts, although I may be underestimating my colleagues who are finance and interior ministers; rather, I think it is because these ministers have hard heads and realise the significant costs to their economies of intra-family violence against women. In sum, I think that the impact of these cost estimates is not in the estimates themselves but in the ability of these numbers to push forward a policy agenda to complement a human rights argument, to complement a public health argument and to complement a women’s rights argument. They are invaluable tools in conquering new audiences and enlisting new allies.
Men, masculinities and violence

The topic of this conference is “eradicating violence against women and girls”. I would like to focus on this topic by talking about men because I believe that the word “men” is missing from the phrase “eradicating violence against women and girls”. In fact, I believe men are missing in two places, as part of the problem, but also as part of the solution to overcoming violence. Men are the subject of the action “violence against women and girls”. But men are also necessary partners with clear responsibilities in the struggle to eradicate violence against women and girls.

Men and violence

Compared with women, men are overwhelmingly involved in all types of violence. It is mostly men who commit acts of personal violence. Men fight more than women - in wars, in the home, schoolyard, and on the street. It is also a fact that men control more resources and power than women. Men and violence seem to go hand in hand, as does violence and power. But that is not to say violence is a natural part of being a man. Nor is it to say that all men are in positions of power. Men are taught to use violence. Violence as a means of problem solving and control is culturally sanctioned, both implicitly and explicitly, in different ways throughout the world. Gender-based violence is any form of violence used to establish, enforce or perpetuate gender inequalities and keep in place gendered orders. I find the term “gender-based violence” useful as 1) it helps us ground violence firmly in gender which opens doors to more carefully explore the gender socialisation processes surrounding men and women, and 2) it also helps one think more about the connections between gender-based violence and other types of violence used as a “policing mechanism” to keep social hierarchies in place and thus to perpetuate inequality - such as the violence of racism and the violence of poverty.

Masculinities

The near “invisibility” of men’s gender is part of the privilege men gain as a dividend of patriarchy. As those who, in general as a group, benefit from gender inequalities, it is to men’s benefit to keep the means of their privilege hidden from critical examination. One way to bring men’s gender more fully under the microscope is through the examination of masculinities. The plural form “masculinities” conveys that there are many definitions for being a man in different cultural contexts and that these can change over time and from...
place to place. Men are constantly negotiating differing positions within social hierarchies - and this multiple positioning affects men's relationship to injustice and violence.

Men and masculinity is not that same thing. Men are human beings - each individual uniquely different - whereas masculinities are stories or “discourses” about men and how they ideally should behave as social and gendered beings in a given setting. An exploration of masculinities does help us understand the varying ideals about manhood that inform men’s behaviours and how these are related to the use of violence. In addition to the plurality of masculinities there are also commonly held - and constantly repeated - notions about being men, or dominant forms of masculinity. What would an ideal man be in your society? What is expected of men? What do we teach boys in schools, on the street, through the media, in our communities and in families? There are many answers to this question.

When we look for common denominators, some of the shared characteristics of dominant masculinity around the world describe men who are: Strong, breadwinner, attractive, protector, leader, decision-maker, ruler of his world - within the household and in public - heterosexual and sexually successful. No man can fully live up to this ideal, especially when men are placed into the reality of societies which are built upon a complex of privilege and inequality. And yet men are taught to try. At the same time, as part of this process, men are indoctrinated into violence as a means of protecting themselves and others, to solve problems and conflicts, and assert their perceived positions as men. Thus, dominant forms of masculinity encourage personal violence in men, and they help to legitimise other forms of violence as well. Part of gender-based violence as a “policing mechanism” is for men to establish, assert or protect their masculine identity. But men’s use of personal violence also permits and legitimises the use of other types of organised violence - and visa versa. It is a vicious cycle of violence, a culture of violence into which men and women are socialised.

However, seeing masculinities as socially constructed does not mean that men are merely passive beings being shaped by “society” or “culture”. Men and women are active in producing gender discourses and acting them out. Men are responsible for their violence, and are part of the problem when they allow for violence - especially violence against women and girls - to exist in their communities. We can further identify broader notions of responsibility when gender-based violence is placed within the social structures and histories of violence that both men and women have created and reproduce. Here we begin to understand the relationship between ideals of masculinity, gender-based violence and other uses of violence as a means of establishing and maintaining power relationships and structural inequalities such as those based upon race, class or religion, etc. Violence, privilege and injustice are intimately linked. In this sense, a development response to the connections among men, masculinity and violence should not only consider working with men (for example in violence prevention and intervention programs) but also must address issues of human rights and discrimination.
Conclusion

One way forward in the work to end gender-based violence is to understand and transform the socialisation processes. By recognising that gender-based violence is related to the construction of masculinities and that these are informed by belief systems, cultural norms and socialisation processes - we can help to identify and strengthen entry points for various violence prevention initiatives around the world that aim to work with men and boys as partners. We have to work together - men and women - and different groups of women and men. And we have to be aware of our own positions and privileges.
From lip service to action: Shaping policies and setting the agenda

Since the United Nations Conference on Human Rights held in Vienna in 1993, the World Population Conference in Cairo in 1994 and the World Conference on Women in Beijing of 1995, violence against women and girls has been recognised as a violation of human rights. By ratifying international treaties, many governments have undertaken steps to protect the rights of women and girls. The working group aimed to take the way forward from political lip-service to social change and to ask to what extent it is possible to anchor international duties in the national context and to translate them into effective social responses.

Background Papers focussed on the lessons learned in setting up and applying a legal framework to counter gender-based violence (Chile), the example of a multi-sectoral approach of combating violence against women and its application in form of a national action plan (Germany), as well as local-level initiatives bridging modern and traditional law (Ethiopia).

Gender based violence is not yet perceived as a crime in many countries. The creation of an adequate legal framework dealing with violence under the penal code rather than civil law is the starting point for the translation of political commitmment into practice. However, laws alone are not sufficient to change reality. Challenges for governments include awareness raising and capacity building on different levels and of different agents. Institutionalised and intersectoral cooperation encompassing prevention, legislation, cooperation arrangements, networking, work with offenders, sensitising of experts and public relations work has proven successful. In countries where the reality of women is shaped by customary law, synergies should be fostered between formal legal reforms and customary rules which are consistent with human rights provisions.

Lobbying for legal reforms and developing political programs to implement the legal framework does not only require governmental commitment but also a strong civil society which is able to put pressure on political decision makers. One important strategy is the cooperation of various governmental institutions, non-governmental agencies and the media.
Background papers

Zegeye Asfaw 36
Renate Augstein 40
Luz Rioseco 42
Zegeye Asfaw

HUNDEE, Ethiopia

Local initiatives to institutionalise women’s rights and protection

Introduction

This presentation on local level initiatives towards eradicating violence against women and girls is based on first hand experience working with many rural communities in Oromia Regional State, Ethiopia. The initiative was launched in 1997 by a local NGO called HUNDEE, established in 1995.

Rural life in Ethiopia is characterised by the dominance of the rule of traditions. It refers to patterns of belief systems, customs, values, behaviours or knowledge that are passed on from generation to generation by the socialisation process. In the rural setting, we observe gender-based violence throughout the female life cycle. The broad objective of the initiative is to engage rural communities, various centres of authority outside formal government structures, religious figures, etc. towards examining ‘women’s world’. HUNDEE is aiming at working within the cultural setting trying to bring about positive changes that protect women and girls from gender-based violence.

Strategic choice of working from within the culture

This choice of working from within the culture arose out of 1) an appreciation of the ‘inadequacies’ of the modern legal system in protecting women from various forms of violence and abuses; and 2) an acknowledgement of the fact that culture and tradition embraces mechanisms for protecting women and girls from violence.

The Ethiopian Penal Code that regulates criminal behaviour and provides legal protection to women against violence has existed for thirty years. Despite the promises of the constitution and the adoption of a relatively modern criminal law, the situation on the ground is very different. Modern Ethiopian laws and judicial structures run parallel to traditional institutions. These structures in the majority of cases display insensitivity to gender-based violence that prevails among rural communities. Within the rural context, law enforcement agencies refuse to apprehend and prosecute criminals because particular crimes are "admissible under the tradition" of a particular people. The case of abduction can be cited as a perfect example where the victimisers escape criminal prosecution because a particular police officer interprets the tradition as supporting the crime. Abduction is a state crime. Oromo communities, as well, describe abduction, as act of banditry. The practice of abduction,
therefore, is indefensible both in law and in tradition. No efforts have been made to harmonise the traditional institutions with the modern. Formal government structures and procedures are incomprehensible to rural communities working in a language that is totally alien to the majority of the population. Traditional institutions, on the other hand, are accessible to the majority of the population and have strong influence on the daily life. Procedures for arbitration of disputes and complaints are easy to understand and apply. The representatives of traditional institutions are regarded as custodians of the true culture. Because of their position, these centres of authority like any other power centres (parliament) have to be lobbied to bring about positive changes in the life of the people including reforms that recognise women as subjects of rights and deserving protection from violence.

Process and methodology

Inclusion of all who have a stake in the process and its outcomes has an important function of legitimating the crossing of the 'cultural boundary' which otherwise would have been difficult, if not impossible. The process of awareness creation goes through distinct phases. It usually starts with organising and conducting women's workshops. Many of these workshops resemble a 'women's court' where women bring forward catalogues of abuses they have to endure. The motivation of women to divulging information regarding their lives is not out of a belief that the exercise might bring improved recognition of their human worth, but rather out of a strong belief that it might bring positive changes to their daughters who are bound to inherit their mother's predicaments.

Men's workshops are then conducted to obtain men's opinions regarding women's rights and protection from harmful traditional practices. Traditional elders are often invited to such workshops to testify on Oromo tradition and culture. The point of reference is to find out authenticity or falsity of the set of 'rules' women are forced to live. As has been found in many of the workshops, what rural communities embrace as authentic culture in the majority of cases is nothing but distortion and aberration introduced into the culture. Interventions that custodians of the culture make along with elaborate explanation heightens awareness of women's rights both in law and in what the custodians of the culture maintain and uphold as being authentic.

Subsequent to peer workshops, women's and men's representatives meet in joint workshops. Community elders are also invited. The process of awareness creation culminates in a community conference where all adults and school children are invited. The community conference is a gathering of the 'multitude' where women and men's representatives who have gone through the awareness process explain in detail the consensus reached and outline practices that need to be abrogated through adopting community laws and regulations. These conferences are often presided over by traditional legal institutions. District government officials and especially members of the law enforcement agencies are invited to witness the process of law making. Public commitment
reached is sanctified through elaborate rituals that have tremendous significance to all Oromo communities.

Sustaining community action requires the establishment of permanent women’s rights defence committees at all levels of the administrative district where the process has taken place. These committees consist of communities’ representatives and district government officials with their own resources so that they continue to disseminate rights education and act as focal points where aggrieved parties can submit complaints on violations of consensus reached. The co-optation of government officials into these committees gives them quasi-official status and facilitates the process of criminal prosecution without delay as community members voluntarily appear and testify about violations they have observed. The establishment of these committees serves as a point of reference to many women.

**Lessons learned**

Formal structures are not still comfortable with our approach. However, the willingness of rural communities to learn new things and to listen to new perceptions, as well as the enthusiasm with which women embrace the programme is remarkable. They spared no effort in educating us on where centres of decisions making lies and volunteered to ensure presence of knowledgeable elders at all workshops.

Women’s groups which were voluntarily established are extremely active in disseminating their rights. Women’s religious associations and credit groups are becoming forums for disseminating education on women’s rights. Traditional religious figures have joined ranks with those people who frequently speak about violence against women and girls.

The programme has not in any way contributed to the erosion of tradition. What the programme persistently questions are distortions: the ‘Gada’ rules and the Oromo system of governance never recognises early marriage, abduction, female genital mutilation, bride price, sister exchange, etc. Assisting rural communities to recognise distortions and to raise their voice against the dominant practice is a ‘renaissance’ of their culture.

Our experience working with rural communities demonstrates failure on the part of the federal and regional governments to educate its citizens on their rights and obligations. The rights education programme in a sense bridges this gap. In a pre-literate society as ours, legal reforms at the micro level may not be as robust as the approach of working from within the culture and trying to bring about positive changes towards eradicating violence against women and girls. There must be synergy between what one tries to achieve through formal legal reforms and works that will be undertaken at the grassroots level through engaging traditional institutions. One strong recommendation that the government may consider is giving some sort of recognition to traditional power centres, and honouring customary rules these centres adopt and which are consistent with human rights provisions of the constitution.
The most important result of the process is the way women have started to relate to the lawmaking process, and questioning whatever goes contrary to it. Women’s rights committees established at all levels meet regularly to assess to what extent community rules and regulations are adopted during traditional law making process. The participatory evaluation exercises that we undertake from time to time help us to refine our approaches and to identify issues over which communities seek further changes and improvements.
Renate Augstein

German Federal Ministry for Family, Senior Citizens, Women and Youth

Setting and shaping political framework conditions - Examples from Germany

The German Federal Ministry for Family, Senior Citizens, Women and Youth (BMFSFJ) is responsible at federal level in Germany for the protection of women against violence. To this end, a special division was set up for this in 1991 that coordinates the German Government's policy on this issue.

Work approaches

In 1999 for the first time the Federal German Government presented an action plan that contains a multi-sectoral approach for combating violence and protecting the women affected. It comprises the areas of prevention, legislation, cooperation arrangements, countrywide networking, work with offenders, sensitising of experts and public relations work.

The implementation of the action plan is being backed up by two Federal workgroups on trafficking in women and domestic violence. Part of these working groups are NGOs running battered wives refuges, emergency telephone lines and consultancy centres for migrant women. They cooperate within the working groups with relevant ministries and public authorities.

In the legal sector, a civil law Protection against Violence Act entered into force on 01.01.2002, providing victims with the opportunity to obtain prohibitions of contact, housing allocation etc. by means of court protection orders. "The offender goes, the victim stays." The model here was a corresponding Austrian law. The Federal German States are currently adjusting their police laws so that there are no gaps in protection between police removal of the offender and a court protection order confirming this. The Federal/State workgroup "Domestic Violence" has prepared materials to implement the Protection against Violence Act that form a part of the public relations work under this law. These include forms to apply for corresponding protection orders. On federal State level, guidelines have been issued for police action in cases of domestic violence. In addition, police officers are being trained accordingly.

At State level and within local authorities a growing number of intervention projects are seeking to improve the protection of women victims and to take legal action against the offenders. The model here was the American intervention project "DAIP" from Duluth. The Federal Government has introduced and tested this approach in Germany by appropriate
model projects in the Federal States of Berlin and Schleswig-Holstein. The heart of the intervention project is cooperation between all participating institutions and anti-violence projects at the relevant regional level. The Federal Ministry for Women's Affairs has also instigated scientific backstopping for the German intervention projects. Work with the offenders is also evaluated within the framework of the intervention projects. A file was recently produced with all the brochures and materials of the intervention projects in order to save other projects having to design their own materials from scratch.

In Germany a **representative survey** on violence against women is currently underway in order to obtain data and findings on the extent, backgrounds and consequences of gender-specific violence. The results will form the basis for the further practice-relevant policy approaches.

**Results and problems**

The institutionalised cooperation arrangements at various levels (federal, state, local authority) were and still are successful. They enhance problem awareness among all professional groups involved and allow participants to perceive the complexity of the issue and overcome purely sector-related approaches and attitudes. The short-term and long-term goals of the work are determined jointly and the concrete steps needed are being developed. It is vital here to involve the special expertise of the NGOs and advisory centres. From their daily work, they are aware of the needs of the affected women and the inadequacies of the authorities' reactions, and they can provide appropriate feedback.

However, overcoming the traditional structures and attitudes is a protracted and laborious exercise. Laws alone are not sufficient to change reality. Awareness-raising and coaching sessions must be offered continuously for all professional groups and achieve good attendance figures. There is often a lack of time and money for this. The willingness to undertake training in the area of violence against women is not particularly marked, especially in the judicial field; here in particular there is resistance, prejudice and a narrowness of vision.
National Service for Women, Chile

Setting and shaping political framework conditions to end domestic violence against women in Chile

The National Service for Women (SERNAM) is the agency created by the Government of Chile, by law in January 1991, to promote equal opportunities for women. It was created to fulfil the international commitment which Chile had assumed on ratifying (in 1989) the United Nations Convention on the Elimination of All Forms of Discrimination against Women. Besides this, we have to consider the demands of Chilean women’s movement, being strong at that moment. The mission of SERNAM is to get all public institutions, from the most important ministry to the smallest department, including Regional Governments, municipalities and state-owned companies, to mainstream the gender perspective and to include the specific interests of women in their policies, planning, budgeting, statistics and actions. As a state agency SERNAM is responsible for the design, development and evaluation of public policies for the achievement of equal opportunities for women and men in the social, political, economic and cultural areas, as well in education, family and community. To obtain these, SERNAM works with women (as individuals and organised), NGOs and state agencies as key partners in the following main subjects:

- Women’s economic autonomy and overcoming poverty
- Women’s rights and participation
- Women, family and well-being in every day life
- Public management for equal opportunities for women and men

The principal activities to develop the mentioned subjects are: Equal opportunities policies, studies, legal reforms, international relations, communications, inter-sectoral coordination, networks and promotion activities, services. Furthermore the activities include: Specialised information offices and a hot line with information about rights, domestic and sexual violence and a web portal.

Chilean situation in relation to domestic violence

The most common form of physical, emotional and sexual violence against women in Chile is the domestic one, inflicted by husbands and partners. A study of the National Service for Women (2001) in Santiago and in a southern region of the country shows that 50.3% of women have experienced some kind of violence from their partners. 34% are physically
abused, 15% sexually and 51% emotionally abused. During the last years the number of women who report the violence to the police has been increasing, especially after 1994 when the Intra-family Violence Law was passed.

**The importance of laws to build a political framework for domestic violence**

The Inter-American Convention to Prevent, Punish and Eradicate Violence against Women (Belem do Pará Convention) was approved by the Organisation of American States in 1994 in Brazil and ratified by Chile in 1996. This convention is unique in the world because it includes a broad definition of violence against women, the right to live without it and formulates clear duties of governments. Mechanisms to report violation by the states to the Inter-American Commission on Human Rights are Part of this convention.

**The national law**

Chile passed the Intra-family Violence Law in 1994. It punishes physical violence and every form of psychological violence. Sanctions include imprisonment between 1 and 60 days, fine or social work as well as therapeutic measures. Civil courts are in charge of the application of this law, because intra-family violence is not treated under criminal law. However, so far there is a huge gap between the legislation and its actual application: Statistics show that 90% of lawsuits finished with forced reconciliation between the victim and the aggressor and 90% of the remaining 10% finished with therapies.

Today, a bill of law to improve the Intra-family Violence Law is being discussed. However, what is needed is a penal law with strict sanctions and re-education measures. Domestic violence has to be perceived as a crime and not a mental problem. The bill of law has no chapters about prevention, financial support for its implementation, duties of the ministries and public services and coordination. So, it is not the modification of the law, but of the political and legislative reality that women deserve.

**Public policies**

Sometimes when we begin to talk about public policies we start listing different kinds of actions, but actions can only be part of policies not policies in themselves. It is not easy to design and to get the approval of public policies in a complex issue like domestic violence, because government agencies are not accustomed to working in a coordinated way. But this is required when dealing with domestic violence. We do not yet have enough sensitivity from the authorities about the real importance of the problem and this implies very small budgets to work on the issue.
Most important public policies in the last years have been:

- The National Plan of Action against Intra-family Violence (2000-2006) which constitutes an effort to coordinate the actions of different ministries and services and is seen as the first governmental effort of inter-sectoral work on the issue.
- The implementation of specialised interdisciplinary support centres. Today we have 25 centres established in different regions of the country.
- Training for employees in the public sector. We have trained 15,000 employees in the health and education sector, police force, at the municipal level and within the judiciary. There are visible results, open resistance is less evident but still exists in more subtle ways.

Challenges for the next years:

- A strong civil society, permanently monitoring the state action (or lack of action).
- Special budgets or gender-sensitive budgets.
- More research on the issue, for example on the number of imprisoned women accused for the murder of their husbands as a result of domestic violence and lack of protection or the number of children and adolescents in jail who have suffered or witnessed domestic violence in their homes.
- Indicators to assess the impact of changes.
- Continuation and strengthening the process of sensitisation and education at all levels, especially with children, but also with women and men and with political decision-makers etc.
- And finally, a strong commitment from the government and all parts of civil society to reject all forms of domestic violence.
A new form of exploitation is booming on the globalised markets: the trade in human beings, involving mainly young women and children. Trafficking in women and children is a serious human rights violation and a global problem which has reached very complex dimensions.

A South Asian report in terms of the magnitude and the roots of trafficking and sexual exploitation as well as initiatives in combating trafficking and exploitation on government and non-government level has been presented during the workshop. The case of Ethiopian women and international labour migration showed that trafficking has to be considered as an integral aspect of migration. Dilemmas in legal action persist from contradictions that arise in respecting the rights of free movement and protecting victims from illicit agents trafficking in persons. An anti-trafficking information campaign in Uzbekistan demonstrated that the creation of public attention and awareness is the first important step in developing adequate strategies for the prevention of trafficking and the support of victims. The work of the German NGO SOLWODI is an example of a holistic approach and interdisciplinary cooperation in the area of reintegration and the support of victim-witnesses.

Adequate legislation and its effective implementation are important for combating trafficking and commercial sexual exploitation. Legal frameworks and enforcement measures which are in line with international conventions need to be developed, amended and enacted on national levels. During recent years, increased professionalism in interdisciplinary cooperation and intensive individual case work with witnesses in trafficking proceedings have led to improved victim protection and higher levels of prosecution. Interventions should include intensive networking, exchange of information, prevention programs, rehabilitation and reintegration programs like repatriation, medical and psychological treatment, training and employment. Cooperation between destination countries and transit and source countries should be intensified to stem the flow of trafficking.
Preparing women and girls for court trials

Many women are reluctant to speak as witnesses or victims on gender based violence. Therefore they must be prepared and accompanied in order to reduce fear and trauma. A special training program can help them to get information about their rights. Women should see the courtroom before the trial. They should get information about the court procedures. Judges, prosecutors and lawyers should be aware of the psychological dimensions involved in the cases of gender base violence. This training program illustrated trial preparation and support for women and girls who have been victims of gender based violence. A court situation was recreated through a role play. Following this, the impressions of the witness and those of outsiders were presented and analysed. A role play can give an idea of women’s situation in court.

*Trainer: Brigitte Geier, AHGATA – Assistance for Women Witnesses, Berlin*

www.ahgata.de
Background papers

Fawzia Karim Firoze 48
Nodira Karimova 52
Tafesse Negash 54
Eva Schaab 58
Fawzia Karim Firoze

National Women Lawyers’ Association, Bangladesh

Trafficking in a globalised situation: A South Asian perspective

The South Asian perspective

Throughout South Asia women and children are trafficked within their own countries and across international borders for prostitution, pornography, sex tourism, domestic and construction work as well as industrial work. The number of trafficked persons is difficult to determine as corruption renders an estimate of its magnitude virtually impossible.

Root causes of trafficking include greed, moral turpitude, economic and political instability transition and social factors. Many traffickers are involved in other trans-national crimes. Organised gangs choose to traffic in human beings because of its high profit and often low risk, because unlike other “commodities” people can be used repeatedly and because trafficking does not require a layer capital investment.

The field level operations of the Bangladesh National Women Lawyers’ Association (BNWLA) revealed that small networks of traffickers are operating in the border belt districts in Bangladesh. They recruit potential victims from neighbouring villages and from amongst their distant relatives. In some areas, motivators and recruiters were mainly relatives and neighbours. In most cases there were “contract marriages” whereby a man married for the purpose of migration. Marriage protected him from accusation of trafficking and he could claim 50 percent of his wife’s income.

Trafficking for sexual exploitation in the name of migration

Trafficking is not opposed to migration but an integral aspect. Lured, deceived, cheated, deprived of freedom and/or income, compelled to engage in work against their will, women who are trafficked painfully learn and acquire skills useful to their survival. After being trafficked, life goes on with the need to tackle risks in an environment offering poor protection. There is usually no return to a pre-trafficked situation.

A recent study shows that a large number of women are migrating from Bangladesh to different parts of India, Pakistan, Malaysia and the Middle East. Most end up in a trafficked situation. Migration to the Middle East is characterised by its high cost. The money provided by a husband, a father, a moneylender or an NGO creates tremendous pressure on migrant women to accept whatever work is demanded. About 82 percent women went with a
domestic visa, the rest with a company visa to work as cleaners in schools and hospitals. A majority in both categories admitted that sex work was an integral part of their job (domestic workers) or was engaged in on a part time basis, beside their official duty (company workers). Ten percent stated that sex work was their only occupation. In several households, sex work was conducted under the direct supervision of the employer who used his/her maids as a source of income.

Most of the red light areas in Kolkata revealed that almost 40% of women were trafficked from Nepal and 30% from Bangladesh. The most dreadful matter is that 60% of them are minor girls. A local study revealed that almost all the victims living in the red light areas are HIV positive or have AIDS.

**Magnitude of trafficking and sexual exploitation**

According to a study conducted by Bangladesh National Women Lawyers’ Association (BNWLA) in 250 villages in different parts of the country in 1998 every year a total of 7000 women and children become victims of cross border trafficking. According to a report by the Centre for Women and Children's Study more than 200,000 Bangladeshi women were trafficked between 1990 and 1997, with 6,000 children trafficked, abducted or reported missing during that time.

An estimated 10 million men use prostitutes in the South Asia region regularly. According to the government statistics there are 16 registered brothels at different districts in Bangladesh with around 10,000 girls forced into prostitution. Of them almost 50% are aged under 18 years. According to the assessment of police there were around 15,000 to 20,000 floating sex workers. Of the floating sex workers 50% are between the age group of 10 and 20 years. Almost all the girls forced into prostitution were sexually abused before entering into sex work. All the sex workers in Dhaka experience rape before being forced into prostitution. The girls usually experience sexual abuse by the age of 10 years.

In India there are an estimated 2.3 million women and girl children in prostitution, a quarter of whom are minors and there are over 1200 red light areas all over India (National Commission for India). It is estimated that between the year 1990 and 2000 over 30,000 women and girls have been trafficked from Bangladesh to India. Most of these women and girls have been forced into prostitution. More than 5,000 Nepali women and female children are trafficked to India every year. About 60 to 80 percent of the women and girls forced into prostitution in India suffer from life threatening diseases with an increasing incidence of HIV/AIDS.
Some initiatives in combating trafficking and sexual exploitation

SAARC nations have signed two important conventions on combating trafficking in women and children and on child welfare at the 11th SAARC Summit in Kathmandu, Nepal on January 5, 2002. These conventions are likely to be ratified by the member countries soon. Bangladesh has already ratified the convention. Meanwhile the government of Bangladesh has formulated a National Plan of Action against sexual abuse and exploitation of children including trafficking. Currently the National Plan of Action (NPA) is at the stage of implementation. A National Monitoring and Implementation Committee on National Plan of Action against sexual exploitation and abuse of children including trafficking (SEACT) has been formed in which BNWLA is an active member.

In November 2001 over 140 participants representing the Governments of Bangladesh, Bhutan, India, Maldives, Nepal, Pakistan and Sri Lanka, including 25 children and young adults, and representatives of international agencies and international and national non-governmental organisations participated in the “South Asia Consultation for the 2nd World Congress against Commercial Sexual Exploitation of Children” and formulated several strategies called “South Asia Strategy against Commercial Sexual Exploitation of Children and Child Sexual Abuse”.

Activities of the Bangladesh National Women Lawyers’ Association (BNWLA)

NGOs like Bangladesh National Women Lawyers’ Association (BNWLA), Action against Trafficking and Sexual Exploitation of Children (ATSEC) and some other organisations are implementing various action programs. The Ministry of Women and Children Affairs (MOWCA) of the Government of Bangladesh has recently launched a three year pilot project “Child Development Coordinated Program to Combat Child Trafficking, Pilot Project 1”. Rescue and release of victims of internal trafficking and sexual exploitation from captivity is an important intervention of BNWLA. It includes training for the concerned groups such as police, public prosecutors, judges, lawyers, and journalists etc. to sensitise them on the issue of trafficking and sexual exploitation throughout the country.

Recommendations

Trafficking in girls and boys for commercial sexual exploitation is a widely recognised abuse in South Asia. While ensuring that the right to migration is not hindered, efforts are being promoted to combat it, such as through the SAARC Convention on Trafficking. These mechanisms need regular review and revision to ensure that they are meeting the challenge. Legal reform and law enforcement is essential for combating the demand for commercial sexual exploitation of children and child sexual abuse, which often involve many perpetrators.
Appropriate and adequate laws and their effective implementation are of the utmost importance for combating the trafficking and commercial sexual exploitation of children. An effective and adequate legal framework needs to be developed in line with relevant international instruments such as the Children Rights Convention (CRC), CEDAW and the United Nations Convention against Trans-national Organised Crime and its protocols on smuggling of migrants and trafficking in women and children, including revising and strengthening the existing legal framework and enforcement measures in South Asia to protect children, both girls and boys in a comprehensive manner from being trafficked and sexually exploited.
Nodira Karimova

Future Generation Information Centre, Uzbekistan

Trafficking of women in Uzbekistan

Eleven years ago the Republic of Uzbekistan received independence. Unfortunately, trafficking is not regarded as a priority problem, and for the present it is not given sufficient attention or treated with an appropriate attitude. Until now, it was forbidden to speak about drug addiction and prostitution. But due to the sharp increase in HIV infection, a lot of activities against AIDS are now being implemented. Mass media is involved in the anti-AIDS campaign, and this problem is spoken about at all levels.

At present, there are no statistics or official statements on trafficking and poor information through mass media. But it goes without saying that the poor level of living conditions and high rates of unemployment etc. are at the beginning of trafficking problems. The project Future Generation - Information Centre started its activities with collecting information, making questionnaires, conducting conversations with governmental and non-governmental organisations and conducting an information campaign “ANTI-TRAFFICKING”. The assurance that necessary and timely received information can change a person’s life became the main slogan of the campaign. Launching of radio programs to raise the population’s awareness was the initial step of the activities. Jointly with the national radio “Youth Channel”, broadcasting throughout the Republic, a range of programs has been prepared under this topic. This project was supported by the international organisation INTERNEWS.

For the present phone calls are registered from all the regions of the country. Listeners request to have more information on this topic and express gratitude for interesting and open work. The next step of the information campaign was addressed by the Embassy of USA in Uzbekistan. The Department of information, culture and education of the USA Embassy supported the application for small grants. From September 2002 the above-mentioned seminars “Tell this to your friend” have been conducted. By the end of the project this module will be spread among NGOs throughout the country for the further extension of our campaign. During our seminars participants are encouraged to disseminate further received information. A leaflet “You are offered a job abroad…” was developed and published in Uzbek and Russian languages in the framework of this project.

Schools’ administrations ask to arrange and accomplish seminars for teachers, and also to make reports at parents’ meetings. After each seminar some of the active girls express their wish to work as volunteers in our organisation. Meanwhile we are contemplating conducting the debate program on the trafficking problem.
Recently IOM Amity, Kazakhstan has been asking for training in order to open up the hotline on preventing trafficking. In the course of nearly a month we have received 300 calls. Other radio stations have become involved and negotiations with television have started.

However, a range of problems still persists concerning the reintegration of returned girls. So far, there are no shelters for the victims of trafficking where they could stay for the initial time, and where they could be consulted by gynaecologists, psychologists and lawyers. But the most important problem is that there is still a huge lack of know-how, experience and expertise as to how to carry out the work with the victims of trafficking.
Tafesse Negash

Legal Service for Women in Oromiya, Ethiopia

Ethiopian women and international labour migration

Introduction

Luring women and children within and across national borders has become a generally accepted trend in Ethiopia. Most are recruited for domestic work in the Middle East, particularly to Lebanon, Bahrain, Saudi Arabia and the United Arab Emirates. Ethiopian women and girls recruited to work as maids leave the country at the rate of 100 per month. The numbers of Ethiopian women are living and working illegally in Lebanon alone was estimated to be about 15,000 to 20,000. Most of the jobs involve domestic service while some are recruited to work in factories, hotels and bars or stores. Ethiopian victims of domestic servitude suffer various human rights violations including starvation, long hours of work and confinement, denial of salary, sexual abuse and exploitation, verbal abuse, beatings and physical torture, false accusation, incarceration and even killing. Between 1997 and 1999, sixty-seven death cases were registered. Yet, the underground nature of trafficking makes reporting difficult.

Trafficking in women and children inside Ethiopia is also serious and harmful since victims suffer similar emotional and physical abuse. Girls at a very young age are usually abducted for marriage while both boys and girls are abducted for bonded labour, begging and criminal activities.

International and national legal instruments are not effectively enforced towards the protection of victims of trafficking. A legal action dilemma is created from contradictions that arise in trying to respect the rights of citizens, like the right of free movement or migrating to another country for employment and protecting victims from illicit agents trafficking in persons.

Trafficking in Ethiopia

Recent cruel individual stories of returnees mostly from Beirut and Bahrain shocked the public and the Ethiopian government. One response is the promulgation of a new law in 1998 that stipulated severe penalty on recruiters and laid a mechanism to protect women who migrate abroad from human rights abuses. The formation of a Committee of government bodies in June 1999 is another initiative undertaken. The Federal Police, the Women Affairs
Bureau in collaboration with the media has run a continuous public awareness program on the dangers of migrating to these countries.

Research reveals that the migrants are between the age of 20 and 30, all of them being single and with a background that includes some education. All the girls were introduced to an agent through friends, neighbours or relatives. Some of the agents are women who have been to the Arab countries through the same process and have come back. The agents ask for money for getting a visa including an air ticket and for facilitating the process. Usually one member of the family takes a loan with a high interest rate to cover the payment and the whole family are involved in the whole process. None of the girls experienced any problems in the immigration office as they were easily given a passport and an exit visa.

The legal framework

The constitution of the Federal Democratic Republic of Ethiopia guarantees freedom of movement. Ethiopia is also party to the Convention of the Elimination of all Forms of Discrimination against Women as well as to the convention for the Suppression of the Traffic in Persons and of the Exploitation of the Prostitution of Others. The Ethiopian Penal Code under the title "Offences against Morals and the Family" has a section that deals with trafficking. Penal Code Articles 604-607 deal with prostitution and trafficking, Article 604 punishes one with simple imprisonment and a fine where one makes a profession or a living by procuring prostitutes or where one keeps disorderly house. The article exempts prostitutes from punishment. Article 605 is entitled "Traffic in women, infants and young persons". These provisions refer to trafficking for the purpose of prostitution only. Trafficking for other purposes would not be covered.

Under the title "Offences Against Liberty" article 565 entitled "Enslavement" reads; whomsoever enslaves another, sells, alienates, pledges or buys him, or trades or traffics in, or exploits, or keeps, or maintains another in a condition of slavery even in a disguised form is punishable with rigorous imprisonment from five to twenty years and fine not exceeding 20,000 Birr. Those who knowingly carry off, transport or conduct whether by land, by sea or by air persons thus enslaved in order to deliver them at their place of destination or who aid and abate such traffic whether within the territory or abroad are liable to the same punishment.

To address the realities Ethiopian migrants face in the Arab countries, the government was forced to issue proclamation number 104/1998, The Private Employment Agency Proclamation. The proclamation was issued after the outcry of the public, women’s rights groups and concerned government bodies. The reasons for its issuance as it is stated in its preamble is to allow individuals to participate in the employment services and particularly to protect the rights, safety and dignity of Ethiopians employed and sent abroad.
The proclamation permits a private employment agency to provide services that make a worker available locally or abroad. The proclamation holds the agency and the third party jointly liable for the violation of the contract of employment. The proclamation stipulates that anyone who sends workers abroad without obtaining a license is to be punished for a term of no less than five years and not exceeding ten years and a fine of Birr 25,000. Where the human rights and physical integrity of an Ethiopian sent abroad for work has been injured the punishment may be increased from five to twenty years of rigorous imprisonment and a fine up to 50,000 Birr.

Only two agencies have come forward up to this date to register under this proclamation. The proclamation did not prove to be the solution intended. Women still migrated through unlicensed facilitators until the Committee explored a new approach on January 2000. One of the achievements of this proclamation nevertheless is that it addressed the need of a license to engage in such activity of trafficking people for work abroad and stipulated a harsh punishment against those who engage in the trafficking of people. The controversy of applying Penal Code provisions to such situations was also addressed.

According to the information from the Ministry of Justice there were many cases filed before the promulgation of proclamation 104/1998. But reports were filed less and less after its promulgation. The main reason being that agents or facilitators become aware of the law and instead of doing it openly as they used to do, they continued doing the job underground. This reveals that by issuing laws alone trafficking cannot be prevented.

The workload in the courts and lack of adequate human resources both in the courts and the federal police has a negative effect on all criminal cases including cases that come under proclamation 104/1998. It takes about three years for a case to reach the courts and by then the accused has either left the country or has changed his address. Many files are dismissed.

**Further efforts of the Ethiopian government in combating trafficking**

Apart from promulgating Proclamation 104/1998 a Committee was formed under the chairmanship of the Ministry of Foreign Affairs in June 1999. The Committee had acted to bring the facilitators at home to justice, to use the media to inform the public on the dangers of illegal migration and to forward a solution to expedite the cases brought against the facilitators through the Ministry of Justice. A special department was formed in the Federal Police to give special focus to crimes related to trafficking. The opening of a consular office in Lebanon is also another achievement of the Committee.
**Recommendations**

There is a need for continuous information campaigns on the dangers and risks of unprotected migration. In order to strengthen the message, returnees could be organised to reach communities. The church, Eder (traditional self-help gatherings), the media and schools could also be used. In public information campaigns, the Ministry of information and culture would be the major partner in disseminating the information, non-governmental organisation could also be potential partners. Since the prime motivation to migrate seems to be the lack of economic means the need to alleviate the economic and social status of women and girls cannot be underestimated. Returnees should be organised and get assistance according to their needs. Most of them demanded skills training and financial help to be able to generate income to support themselves.
Solidarity with Women in Distress - SOLWODI, Germany

Working with victim-witnesses in trials on trafficking in Germany - The experience of SOLWODI

The NGO SOLWODI e.V. (Solidarity with Women in Distress) offers migrant women, who experienced exploitation and violence, particularly victims of trafficking, counselling and social assistance. One goal of the holistic and partial counselling is to enable the client to develop her own perspective of living. The main focus of SOLWODI's work is on reintegration and the support of victim-witnesses.

The reintegration project offers women assistance for securing their economic existence in their home country. It can cover the costs for vocational training / education, subsidies to the salary and credit for a small-scale business in close co-operation with a local NGO. The partner NGO provides counselling to the client, supervision of the planned business project and maintains the contact with SOLWODI e. V.

The victim-witness support for victims of trafficking and forced prostitution consists of a long-term and comprehensive psycho-social consultation and assistance to the often highly traumatised victims. The program aims at a sustainable psychological stabilisation of the client, as well as her social and economic integration. In order to comply with the high need for protection and specialised counselling for the victims, continuous co-operation with other groups is necessary, especially with prosecution authorities, local authorities, women shelters and lawyers.

The main points of the victim-witness support program of SOLWODI are the following:

1. the support of basic needs
   - accommodation in shelter houses with psycho-social support and assistance with the organisation of everyday life activities as well as social contacts
   - clarifications with authorities through a police officer (residence status, assumption of the costs, work permit)
   - development of employment perspectives (German language course, graduation, training, professional activity)

2. the psychological stabilisation of the client
   - comprehensive support through specialised counselling
   - regular discussions and crisis interventions
- analysis of prehistory and the actual happening of the act
- psychological preparation for the confrontation with the perpetrator and wrap-up of court hearings
- provision of therapeutic assistance

3. support during legal proceedings:
- appointment of a lawyer as a joint plaintiff
- participation in court hearings and on meetings with the lawyer
- information about the procedures of the main proceedings and the role as a witness
- escort to the main court hearing
- arrangement of protection by a police officer

4. long-term integration measures:
- SOLWODI Reintegration project in co-operation with NGO's in the country of origin
- in Germany, residence solidification if endangerment in the country of origin exists

1998, the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth with participation of SOLWODI e.V. developed the so-called “Co-operation Concept between Women’s Counselling Centres and the Police for the Protection of Victim Witnesses of Trafficking in Women”. After verifying various criteria (e.g. endangerment of the victim-witness), the police decides in agreement with the public prosecutor's office on the admission of a victim-witness into the witness protection program. Only then, the Alien Authority will issue a temporary residence permit and the local social welfare office will cover the costs for living. Special police units accomplish preventive measures and all administrative tasks. The psycho-social support of the client during her entire stay in Germany (often 2 years and longer) lies with specialised counselling centres like SOLWODI.

During the last years, the increased professionalism of the interdisciplinary co-operation and the intensive individual case work with the witnesses in trafficking proceedings have led to an improvement of the victim protection and also the prosecution possibilities.

Nevertheless, a majority of the victims are still deported, since humanitarian considerations are not taken into account. Victim-witnesses usually are only granted a statutory temporary suspension of deportation, if they are willing to testify in court. The suspension is only valid, however, for as long as they are needed during the proceedings.

At the same time, the psychosocial support is severely limited by a closely-knit legal framework, which is dominated by foreign-political, safety political and financial interests. Against all statements of political intention, the large discrepancy between the interests of the prosecution authorities and the needs of the victims remains.
Strengthening strategically important professions: The role of health personnel, the legal system, the police, educationalists and social workers

Political framework conditions and laws will not suffice on their own to achieve a tangible reduction in gender-specific violence. It is important that government and non-governmental institutions and organisations adopt and implement political directives on the prevention and punishment of violence against women and girls. In this context, the strengthening of relevant professional groups constitutes a key to success. Health professionals, the police and the legal system, teachers and social workers are key actors in the prevention of violence and are also active in treating, supporting and advising victims of violence and their families.

Country experiences show the importance of broad training programmes for the implementation of new legislations on domestic violence (Germany) or female genital mutilation (Burkina Faso). Laws are only the basis for changing social realities. Besides legal knowledge, roots and dynamics of domestic violence should be part of the training programme. In many countries ministries can only provide frameworks and guidelines for training courses, they can coordinate and finance the programs, while decentralised institutions are on duty to implement, monitor and evaluate them. A strong political commitment, a clear legal frame, and a coherent national plan involving different socio-professional groups and community leaders in a well coordinated manner increase the effectiveness and synergy of actions in the struggle to overcome violence against women.

Experienced trainers, participatory approaches and training material which focus on the particular needs and duties of the different professional groups are necessary for long lasting information, sensitisation and awareness building. A documentation of the best practices and detailed monitoring and evaluation concepts can help to increase the success of training programs and methods. Multisectoral approaches and the building of coalitions of different governmental institutions and non-governmental organisations are important in this context.

Training courses should not be single events. Only continuous and sometimes compulsory courses which focus on the work ethics and career goals of the different professional groups are effective. Optimising capacities and improving the quality of the services offered to the victims are important issues in this context. The Nicaraguan National Police Force has been working on the transformation of institutional attitudes and practices in the performance of duty, building a humanistic model for police training to strengthen knowledge of the distinct needs of men and women in the demands of citizen security.
Lessons learned from implementing an integrated approach to addressing Gender Based Violence in Central America were presented by the Pan America Health Organisation (PAHO). The strengthening of the health sector’s participation and contribution in addressing gender based violence at the policy, service delivery and community levels resulted in an increased visibility of domestic violence as a public health concern and a new role of the health sector in joining forces for advocacy, in organising community networks; and in preventing, detecting, and caring for women and families living with violence.

Legal education and paralegal services in rural areas can change women’s legal reality as the Zambian experience shows. However, legal education is a long-term process. Information and awareness-raising is only the first step in mobilising for social change. Problems do exist in male biased traditions, still limited access of women to information and education and the prevalence of dual legal systems with statutory and customary law being practiced at the same time.
**Training strategically important professional groups: Police and health professionals**

Training sessions highlighted the importance of sensitising and educating police staff and health care professionals about gender based violence and its professional handling. One important goal of police training is a critical assessment on the role a police officer is playing in contact with victims and perpetrators. It therefore deals with personal attitudes on domestic violence. One training method which is successfully implemented for police officers in Berlin is the development of a role-play on a domestic violence scene and the subsequent police intervention. Discussions and teamwork offer forums for exchange of experience, questions, irritations and emotions.

*Trainer: Cordula Albrecht, District Police Forces, Berlin*

The training for health care providers aims at the recognition of the underlying cultural norms that help to perpetuate gender-based violence. In addition, it emphasises the impact of violence on women’s sexual and reproductive health (SRH). Ignoring gender-based violence may lead to incorrect diagnosis and intervention. Addressing gender-based violence has a potential to improve the quality of care and produce better SRH outcomes. There are several steps that health care providers can take in order to help survivors of gender-based violence: Ensure clients privacy and confidentiality. Believe and validate clients’ experiences. Inform clients about their rights and about emergency contraception. Document cases of gender based violence. Facilitate linkages to other services. Identify existing referrals sites in the community and strengthen referral networks. Train and sensitise staff and stakeholders. Create a screening tool, protocol, and data collection system. Ideally, training should coincide with a broader effort to review institution’s policies and resources, including service protocols, screening tools, and referral directories. In other words, training should be part of what is called a “systems approach” – one that involves the whole organisation and does not expect individual providers to act alone.

*Trainer: Alessandra C. Guedes, International Planned Parenthood Federation, Western Hemisphere Regional Office (IPPF/WHR), http://ippfwhr.org*
Background papers

Eleni Banda 64
Elizabeth Melby Alvado González 66
Birgit Schweikert 70
Pascaline Sebgo 72
Marijke Velzeboer-Salcedo 76
Eleni Banda

Eastern Province Women Development Association, Zambia

The Eastern Province Women Development Association (E.P.W.D.A.) is a non-governmental organisation working in the rural areas of the Eastern Zambia. From March to June 2001 EPWDA conducted a community-based and action-oriented legal research to visualise and document the legal status and discrimination of rural women and girls. The findings and experiences were used to develop the Legal Education Program with the following objectives:

- To facilitate meetings between Local Courts Personnel and the paralegals.
- To organise radio programmes and invite police officers and other legal practitioners to participate in the live discussions.
- To train EPWDA members as paralegals.
- To establish legal support committees with the purpose of giving legal advice to people in the rural areas.
- To conduct community based and participatory sensitisation workshops.

Eighty (80) members have been trained as paralegals and are now carrying out community, participatory sensitisation workshops about legal rights to encourage especially women and girls to stand up for their rights. Legal Support Committees have been formed at District levels to ensure that women who seek legal advice and support are attended to. A Legal Aid Fund has been created to assist women and girls take up their cases to court. To reach a wider audience EPWDA is also organising radio programmes with the local community Radio Stations aired in the local language. EPWDA has translated some legal topics from English to the local language so that the communities have information at hand, and are able to make references.

Successes and challenges

- Legal Support Committees have been formed in 8 districts of the province.
- 80 paralegals have been trained and are successfully carrying out community based and participatory workshops at village levels. In 2001, 35 of these workshops were conducted and attended by the local traditional and civic leaders, men and women, both young and old.
• The judiciary has employed one of the trained paralegals as a local court justice. This is a milestone in our programme as we are aiming to see more of women in the judiciary, especially at the local courts that are mainly found in the rural areas.

• A radio programme which ran for 16 weeks and aired every Monday for 45 minutes was very successful, as people were phoning in and writing letters to get more legal advice.

However, legal education is a long-term process. Information and awareness-raising is only the first step in mobilising for social change. Problems exist in male biased traditions, still limited access for women to information and education and the dual legal system of Zambia with statutory and customary law being legitimate at the same time. Future challenges are:

• The need for continued sensitisation programmes.
• Women should be given support both financially and morally (accompanied to court).
• To counsel the families of the victims so that they support them.
• Our paralegal should be receiving backstopping training so that they are able to mediate among parties.
• More literature should be translated in the local languages.
• The local court justices should be trained in legal rights before they take up their jobs.
• Customary law should be written down.
The incorporation of the gender approach into the modernisation of the National Police Force of Nicaragua

Introduction

The recognition of the promotion and protection of human rights is a responsibility of government institutions. The National Police Force has been working on the transformation of institutional attitudes and practices in the performance of duty, building a humanistic model for police training to strengthen knowledge of the distinct needs of men and women in the demands of citizen security. An ongoing process of adopting changes will achieve a decrease in discrimination and violation of human rights within the institution and in the performance of its services.

The gender approach in the National Police Force

The gender approach in the National Police Force is an instrument for analysis of the various forms of gender discrimination and inequality, and for making decisions in the management of the institution. It is a change in the concept of the relationships of men and women inside our police institution, in the performance of police services, and in personal attitudes toward life. Between 1990 and 1993, policewomen became promoters of initiatives, proposing to the National Leadership that the phenomenon of family and sexual violence should be treated with preventative methods and services for the victims and survivors, rather than focusing the attention on the aggressor. It was perceived that the services provided to victims of domestic violence or sexual abuse were inadequate. An agreement was reached with the Nicaraguan Institute for Women (INIM) and the Network of Women against Violence to create the Commissariats for Women and Children (CMN) under the jurisdiction of the INIM and the National Police Force. It was the first commissariat for both Nicaragua and Central America. Its main objective continues to be to offer specialised services in cases of family and sexual violence in order to prevent and decrease these rates and victims. As a product of the joint efforts of the State with organisations from civil society, 19 Commissariats for Women and Children have been installed in 11 departments of the country. Institutional reflection has led to the definition of actions to incorporate this approach into the rest of the areas of police work.

Although a substantial number of women that have swelled the ranks of the National Police Force since its founding, gender inequalities have also been evident since the birth of this...
police force. The gender analysis in our police institution has allowed us to recognise that the police profession was conceived from the male perspective, despite the fact that, from the beginning, the institution has included women with valuable human and professional qualities. The work of the women was undervalued and utilised in tasks that were traditionally considered female domains: for example, they worked as secretaries, receptionists, assistants to the chief, filers, information officers, or in service jobs such as cooks and porters. Many were excluded from the “substantive” police positions. We started to recognise these tendencies for the first time very consciously in the mid-nineties, and we reached the conclusion that it was not possible to be a modern police force without taking action on gender inequalities and discrimination in institutional operations. We began to visualise the distinct forms of exclusion of policewomen in the recruitment of new police, specialised training processes, promotions to supervisory positions, operations and income. Men, on the other hand, are also victims of certain stereotypes. They are not permitted to say “no” to the fulfilment of a mission because that would call their masculinity into question. This somehow has serious repercussions on their personal, emotional and family lives.

Working commissions have been organised to define a gender strategy that will allow overcoming all kinds of gender discrimination within the institution and, simultaneously, strengthening the mechanisms created to direct the process.

To provide comprehensive answers to the problem of family and sexual violence, as a necessity for citizen security, a national plan was developed together with the Nicaraguan Institute for Women and the Network of Women against Violence. It proposes the following objectives:

- Create a space for specialised services to address family and sexual violence from an intersectoral, interdisciplinary and inter-institutional perspective with a systematic vision beginning with its causes.
- Gain access to justice for the victims and survivors of family and sexual violence.
- Reduce impunity, especially around sex crimes.
- Prevent and decrease the indexes of family and sexual violence and its reoccurrence.
- Strengthen the victims and survivors of family and sexual violence.

**Main results**

The greatest efforts in the performance of service have been directed at improving attention in the area of family and sexual violence:

- 19 Commissariats for Women and Children are operating in different areas of the country and five more will be established. Where there are no Commissariats,
complaints are received by special officers in Criminal Investigations who have been trained in this field.

- The appropriate application of the new (intersectoral, multidisciplinary and territorial) model for crisis attention and intervention, directed at victims and survivors of family and sexual violence which aims at their empowerment has been supported.

The following Internal changes have been accomplished:

There has been a significant raise of the participation of women in the institution. Between 1998 and 2002:

- The number of women in general has increased from 18 % to 25 %
- Women in supervisory positions have increased from 14 % to 22 %.
- Women's participation in operative positions have increased from 8 % to 15 %
- Presently, 50 % of the top management level of our police institution are women.

Outreach and levels of advocacy in the promotion of gender equity both nationally and internationally has been strengthened through:

- Participation in inter-institutional entities through consultancies, such as the proposed Equal Opportunities Law, forums, and workshops, in order to share our experience with various institutions and organisations.
- Participation in inter-institutional coordination efforts to struggle against violence against women, children and adolescents, in order to contribute to the formulation of the National Plan for the Prevention of Family and Sexual Violence.

Information about the progress achieved in incorporating the gender approach into the National Police Force of Nicaragua has been disseminated on the regional level, promoting the issue among the police forces of the region; participating in the formulation of the regional project, “The Gender Approach in the Modernisation of Police Institutions and in Citizen Security”; offering technical assistance to the police institutions of the region within the framework of this project.

**Conclusions**

The incorporation of the gender approach has been a great challenge for the institution. This undertaking has been possible through the democratisation that Nicaraguan society is experiencing and through the efforts for change and modernisation being developed by our institution. To comprehensively address the issue of equity, the design of a regional agenda is required. The following factors are necessary to this:
Formulation of a proposed Citizen Security Law with the gender perspective.

Design of medium and long-term strategies to sensitise police personnel and to internalise the gender approach in daily institutional operations.

Design of an administrative policy on human resources with a gender perspective.

Consideration in the budgets with an eye to police services and the costs of specialised services.

Harmonise the curriculum at the police academies of Central America and the Caribbean, defining gender perspective as a subject area.

Implement a regional training program on gender for all personnel.

Create a critical mass for generational turnover as well an approach that is inclusive of men and women.

Define institutional mechanisms for providing service and follow-up to the process of change in police institutions.

References

Birgit Schweikert

German Federal Ministry for Family, Senior Citizens, Women and Youth

Strengthening strategic groups - Training on gender based violence

Institutional profile

The protection of women against violence is one of the duties of the German Federal Ministry for Family, Senior Citizens, Women and Youth (BMFSFJ). In 1991 a special department was created in order to coordinate the governmental policy on this issue which is part of the department on gender equality in the ministry.

Training background

In 1999 the German government developed an action plan on gender-based violence, which includes a broad concept of preventing violence and protecting women. Law reform, cooperation, networking, awareness building and training are part of this concept. Besides the implementation of this action plan two governmental-federal work groups, one on domestic violence and one on trafficking women, coordinate the work of ministries, institutions and women’s organisations. A new civil law on domestic violence was enacted in January 2002. Now victims can stay in their homes and the perpetrators must leave. At the moment the police laws are being changed on a federal level. This should optimise the protection of victims. The governmental-federal work group on domestic violence has developed information material for creating public awareness on the new law as well as training standards for those professional groups, who have to deal with domestic violence, like the police. On a federal and local level, new cooperation programmes and intervention projects are developing. The German government has promoted the implementation of some model projects which are based on experiences from other countries. The core of the intervention projects is the institutionalised cooperation of all agents on a regional level. A complex research programme which is supported by the German government is part of the evaluation strategy.

Problems and successes

Experiences of other countries, like Austria, show how important broad training programmes are for the implementation of a new law on domestic violence. Laws are only the basis for changing social realities. Training programmes and raising awareness of all professional groups must be offered continuously. All people who work in these fields must participate. Besides legal knowledge, roots and dynamics of domestic violence should be part of the
training programme. Training programmes are part of the federal duties; the German government can only give recommendations. The German ministry for Family, Senior Citizens, Women and Youth supports „Train-the-Trainer“-workshops. Female staff members of non-governmental organisations are trained to conduct training for members of the police, the legal system or institutions like the local youth departments.
Strategic involvement of socio-professional groups in the struggle to overcome Female Genital Mutilation (FGM) in Burkina Faso

National strategy

Female genital mutilation (FGM) is a very common practice in Burkina Faso. According to a study carried out in 1996, around 66% of women are mutilated. The age group most affected is the one between 0 and 7 years. In 1990 the government set up a National Committee to Struggle against the Practice of Female Circumcision (CNLPE) assigned to the Ministry of Social Affairs. Since 1999 its second national plan of action has been executed. In November 1996, Burkina Faso passed a law to ban FGM through prison sentences and penalties. This law was immediately applied and both circumcisers and parents were judged and convicted when having performed FGM. The CNLPE comprises 45 members representing 13 ministries as well as women’s associations, human rights NGOs, professional associations, customary and religious authorities, and resource persons. A permanent secretariat with 11 staff members was set up. The CNLPE was decentralised and provincial, departmental, and village committees were founded. The strategies of the national plan include the intensification of training as well as information, education, and communication (IEC) activities for all social strata, the cooperation with health personnel, court personnel, journalists, customary chiefs and members of Islamic associations, the treatment of physical consequences of FGM, decentralisation of coordination structures, research, supervision and follow-up/evaluation. The programme section presented here concerned the implication of health personnel, teachers, pupils and their parents, policemen, and jurists.

Involvement of different socio-professional groups

Lobbying activities were aimed at motivating the various socio-professional groups to recognise FGM as violence against women and girls, a health problem and a violation of the right to physical integrity, and to commit themselves to the struggle against FGM.

Teachers, pupils and their parents

To complete the strategy of the CNLPE, the Superintendence for Population Education (within the Ministry of Higher Education and Research) integrated modules on FGM into the teaching curricula in order to change the behaviour of teachers, pupils, and their parents.
During the experimental phase, a baseline study was carried out with a sample of 432 persons (teachers, pupils, parents, administrators). Two modules on FGM to train primary and secondary school teachers were developed, and didactic material for the experimenting teachers and their supervisors was prepared. 130 teachers participated in this phase, 7900 pupils benefited from the new training and 1222 parents were sensitised. In the following phase, this experiment as well as the pedagogical instruments will be evaluated, and the integration of the struggle to overcome FGM will be extended to all the schools in the country. In addition to that, pupils and teachers developed further initiatives. After their training, some pupils from secondary schools, with the help of their natural science teachers, spontaneously organised a campaign called "Holidays Without Mutilation". They tried to raise awareness among a maximum number of pupils about the harmful consequences of FGM, so that they in turn could talk to their parents and friends about it during their holiday, which is the preferred moment for FGM.

**Health personnel**

After having been trained in IEC against FGM, approximately 300 health professionals and 220 village midwives organised information activities. A gynaecologist, who is a member of the CNLPE, organised medical services to treat health damages caused by FGM. Between 2000 and 2001, 64 cases (of disorders and problems with sexual intercourse, urinating, child delivery etc.) could be treated. In 2001, 12 practitioners from all the sanitary districts of the country were trained in treating physical consequences of FGM and equipped with a small set of surgical instruments, in order to decentralise these services and reduce their costs, thereby making them more accessible to the rural population.

**Police force**

The passing of a law prohibiting FGM made it necessary to train the police force and enable them to inform the population and to enforce the law. Therefore, 350 policemen and 225 military policemen were sensitised about the legal framework and trained in IEC against FGM. Afterwards, they carried out 480 sensitisation patrols during which they organised discussions on FGM in market places and other public spaces with a high level of public participation. They also organised 352 awareness-raising sessions for their colleagues and spouses during which films on FGM were projected and discussed. When informed about a planned mutilation, they went to the indicated places trying to prevent the operation.

Discussions with leading officials of the Ministry of Defence encouraged their commitment to the project and created a positive environment for the enforcement of the law. A telephone hotline « SOS circumcision » was installed to allow people to report FGM cases or intended mutilations. Between 2000 and 2002, 247 calls to report FGM were registered of which about 40 cases were heard in court and convicted, the other cases being mainly intended mutilations that were successfully prevented.
Social workers

Apart from organising awareness campaigns themselves, social workers are the main coordinators of the project activities both at the central and decentralised levels. About 500 social workers were trained in IEC/FGM and several among them, depending on their level of responsibility in the struggle, received additional training in monitoring/evaluation, gender, and how to overcome violence against women.

Judges, public prosecutors, and lawyers

170 judges, public prosecutors, and lawyers were trained in IEC/FGM. Together with members of the association of women jurists of Burkina Faso, they organised campaigns on violence against women and FGM in order to inform women about their rights and how to access the formal legal system to claim compensation for the damages incurred. The judges and public prosecutors helped to apply the law prohibiting FGM and cooperated with the CNLPE and press agents to widely diffuse judgements and thereby discourage other parents and circumcisers who might intend to mutilate their daughters.

Evaluation

The building-up of expertise among socio-professional groups and the institutionalisation of the struggle against the practice of FGM resulted in a great social mobilisation to abandon FGM. About 2300 professionals received training and became actively involved in the struggle, making it possible to sensitisise about 2 700 000 persons throughout the whole country. The law against FGM became effectively applied via sanctions against offenders of the law. The telephone hotline encouraged people to report FGM cases, bearing witness to an increased awareness to overcome the practice. According to recent studies the incidence of FGM and intended FGM is on the decline. However, FGM still continues to be practiced becoming more and more clandestine and affecting younger and younger girls. In certain border provinces parents cross the border to get their daughters genitally mutilated in countries where FGM is allowed. The number of trained persons is still insufficient in order to cover the whole country. Funds are lacking to organise more campaigns and to rapidly intervene when cases are reported.

Lessons learned and challenges

A strong political commitment, a clear legal frame, and a coherent national plan involving different socio-professional groups and community leaders in a well coordinated manner increase the effectiveness and synergy of actions in the struggle to overcome violence against women. The treatment of physical damages caused by FGM gives hope to the victims and provides an occasion to sensitise their family and environment. The integration of teaching modules on FGM into primary and secondary education programs proved to be a
success thanks to the commitment of the authorities, the competency of the officials and the good cooperation with the pupils and their parents. Policemen and legal professionals are well respected by the population and the information they give during awareness campaigns is generally taken very seriously. The enforcement of the law deters parents and circumcisers from adhering to the practice, even if in some cases they continue in secret. It is imperative to strengthen the institutional capacity of the programme structures and to make them more operational, to further develop inter-ministerial cooperation, to involve more and more socio-professional groups in the struggle against FGM, to develop strategies to avoid the practice becoming clandestine and to avoid social rejection of people who go to court in order to claim compensation for the damages incurred. Last but not least it is necessary to mobilise more funds to ensure the continuation of the programme.
Lessons learned from addressing gender based violence in Latin America

This presentation discusses the lessons learned from implementing an integrated approach to addressing Gender Based Violence (GBV) in Central America. In 1994, PAHO’s Women, Health and Development Program and its health sector and other counterparts launched the integrated approach that built on existing efforts, while strengthening the health sector’s participation and contribution in addressing GBV at the policy, service delivery and community levels. By the end of 2002, a total of 16 countries had implemented this approach.

Every year PAHO’s network of focal points of the 10 project countries and their health sector counterparts meet to evaluate the project’s activities and agree on annual operational plans. While these evaluations counted many achievements, PAHO wanted to know if the project had really made a difference in the practices and attitudes of decision makers, providers and of the women themselves. Donors facilitated a participative lessons learned assessment in the Central America countries, which was carried out by PATH (Program for Appropriate Technology in Health) and CDC (Centre for Disease Control) in 2001. It included an extensive review of project documents, visits to two project sites and interviews with 300 participants.

The integrated approach for addressing gender based violence

Project achievements are numerous, but the most significant was the new role of the health sector in joining forces for advocacy, in organising community networks; and in preventing, detecting, and caring for women and families living with violence.

Operational levels

- **Community level**: networks are formed to prevent, detect, and attend to violence against women. Health centres play a key role in mobilising the community to form networks, providing training and setting up surveillance and referral systems among members of the network. Many networks have organised support groups for women and men that are commonly led by health centre staff. Some members of these support groups, in turn, have formed self-help groups within their communities.

- **Sector level**: In order to build capacity and set up the systems to detect and attend abused women, public and NGO sectors have to develop the necessary policies and
tools. In most project countries the health sector has taken leadership in providing these, while in some countries, the health sector has coordinated with the police, women’s NGOs or universities for their development and implementation.

- **National policy level:** Stakeholders should form alliances to advocate for policies and legislation aimed at penalising, attending and preventing violence, as well as for the resources for their implementation and monitoring. In most countries, the health sector has allied with stakeholders from other sectors to form national or regional coalitions.

**Lessons and successes**

**At the project level**

- Increased visibility of domestic violence as a public health concern.
- The project has promoted the development of public policies that address the problem.
- Registration formats exist and are functioning in all of the selected communities of the project.
- National monitoring systems have been implemented in Belize and Panama.
- Sharing of experiences for a health sector approach to family violence care, among the sub-regional and Andean countries.
- Developed an operations research methodology “The critical route” to achieve a rapid assessment at the local level based on the responses of the various stakeholders in the field.
- Succeeded in integrating gender and violence issues laterally into other PAHO programs in some countries.
- Promoted reflection on men’s roles in violence prevention among male health personnel in all countries.
- Promoted discussions regarding the inclusion of a gender and violence module in the curricula of university and primary schools.
- In collaboration with other agencies and international NGOs contributed to the analysis of and proposals for laws and public policies on domestic violence and promoted the follow-up for implementation at the sub-regional level.

**At the country level:**

- National programs implemented in all the countries to sensitisate health personnel on issues of violence.
- A large number of health personnel participating in the domestic violence program have been trained to detect and refer victims of violence.
• Services for domestic violence have successfully been integrated into country health sector reforms in Belize, Costa Rica, Nicaragua and Panama.

• Five training modules have been developed, with technical and financial support from PAHO.

• Improved coordination between state institutions and civil society was achieved in programs where there had been little prior experience.

Challenges

• The lack of political will in some countries.

• GBV programs located within mental health departments of the Ministries of Health, as is the case in Honduras and Guatemala, were less integrated into health services than those located within reproductive health departments.

• In several countries, policies and procedures for domestic violence have been proposed but never officially approved, or approved only recently. The lack of norms makes it difficult to assure and evaluate the quality of services.

• Weak internal coordination among the different areas of the health sector affects the integration of GBV in health policies, information and services.

• In terms of information systems, lack of coordination between different programs inhibits the institutionalisation of the program and the highlighting of problem's magnitude.

• Among the countries, inequities in coverage, methodology, monitoring and evaluation, and replication plans were observed in terms of the quality of technical training.

• Continual personnel turnover, and the absence of national counterparts, over long periods, has hindered the national process of developing the model of care.

• In spite of the project development of training materials for creating awareness, training and social mobilisation, these materials were not efficiently disseminated resulting in a lack in all countries.

• In the majority of the countries, community networks have been created or strengthened where the program is established. But in Guatemala and Honduras prevailing political and institutional conditions have made coordination more difficult.

Recommendations

• Give priority to consolidating the components of the “Model of Care” that were identified as weak or incomplete through exchanges, workshops and internships.

• Encourage that the facilitation of activities be led by one or more local organisations that have expertise on specific topics.
• Expand the concept of family violence to a concept of gender-based violence in order to address other types of violence such as sexual assault, and child sexual abuse.

• Promote a screening policy for violence in health services, based on an analysis of sub-regional experiences, and include identification of sexual violence.

• Maintain a dialogue between the countries to attain the adoption of policies and protocols, as well as the development of information and surveillance systems.

• Prioritise publishing and dissemination of training and awareness materials for health personnel.

• Increase emphasis on community promotion, including strengthening community networks and technical support in areas that have had the most difficulties.

• Create a training model using regional “teaching centres” to take advantage of the experiences of the most specialised centres, which can then provide training and technical assistance to newer centres.

• Promote alliances between the different cooperating agencies and inter-agencies that are working on domestic violence in the sub-region to maximise resources and share successful experiences.

• Promote the establishment of institutional and professional directories in each country to facilitate referrals for women by health providers.

• Propose the use of common indicators for use by the information systems in each country in order to enable comparisons between the countries.

• Promote the use of the information that is collected in the information systems for local planning and dissemination.

• Provide support materials and/or counselling/discussion sessions for providers dealing with the difficult issue of GBV.
Internalised male stereotypes, which are defined in terms of strength, aggressiveness and power and female stereotypes implying subjugation and passiveness are essential causes of gender-based violence. Indeed, violence begins with mental constructs. In the preventive work with young men, potential offenders as well as in the work with abusive men, approaches to challenge the belief systems seem to be successful. Background papers covered the paradigm shift in working with abusive men and violence prevention programmes with boys, integrated approaches to address both gender-based violence and HIV/AIDS in South Africa and the mobilisation of traditional authorities to change discriminatory traditional practices in Togo.

While working with abusive men, there has been a paradigm shift in therapeutic interventions from prevailing male deficit model to a belief system model. Meanwhile, most of the treatment programs place self-evaluation, reflection and confrontation of so-called abusive beliefs in the centre of their work. Addressing and changing abusive belief systems takes time, needs awareness about beliefs and an assertive confrontation. Working in groups is proved to be the most effective. In the preventive work with boys, norms of masculinity, expectations in regards to sexuality and relationships and different forms of abuse and harassment have to be dealt with. It is a core issue to challenge these beliefs and the mental constructs behind them. Of course, the particular cultural context of each and every target group has to be taken into account. In general, besides working with boys it would be necessary to work with families in order to change their value system and the social environment.

Particular challenges consist in dealing with gender-based violence, HIV/AIDS or harmful traditional practices. Here, it is important to work with local and religious leaders in order to find out if they could be partners in motivating others. Participatory approaches which take people’s self esteem seriously are necessary in order to change attitudes. A multi-level approach can help to start self-reflections on the local level. People who could work as agents for change need allies in the communities.
Training on non-violent communication

The aims of non-violent communication are the creation and maintenance of satisfying relationships in which our own needs and that of others are fulfilled peacefully. At the heart of non-violent communication lies the assumption that behind aggressive behaviour lie certain needs that can be fulfilled through changed behaviour and co-operation. During the training session different strategies of communication that represent different ways of perceiving the behaviour of others were analysed and compared. Practical demonstrations illustrated how remonstrance and accusation can be transformed into esteem and respect.

*Trainer: Klaus-Dieter Gens, Centre for non-violent communication, Berlin*
www.gewaltfrei.de

Intergenerational dialogue

Generation conflicts and power struggles can be conceived as a lack of communication and respect in daily life. Thus, it is a core challenge to develop culturally appropriate and innovative communication strategies in order to deal with misunderstandings and to facilitate learning strategies. Proverbs, “life lines”, role-play and personal discussions help to work on contradictory female images and search for new answers. Positive socially inscribed characteristics like “old women have wisdom” and “young women are creative" can be starting points for an exchange of experiences. This training session intended to give participants an introduction to the use of intergenerational dialogue and offered an opportunity for consideration of how this method might be applied within their own individual contexts. The training targets people who are active in the fields of youth work, public health, promotion of women’s rights and who are interested in narrative and experience-oriented methods.

*Trainers: Jeanne Manguet and Anna von Roenne, GTZ-FGM Project, Guinea*
www.gtz.de/fgm
Background papers

Julia Kim 83
Cyrille Komlan 86
Christian Spoden 89
Julia Kim

School of Public Health, University of the Witwatersrand, South Africa

Gender based violence and HIV/AIDS: Addressing dual epidemics in South Africa

Background

South Africa is presently experiencing among the highest rates of increase in HIV infection in the world. National antenatal prevalence data places infection rates in the area of 22.4 per cent of sexually active adults, and women, particularly those living at society’s margins, are the group in whom HIV rates are accelerating the fastest. In the search to better understand the factors fuelling the AIDS epidemic among women, violence and the fear of violence is emerging as a critical public health issue. Gender-based violence is increasingly being recognised as a key factor undermining the capacity of women to protect themselves from sexually transmitted infections such as HIV/AIDS. More specifically, physical violence, the threat of physical violence, and sexual violence and coercion are all likely to be important factors associated with HIV transmission for women of all ages and in a range of settings.

Despite broad recognition that underlying social conditions - including poverty and gender inequalities - affect vulnerability to HIV infection, there is a serious deficiency in the design and testing of interventions to critically engage issues at this level. IMAGE (Intervention with Micro finance for AIDS and Gender Equity) is an attempt to integrate and evaluate an operational model for HIV prevention that is informed by both biological and social perspectives around the disease. Its target group is predominantly women living in some of the most isolated rural areas of South Africa’s Limpopo Province. It is conceptually based on the assumption that behaviour change is complex and dynamic - and that a woman’s ability to make decisions about her reproductive and sexual life is inextricably linked to her ability to make meaningful decisions more broadly.

The IMAGE Project

In response to the escalating AIDS epidemic in South Africa, the National Department of Health recently established a new initiative to design, implement and evaluate innovative strategies for reducing HIV transmission within three TB/HIV pilot sites across the country. All three pilot sites are responsible for implementing a core package of HIV-related services and support, including the provision of voluntary counselling and testing services and the training of health care workers in the implementation of National HIV/AIDS clinical care guidelines. However, in addition to this basic package, the pilot sites are encouraged to test more
innovative and multi-sectoral approaches to HIV control, and it is in this context that IMAGE has been developed.

Collaborative partners include the NGO sector (Small Enterprise Foundation), Northern and Southern academic institutions (the London School of Hygiene and Tropical Medicine and the University of the Witwatersrand) and national government (South African National Department of Health).

The goal of this initiative is to develop and evaluate an innovative approach to the prevention of HIV/AIDS - one that explicitly addresses key structural factors driving the epidemic, such as poverty, gender-based violence and broader gender inequalities. By integrating and mainstreaming a programme of gender awareness and HIV education into an existing micro-enterprise initiative, this project will operationalise a model for addressing the HIV epidemic that is appropriate and relevant to settings where poverty and gender inequalities continue to pose a critical challenge to prevention efforts.

The objectives of the initiative are:

- To expand access to an existing micro-credit initiative among women from the poorest and most marginalised households within a group of villages in rural South Africa, as a means of facilitating improvements in household welfare and individual empowerment.
- To develop a participatory approach to gender awareness and HIV education for loan recipients, and to mainstream this into existing micro-credit program activities.
- To demonstrate that, in combination with social and economic benefits, the attitudes and skills gained through participation in this program will support patterns of decision making that reduce vulnerability to both gender-based violence and HIV.
- To generate new evaluative tools, based on participatory methodologies, for measuring changes in high-risk sexual behaviour as well as social and economic well-being.
- To implement and evaluate this intervention within the framework and policy environment of a South African National Department of Health HIV/AIDS Pilot Initiative.

Methodology

Intervention: The implementing partner for this project, the Small Enterprise Foundation (SEF) is an established South African micro-credit NGO, which has been operating in the target area for many years. By utilising participatory wealth ranking methods, SEF identifies and recruits the most economically disadvantaged members of the target area. During monthly loan group meetings, loan recipients are brought together to engage in a participatory learning and action (PLA) program focusing on gender relations, reproductive and sexual health decision-making and vulnerability to HIV infection. Following the training, a second phase of community mobilisation is launched. Key women who have been identified
in the previous phase as "natural leaders" are brought together for a further training on leadership and community mobilisation.

**Evaluation**: Given the inter-sectoral nature of this project, rigorous evaluation is essential. Designed as a prospective, randomised community intervention trial, the IMAGE study will evaluate and document the impact of IMAGE at individual, household, and community levels. A range of quantitative, qualitative and participatory methods is used.

**Expected outputs of this project include:**

- Greater understanding regarding the links between poverty, gender-based inequalities (especially gender-based violence) and vulnerability to HIV infection.
- New opportunities and tools for targeting and extending HIV education and gender awareness to the most disadvantaged members of the community.
- New evidence documenting the social and health impacts of the expanded micro-credit program - particularly pertaining to social empowerment of participants, changes in social capital and social networks, and vulnerability to gender-based violence and HIV.
- An expanded operational model for the implementation of micro-credit and other poverty alleviation and empowerment strategies in the context of high HIV prevalence countries.
- An evidence-based rationale for governments to develop inter-sectoral policies linking poverty alleviation strategies to HIV/AIDS control programs.

The scope and implications of this project can be envisioned from two perspectives. The first is to develop a model for the delivery of micro-credit in a high HIV prevalence area - based on the assumption that an expanded micro-credit program has the potential to act both as an effective prevention strategy, and to mitigate the impact of the epidemic on households and communities. In addition, this initiative is an attempt to expand the scope of HIV prevention strategies beyond the current health sector emphasis, and to meaningfully and practically engage underlying economic and social factors. It is envisioned that the lessons learned from such an approach should extend beyond either a purely micro-enterprise or health focus, and have implications for integrating HIV prevention efforts into broader social development initiatives.
Cyrille Komlan

Groupe de réflexion et d'action femme, démocratie et développement, Burkina Faso

Mobilisation of traditional authorities to change discriminatory widowhood rituals and inheritance practices in Togo

In Togo, most ethnic groups give a lot of importance to the deceased, a fact that becomes visible in widowhood ceremonies. For example, in the canton of Fiokpo (Klouto district) widows are obliged, among other things, to have sexual intercourse with an unknown man from a far away community before being reintegrated into their own clan. Otherwise they have to remain in the status of widowhood and are restricted in their communitarian activities. This practice, which is observed in a large geographical area, aims at helping the widow to cut her bonds with the deceased in order not to be taken away by him. Certain new elements, which have to do with the opening towards other cultures, turned this practice into a painful obligation. Nevertheless, the fear of the spirits, of death, of diseases, and of expulsion from the village silenced those who wanted to stop this practice. At the same time, inheritance practices still tend to exclude daughters from the inheritance of land. ALAFIA and GF2D (Groupe de réflexion et d'action Femme, Démocratie et Développement), two NGOs committed to improving women's rights in Togo, worked with the populations of the twelve villages of the Fiokpo canton in order to change these two practices. Their initiative was crowned with success.

The meaning of the widowhood practice

People believe that a dead person is ready to leave his dearest companions only after they have performed certain rituals. These rituals aim at protecting the widow or the widower from the desire of the deceased to take the surviving spouse with him or her to the world of the dead. Especially the widow has to withdraw into a hut, wear a special cloth, and let herself be washed by other widows. She is not allowed to go to the market, to funerals, or to the fields before having undergone certain ceremonies. She is not allowed to prepare her own food. Men have to obey similar restrictions, however in a more subtle way. The widow has to wear a string around her hips. This string, called "ahokan", which means widowhood string, represents the mystical link between the widow and the deceased. To get rid of it, the widow has to search for a temporary partner in a far away village, attract and have intimate intercourse with him. Afterwards she has to cut the string, leave it on the bed of this partner of a few hours and flee, without ever seeing or meeting this person again. Once this obligation is fulfilled the widow has to organise a village party in order to permanently get rid of the threats of death and disease which were traumatising her and be fully reintegrated into
the community. This practice contains two major ideas. Adultery not being permitted for a couple, this practice explicitly allows it, the community even giving its consent, in order to make the dead aware that he has no more place in the sexual life of the person who outlived him. Neither the dead, nor his in-laws, and even less the traditional authorities will be able to complain about it. This way the dead has no other option than to depart. The second idea explains why these relations cannot take place with a member of the community and has to do with the desire not to expose a clan member to the eventual scorn and revenge of the dead.

Activities of ALAFIA and GF2D

These two women's rights organisations decided to address the problem. Meetings and discussions were held with the traditional authorities of the area, namely the chiefs and queen mothers of the villages. The latter are not the chiefs' wives but customary authorities, whose task it is to manage family conflicts, while the chiefs are more involved with land quarrels and territorial defence. During these exchanges the force of traditional norms were compared to those of the state law, especially concerning marriage, registry, inheritance rights and women's rights to participate in the management of public affairs. During the discussions the authorities decided to intervene in order to improve the living conditions of their peoples. They started to address the problem of registry by mobilising funds to subsidise the establishment of identity papers (birth certificate, nationality certificate etc.) in their villages. Due to the success of this initiative, they decided to work for a revision of inheritance and widowhood practices. This comprises of establishing the principle of equal inheritance shares between men and women, even concerning land and houses, which amounts to a revolution in this area. After numerous meetings the chiefs met with the populations of their villages and fixed a date to organise a ceremony to revise the widowhood and inheritance practices.

The abolition ceremony

On the 20th of May 2002 in the village of Yomé the twelve traditional chiefs and several queen mothers of the Fiokpo canton brought out their royal insignia and mobilised the villagers. They sacrificed several rams and called on the gods to be authorised, from this day on, to stop the old widowhood practice and replace it by a modest and simple ceremony and to proceed to divide the inheritance in an egalitarian way without sexual discrimination. The various chiefs sealed a pact in the name of their respective villages.

Lessons learned from this experience

Once more the dynamic character of the customs was proved, if this was necessary. A custom that survives is a custom that is able to adapt itself to the new contingencies. It also became clear that customs have their own mechanisms to improve themselves, and this
without either disturbing the social organisation or bringing the traditional authorities in
disrepute. It also has to be underlined that a preparatory work had been done by GF2D, who
had trained key persons such as the head of the chiefs of the Fiokpo canton or an influential
queen mother as paralegal educators. Their role in the success of this endeavour was
undeniable. The influence of the Christian religion also played a part in the change in the
villagers' perception, who used to live in fear of these practices and wished to respect the
norms of their new faith.
Christian Spoden

Centre for Violence Prevention, Germany

Challenging the belief system in the treatment and prevention of male violence

The following presentation focuses on the work with abusive men. Approaches refer to the work of the Canadian psychologist Mary Russell. What makes violent men change? This remains the key question in the work to end domestic violence. In the beginning of this work, treatment programmes focused on anger-management and impulse control. Men were given certain techniques to identify stress factors and risky situations. These behaviour programmes are based on the assumption, that violent men have deficits in social skills and in competence of non-violent conflict resolutions strategies. However, these programmes turned out to be not very effective. There was some success in the short-term reducing physically violent behaviour but in the long-term maintenance of non-violent behaviour the success was limited. Techniques of anger-management and impulse-control remain valuable tools in the work with violent men. In the beginning of treatment these techniques can be used for a first intervention and therefore can contribute to the safety of women and children; they can function as a “first-aid-kit”. But they do not provide a deeper, long-lasting change. Consequently, there has been a paradigm shift in therapeutic interventions from the prevailing “male deficit model” to a “belief system model”. Meanwhile, most of the treatment programmes in the US, England, Australia, Canada and other countries place home-work (self-evaluation and reflection) and confrontation of so-called abusive beliefs in the centre of their work.

Definition of beliefs

- Beliefs are individual’s thoughts about ideals, existence, and causation: about how things should be, how things are, or things happen.

- Beliefs are often taken for granted. One may act on a belief without consciously considering the belief.

- Beliefs are expressed in thoughts, feeling, and actions. These provide clues to beliefs of which one may not be aware.

- Beliefs are ideas held to be true or accepted as self-evident, often without critical examination.

- Abusive belief systems are characterised by beliefs in the centrality, superiority, and deservedness of the self.
Abusive beliefs | Respectful beliefs
---|---
Self as central and separate | Self as connected
Self as superior | Self as equal
Self as deserving | Self as mutually engaged

This correlates with some popular messages and myths about masculinity and gender-relations. Boys and men in patriarchal societies are educated and socialised that they are superior to girls and women. A common experience by therapists and trainers in the field of working with abusive men is that men being so much used to the common gender roles perceive equal relationships between men and women as uneven.

Evaluations show, that in the classrooms boys usually get more attention by the teacher than girls. Asking teachers to pay the same amount of time to boys and girls, you will find that boys will feel disadvantaged and neglected compared to girls. If you analyse both-gender conferences and discussion at work places, you usually find that men dominate the communication and have more portions in the total time of speech - even in cases where you have the equal number of male and female participants. In discussions, where the participation is fifty/fifty, men easily feel that women dominate the discussion. In the perception of participation in the housekeeping and child caring, men intend to overestimate their contributions. The subjective impression is that he - as a man - has done so much. At the same time he is far away from doing even half of the work.

**Abusive beliefs in relationships**

**Obedience**
- She should do what I am saying
- She should agree with me
- My wished must prevail
- May will should be done

**Subordination**
- I am smarter
- I am tougher
- I am more rational
- She is more emotional
- She is never right

**Servility**
- I deserve her full attention
- My needs should come first
- Attention to other men means unfaithfulness

**Blame**
- She overacts, is too sensitive
- She started it
- I am not to blame
- She caused problems
Submission

• Only one can be in charge and that’s me
• I earn more money so I have more to say
• She must not question my judgement

Care taking

• She should comfort me
• She should make me feel good
• She should not upset me
• She should meet my sexual need

The work with abusive men follows several steps

First, there has to be awareness about beliefs. This is the process of consciousness raising. Speaking about the limits of such awareness-raising work, two points have to be mentioned. Changing attitudes and beliefs takes time. In the work with abusive men, you face the fact that the men themselves want quick resolution. Men usually are disappointed when you tell them, that most likely they have to spend one or two years in the program to achieve non-violent behaviour. The lack of motivation is an important cause for high dropout rates.

In the context of court mandated work with abusive men, you might think that facing a sentence by the judge is likely to induce participation in a treatment programme. And this is indeed true. The problem is: In the majority of cases, abusive men are sentenced because of physical injury of their partners to only up to 6 month of prison - on probation. The mandated participation in a treatment program is therefore linked to the duration of their sentence. Consequently, many men „serve“ their time at a program of 24-sessions or so - which is not enough to fulfil the process of change. Still there is a significant decrease of violent behaviour even in just a 24 session-programme. Another limitation of the approach of abusive belief system is found in the isolated character of such a work. While in the group sessions and the treatment program in general beliefs are challenged and sexist values are questioned, outside the program the participants experience the promotion of violence, traditional masculinity and typical male stereotypes.

Changing abusive belief systems needs assertive confrontation. Working in groups is proved to be most effective. Therapists and group-facilitators still have to pay attention about counter-aggressiveness and the reproduction of unequal relationships. Confronting does not mean destroying. In the end, trust and relationship (bonding) between therapists and the abusive men remain the basic therapeutic instruments to achieve a change.

Sexual violence prevention programmes with boys

As a part of the DAPHNE-programme of the European Community, a 15-session programme to work with boys in groups has been developed. The four chapters of the curriculum were:

• Being a boy - becoming a man (rules and norms of masculinities)
• How to get a girlfriend (social adequate approaches to the other sex)
• What makes a good lover? (Expectations on relationships and sexuality)
• What is sexual violence? (Information about the variety of harassment, abuse and rape)

In order to raise acceptance by the boys this has been called a „dating-course“. The idea behind this is to accept the mutual desire of boys at their level of psychosexual and social development. Most boys at the age of fourteen to eighteen years are interested very much in the other sex; they face great expectations to prove their masculinity in finding a girl and they are under a certain pressure by their peer-groups to prove their sexual competence. At the same time, they have a big lack of knowledge, they are insecure; they have a lot of questions - and nobody to turn to. In this period of their lives they often are lead by popular beliefs and myths about relationships and masculinity, such as:

When a girl says „No“, she is just too shy to say yes: Keep on working on her!
Or: Getting to know each other, the boy has to make the first step.
Or: A boy should have a lot pre-marital sexual experience while a girl should be a virgin by her marriage.
Or: If a girl does not resist a sexual interaction, she likes it (silence means acceptance).

Again the challenge of these beliefs stands in the centre of this work. Indeed, violence begins with mental constructs. In the preventive work with potential sexual offenders as well as in the work with abusive men, approaches to challenge the belief systems seem to be successful. However, existing treatment models like the one from Mary Russell need to be adapted to the respective cultural context and must fit to the needs of specific target groups.
Cooperation instead of confrontation: Greater effectiveness by integrating prevention and intervention

Effective violence prevention as well as the appropriate protection and support of victims require interdisciplinary and inter-institutional co-operation. Prevention, the protection of victims, work with the perpetrators and informing the public therefore go hand in hand. In order to create networks between different levels of intervention and to link a complementary range of services in the legal, political, psycho-social and medical domains, measures at the political, institutional and civil society levels must be co-ordinated.

The Experience of German Intervention Projects which are institutionalised networks for inter-agency and community co-operation were presented and discussed during the workshop. Evaluation of the cooperation process and impacts of nine intervention projects identified conditions for successful cooperation such as inclusionary strategies, effective and transparent work of all organisations, critical self-reflection of each member, and mutual recognition of all participants as competent experts in their own fields. Furthermore there is a need for independent coordinators, who are able to mediate between governmental agencies and non-governmental organisations. The example of cooperative partnerships on a federal level in Germany showed that without local networks there will be no real change for victims of domestic violence. The use of the instrument of an action plan has proved to be very helpful in terms of sustainability and raising public awareness.

The “Feel Free” network to end violence against women in Uganda is aimed at strengthening the capacity of women’s and youth organisations to protect women and children from violence using a pro-woman rights based approach to development. It also uses the network as a forum for consciousness raising on women’s human rights. Furthermore, networking with men is considered essential to the transformation of societal norms and practices.
Background papers

Barbara Kavemann 95
Gesa Schirrmacher 98
Atuki Turner 101
Njoki Wainaina 104
Barbara Kavemann

*University of Osnabrück, Germany*

**New strategies of acting against violence in gender relations**

Even after more than 20 years of public discussion in Germany on male violence that many women experience in their partnership, initiatives to improve the situation of women still continue to be necessary. While significant changes have been achieved in the past two decades, the problem of violence in gender relations has nevertheless not yet been solved.

Intervention projects against domestic violence take this discussion as a starting point for improvements. Intervention projects are institutionalised networks for inter-agency and community cooperation. They coordinate advocacy and integrated intervention programs on a community or state level. Since the mid-nineties, the number of such projects in Germany has been steadily growing. They differ in size, structure and focus, but in the end all pursue the same objectives: Their goal is to reduce violence against women by intervening to prevent its continuation and to ensure social condemnation of this violence; they work to hold the perpetrators of violence systematically accountable as well as to optimise intervention and support for women and their children. They strive to ensure better access for those seeking help and to reach those target groups of women who up to now have not been reached by any support program.

These far-reaching goals are implemented through cooperation forums, which aim to include all institutions, agencies and professions - NGO’s and state institutions - that work to overcome domestic violence or carry a social responsibility for addressing it, such as women’s shelters, women’s counselling services, the police, justice practitioners, social services, men’s counselling services, child protection agencies, ministries, and local governments. In addition to a central round table and a coordination office, there are often different working groups of specialists. They coordinate procedures, improve guidelines, and explore the latitude for legal action in order to make intervention in cases of domestic violence more effective for the victims. The work is interdisciplinary, inter-institutional, binding and based on the principle of equality.

The integrated community strategy is taking concrete steps to

- Make services for women better known and more easily and rapidly accessible;
Give women more choices: They should not have to live as refugees in their own country in order to escape domestic violence; about 45,000 women flee with their children to shelters each year in Germany. The new policy is: The perpetrator has to leave, not the victim;

- Use remedies under existing law to the full, improving police and court procedures;
- Achieve support and protection for special groups like migrant or refugee women.

**Intervention projects in Germany have reached quite a number of their goals**

They initiated a new civil protection law against domestic violence and initiated changes in police law. They introduced new support for battered women and made access easier. Easy access to services is important for all women but most important for migrant women. They started a nationwide discussion about support for children of battered women and they started perpetrator programs in some regions.

**WiBIG - Evaluation research - securing quality and continuity**

A research team from the University of Osnabrück is evaluating the cooperation process in nine intervention projects and the steps that have been taken to implement change, with particular attention to improving response and redress by police and the legal system.

Guiding questions have been: How does interagency cooperation develop, what factors support or obstruct its progress? What do battered women think about the new measures? What factors influence the implementation of new policy agreements or legal norms? What is the role of experience with inter-agency cooperation in this process? How do different models of intervention projects work under different local conditions, in cities and rural areas, and what can new initiatives learn from this?

**Lessons learned**

The evaluation has been able to identify necessary and favourable conditions for successful cooperation. These include:

- Independent co-ordinators being able to mediate between agencies and projects;
- Inclusive strategies that involve a broad spectrum of organisations and experts; commitment to an active role by high-level political decision-makers;
- Agreement both on fundamental goals and on concrete objectives;
- Mutual recognition of all participants as competent experts in their own fields;
• Delegation of representatives from their institution with a mandate for cooperation and decision-making power within their organisation;
• A basic level of essential networking skills.

Important “networking skills” include willingness and ability to take a critical stance towards one’s own work and to develop appreciative understanding of the work of other organisations and professions. We have to overcome “language problems” and misunderstandings between organisations and professions. Police and the justice system speak about domestic violence in a very different language than social workers and feminist activists. Police officers are not social workers and both sides have to accept that they have a different job to do. The important thing is that they agree on the same objectives.

The interviews showed that the participants value the interdisciplinary and cross-cutting composition of the working groups highly, even when achieving agreement was slow. They considered this fundamental to the quality of the measures and suggestions achieved. The motivation for continued involvement is reinforced when participants experience themselves and others as part of “learning organisations”, and see democratic decision-making processes take root.

The questionnaires filled in by battered women showed that the new intervention practice is seen as helpful and supporting in a growing number of cases. Most important is that women are treated with respect and feel the violence and threats are taken seriously by police and the justice system.

There is still a lot of work to do, not only in rural areas. The biggest problem at the moment is the lack of government funding: There are good concepts and a growing amount of good will in all of the institutions and agencies, but there is no money to finance the changes in practice that now have to be tackled.

**What can intervention projects achieve? How efficiently can they work?**

• Establish improvements for all target groups
• Coordinate the different steps of intervention by different institutions
• Improve the learning process of individual experts and organisations
• Impart knowledge about the complexity of domestic violence
• Overcome feelings of helplessness in the intervention process
• Establish democratic decision making
Gesa Schirrmacher

Ministry for Women’s Policy, Employment and Social Affairs, Lower-Saxony, Germany

Co-operative partnerships can empower battered women

The first step towards a co-ordinated response to domestic violence should be an evaluation of the situation and needs of a battered woman. Everything should be determined from her point of view with the following questions to be asked: Are the planned steps helpful for her? What are her needs in the current crisis? What does she need in the long term? Battered women are not all the same, they differ from each other. The only thing they always have in common is: They are all victims (or survivors) of domestic violence. Taking a closer look at the situation of battered women, one may realise: Battered women are not alone. There are a lot of institutions, agencies and NGO’s around her. They work with her and her family - or rather, they have to work for them. And in some cases they have to face the fact that battered women might disclose the violence in their relationship.

Key players in networking

The first step to take before forming a local network is to determine who might be or already is working with the victims of domestic violence. Participants could be: the police, the justice system, the local government, the health care sector, local NGO’s and a lot more. In order to describe a local network, let us take a short look at the opportunities for action which every participating agency has: The police are an important key player. They intervene in emergency situations and have the option of sending clear messages to the offender. They could protect victims. The health care system is in an important key position as well. They can discover and assess domestic violence at an early stage; they can recommend counselling and empower victims of domestic violence. The justice system with the civil courts can issue restraining or protection orders. The criminal courts and the prosecution can hold offenders accountable and protect victims. Other key institutions are local governments with a different set of services such as social security (financial aid), housing, immigration, child protection or youth welfare. In addition, NGO’s with specialised help for victims of domestic violence - like shelters or refuges, counselling services, support groups and assistance in legal issues - must be mentioned.

These local networks are very important. They have resources which they can use in the best interest of victims of domestic violence. Especially when the services are co-ordinated, the individual pieces of the puzzle fall into place and the work is successful. But in some areas the opportunities of local networks are limited. Then they need help from the state. In
Lower-Saxony the situation of victims of domestic violence, the opportunities which local networks can offer and the limits to their ability to act have been assessed. Subsequently, an action plan at the state level to help the local networks has been developed.

**Networking of and with governmental institutions**

Every ministry taking part in the state network also has its own opportunities for change. On the one hand the Ministry of the Interior issued obligatory policy guidelines for the police. These standards include, for example, the requirement that the police has to intervene in cases of domestic violence. The police has to issue a go-order to the offender - he must leave the domicile. And the police is obliged to document these cases thoroughly and accurately. To establish these new standards in practice, the police is obliged to attend a training programme on intimate personal violence.

The Ministry of Justice does not have the policy-making power to set up obligatory standards. They have to respect the independence of the judiciary. Therefore they work with recommendations, models of good practice and voluntary education measures. The main aim is to increase awareness for the needs of battered women and to work toward a better understanding of the dynamics of domestic violence in civil and criminal court cases.

The Ministry for Women’s Policy has also more opportunities to create recommendations than obligations: Standards for training and the continuing education of various professions on the topic of domestic violence as well as recommendations for implementing our new Violence Protection Act have been developed. Information leaflets, for example a leaflet for every woman and a brochure with legal information have been published in an understandable language.

On a federal level, co-operation with a federal board of ministries and experts on policy development to combat violence against women, the so-called “Governmental-federal working group on domestic violence” has been established with ministries and NGO’s both participating. Model projects have been funded, good practices have been disseminated and recommendations and standards have been developed.

**Lessons learned**

- Networking on the federal level is important. There are so many exciting activities in Germany, and we can share the experiences made.
- A tremendous amount of know-how has been gathered. All institutions and groups are benefiting from these resources.
- At the state level structures for locally based activities can be created. But without the local networks there will be no real change for victims of domestic violence.
• Standards and recommendations are set which can help to change daily practice.

• The use of the instrument of an action plan has proved to be very helpful. It helps to make the aims and the steps for intervention and prevention of domestic violence clear. It is helpful for sustainability and for raising public awareness.

• The network has been successfully expanded into new areas; the Health Care System has become a new partner.

• Feedback from the local networks for monitoring the results is needed in order to decide about modifications of the course or to determine whether further action is needed. Therefore in Lower-Saxony a project with a co-ordinator and an advisory board whose members come from local networks has been established.

• Co-operation is a process. It is not enough to put down “some smart ideas on paper”. Therefore co-operation and networking is hard work. It is not easy; you have to deal with losing ground and disappointments. But we are meeting the challenge and it is moving: We can make a real difference for victims of domestic violence.
Atuki Turner

MIFUMI Project, Uganda

The Feel Free Network to end violence against women
The MIFUMI Model Uganda: Provide, protect and prevent

Objective and key themes of the work

Mifumi’s mission is to work with rural people, particularly poor women, to reduce the burden of poverty. One of the objectives is to increase women’s personal security and end gender based violence and abuse by establishing domestic violence intervention projects in Uganda using a community based advocacy approach based on good practice guidelines drawn from the Mifumi Domestic Violence pilot project (1999 - 2000). Low cost projects that can easily be replicated should be pioneered. Establishing partnerships and networking are key factors in achieving these objectives.

- The Women’s Girl partnership was first formed in 1996 to run a revolving loans scheme, giving loans to rural women to set up small businesses.
- Domestic violence awareness raising training to all 10 women’s guild centres will be provided.
- Women’s Domestic Violence Forum is running an advice centre in partnership. The centre provides advice, counselling, support and advocacy for women experiencing domestic violence. Women’s Advocacy workers escort women to local councillors, the police, and the probation service, or to the courts to report abuse.
- Women’s Survivor support groups meet monthly throughout the sub-county. The purpose is to educate themselves about domestic violence and their right to protection. They discuss strategies for resisting violence and social structures that they can tap into for protection.

Community Safety Forums have been established in each village, at sub-county level and at district level. This is the first of its kind in Uganda. It will facilitate co-operation between government duty bearers and the community. Represented on the District Forum for example are the police, the probation services, judiciary, the mayor, the district gender secretary, the chair of the district women’s council and women’s organisations.
Collaboration with local government departments and law enforcement officers

- Public education with police officers and probation is carried out as well as lobby work for improved legislation, policy and practice.
- Institutional response is improved by non-discriminatory behaviour towards women. This means not siding with the husband to “chastise” the woman or accepting bribes to withdraw the case.
- Court fees for women reporting violence are waived. Women reporting cases are required to pay court fees to facilitate the court administration locally. For poor women this is a barrier they cannot overcome.
- The gender balance in the composition of clan courts and local council courts is addressed.
- Hearings of domestic violence cases in camera are organised.
- Participation of women activists in courts is encouraged.

Establishing networks and exchanges for information and learning

In June 2002, the Mifumi Feel Free network in Kampala was launched. This is a network for women’s organisations and youth organisations working on violence and abuse, initially funded to develop the Eastern and Southern African wing, but soon to operate throughout Africa and internationally. One example of our activities is a two-year campaign on the reform of bride price. For the first time, women successfully lobbied to bring a social issue to the vote in Uganda, which has only had two other referenda. The referendum was won with a 60% YES vote. The secret of the success is that the issue of bride price would have never been addressed if grassroots’ women’s leaders had not highlighted the fact that bride price was the social cause of domestic violence. In the coming year there will be presentations to the law reform commissions, human rights commissions, constitutional courts and courts of justice hopefully throughout Africa.

Problems encountered

Conflicting interests can hinder progress. Government, local politicians, and clan leaders are all governed by different interests, which can go against one’s purpose. For example, a few years ago, Uganda restored traditional cultural institutions among the major tribes across Uganda. Cultural kings, cultural cabinets and clan leaders were established as custodians of culture. In the bride price campaign the first choice was to run the campaign with the cultural union, and indeed part of the campaign was run alongside them, but on the eve of the referendum spoiling tactics were used and a statement on radio disassociating themselves from the campaign was broadcast. This was a highly sensitive campaign and the statement
increased the risk of violence but luckily the media and the government sent very clear signals that the referendum had a clear mandate to go ahead.

Lessons learned

- Avoid backlash against women from men through intensive public education and sensitisation using local leaders and government officials.
- Invest in training of local people as paralegals as they may become committed and dedicated advocacy workers.
- Research has shown that domestic violence is an important route to poverty through restriction of women’s movement and access to information, markets, etc.
- Survivors of violence will request help with income-generating activities.
- While it is important that women are the central actors in the struggle for liberation from violence, we should also understand that domestic violence is an issue of power and control, we will be able to help men work through the perceived “loss of power” that equality of partners entails. This can be done through discussion groups.
Networking

Networking is a culture, which individuals develop over time; and then carry from one organisation to another, from situation to situation; making it their personal commitment; until it becomes a way of life. This is by far the most critical of all networking principles. Looking at the experience of the last five years, I could say with boldness that the progress made in putting the issue of violence against women on the agenda of organisations like UNIFEM, GTZ, governments and civil society, has depended very much on the networking efforts of committed individuals who have used their positions and influence to advocate, lobby and sensitise those in authority to support the programs.

Global advocacy and lobby

The problem of violence against women was elevated to the priority level of the women’s development agenda through networking efforts. In the period between the Vienna and Beijing conferences, a global consultative process was put in motion. Once the issue was put on the global human rights agenda, the women’s movement further put it on the agenda to lobby for action; at all levels. The different dimensions of the problem were revealed as more sectors were sensitised and mobilised. These networking efforts helped to bring into the limelight a problem that was hitherto considered taboo; and to place it on the Global Platform for Action from where new networks have evolved for implementation. Violence against women and children is now a key priority in the gender agenda in most countries, as health, education, economic, social, religious and spiritual dimensions of the problem become clearer. Through networking, the multi-dimensional nature of the problem is being tackled through multi-sectoral strategies.

Networks against gender based violence

The problem of violence against women and girls has cross cutting dimensions that necessitate action by players at different levels, disciplines, points of support; and whose co-ordination is vital. It is not surprising that in many countries where concrete efforts exist to stop or eradicate violence, the need for creating formal or informal networks has been identified. The actions for prevention, protection, and support for victims and the punishment of perpetrators have to be linked. In Malawi, the creation of the Network Against Gender
Based Violence was among the first steps in the creation of the national programme. The key players in the Network include the police, judiciary, human rights groups, community groups, women’s organisations, legal assistance groups, chiefs, elders, government workers, prisons, the media and religious organisations. These institutions are working to create linkages at community and higher levels; to ensure comprehensive coverage in the prevention, protection, and support to victims; and in ensuring access to justice. At the national level, the network receives its support from some government agencies, NGOs, United Nations agencies and donor partners, like GTZ. Most of these also have network connections at the global level and at least in the donor countries.

Levels of networking

The process of enacting a legislation to criminalise violence against women and girls depends on building strong networks for advocacy, lobby, public education, sensitisation, technical and material support. Once legislation is in place, there is need for a strong and committed network to ensure implementation and compliance. Levels of networking include individual, community, institutional, policy to the political arena. In the hierarchical order, they range all the way from the personal to the global level.

Networking with men

The need for involving men in the struggle for gender equality emerged with the gender approach. As more men were mobilised, trained and involved in gender responsive policy, planning and programming and implementing activities, important lessons were learned. These included the key lesson that male support is vital to the transformation of societal norms and practices. Men hold the power and control of the resources required for development at all levels; they are the key beneficiaries of gender discrimination; but they are also victims of social systems and structures that legitimise gender oppression. They hold the key to ending violence, not only against women but also ending ethnic, racial, territorial, political wars and conflicts. Most perpetrators of violence are men, and therefore men could be more effective in persuading them to stop violence. Men as fathers, brothers, husbands, sons, peers and leaders have a major responsibility to prevent violence, promote peace; and in the creation of a violence free society. The men in the networks include lawyers, police, politicians, religious leaders, chiefs, youth leaders, university students, media personnel, human rights activists, gender trainers, parents and teachers.

The creation of networks of men in support of gender equality and who have committed themselves to the eradication of violence against women and girls is a new initiative. Besides mobilising and involving men, it has also opened an area of networking that involves partnerships between women and men. In the African initiative called Men for Equality with Women, on-going and proposed activities involve dialogues between women and men, which should be interesting aspects and features of networking.
An important lesson learned from years of working with men is that in every society and institution there are men who are committed to gender equality and the elimination of all forms of discrimination. These men need to be mobilised, sensitised, involved and valued for the role they play in transforming gender relations at personal and institutional levels.

**Community level networking**

Regular network planning, review and exchange meetings are a common feature of the Network Programme. The production of a newsletter and other materials for common use by network members is a key network activity. Other aspects of networking include exchange visits between community committees and service providers to learn from each other, and the use of the media, including people’s theatre, music and radio.

**Networking beyond borders**

The development of the programmes for eradicating violence against women and girls have benefited enormously from networking beyond national borders. The Men to Men Programme currently being implemented by FEMNET with support from GTZ, UNIFEM, Heinrich Boell Foundation and other partners illustrates the power of networking with partners beyond the national borders. In 2000, FEMNET decided to use its experience of working with men to contribute to the campaign to eradicate violence. Participation in a global virtual seminar organised by INSTRAW and UNIFEM linked it with the global movement and sharing of experiences of working with men to end violence around the world. As a result new partnerships are being negotiated including one with United Nations High Commissioner for Refugees, to extend the networking to refugee men. This partnership will open the opportunity to work with male groups in refugee camps in Sudan, Ethiopia, Guinea, Liberia and Sierra Leone, starting in 2003.

**Networking to generate resources**

The support required for the financing of programmes to eradicate violence against women calls for joint and co-ordinated resource mobilisation. Malawi offers a good example of co-ordinated donor assistance through networking and joint planning. The National Strategic Plan (2002-2005) for the Elimination of Gender Based Violence will be launched in this period of Sixteen Days of Activism. GTZ and the Department for International Development (DFID) of the British Government jointly sponsored the development of the Plan.

**The role of technology**

Networking became a popular strategy in the same period as technology opened up unprecedented opportunities for sharing information. Those with access to technology have found that it is now possible to bring experiences from around the country, region or the
world to enhance and enrich local experiences. Networking to monitor, advocate, pressurise, inform and build solidarity has been greatly enhanced through technological experiences. Improved documentation relating to victims, support services and help-lines has helped to improve the effectiveness of existing networks and to identify gaps.

Lessons learned

- Networking is an effective tool and strategy for those who are clear, confident and secure in what they are doing.
- Networking is a personal and individual commitment and therefore networks will only function effectively where there are people who are willing to share, link, and be team players.
- Networking principles include:
  - Personal commitment to the sharing of information and resources;
  - Commitment to collective responsibility, benefits and success;
  - Efficiency, urgency and timeliness in sharing information;
  - Openness and transparency in all dealings with others;
  - Flexibility and speedy decision-making processes;
  - Explicit networking policy and guidelines.
- Networking with men to eradicate violence of women requires more patience, follow-up and capacity building, advocacy and lobby skills. Men are not organised and grouped as easily as women are. They need to be mobilised, motivated to support the movement, because their support is vital.
Learning from success and failure: Impact monitoring under the microscope

Without a critical and systematic examination of the effects of our work, it is not possible to judge realistically the success or failure of the chosen strategies and methods. A critical look at the impacts of our own actions is also a requirement for learning from deficiencies and successes and adapting future activities so that they achieve as much as possible or even more with limited resources.

Monitoring and evaluation are serious challenges for many organisations and projects. This is especially the case for those projects which focus on changes of attitudes, norms and values which are long-term processes with impacts being not easy to quantify or qualify. Background papers to this workshop were mainly presented in the context of eliminating female genital mutilation (FGM) in African countries such as Burkina Faso and Ethiopia.

In order to facilitate monitoring and evaluation, project interventions should be based on well developed conceptual and theoretical frameworks and differentiated baseline surveys which analyse the complex social-cultural context of a particular society. Project activities must address the deep-rooted community concerns and provide behaviour patterns and new points of view. There is a need for stronger links between research and interventions. In addition, it is a challenge to develop client centred indicators for social changes in particular cultural contexts. Local communities and different groups in the communities should be mobilised for an active participation in the research procedures, like baseline surveys, follow-ups, interviews and discussions. Culture specific communication strategies have to be worked out. These include verbal and non-verbal communication methods like peer-group discussions, gender and generation dialogues or specific role plays. In general, the capacity of researchers and organisations on a national and international level must be strengthened. For this purpose, it would be useful to create networks on monitoring and evaluation methods in order to compare indicators and criteria. These could help to exchange experiences and to share and disseminate good practices between various organisations and institutions, e.g. a South-South exchange of projects on FGM.

Future challenges refer to the elaboration of indicators able to measure changes in values and norms in the process of changing behaviours as well as indicators that measure the role and involvement of men in behavioural change. The issue of “scaling up” smaller projects into wider programme contexts with larger impacts should also be addressed.
Background papers

Aida Bayou 110
Claudia Garcia-Moreno 114
Djingri Ouoba 118
Promotion of Reproductive Health, Ethiopia

Monitoring and evaluation of a project on female genital mutilation (FGM) in Ethiopia

Introduction to project environment and approach

The promotion of reproductive health in Ethiopia focuses on the support of regional health bureaus which have to manage a reproductive health program. The most important strategy is the community outreach service delivery and health promotion as well as the support of youth initiatives. The gender perspective in the reproductive health approach focuses on the strategic integration and mainstreaming of FGM and gender based violence. Thus, FGM is embedded in broader frames of women’s health and women’s rights perspectives. The reproductive health focus in Ethiopia meets practical needs for health care as well as strategic needs for women and men.

Project activities

- Advocacy: mobilising resources, creating a supportive environment, lobbying for legal reform and political commitment
- Social mobilisation: Identification and wide participation of community based organisations, support of various social sectors in mainstreaming
- Program communication: Design of appropriate strategies for behaviour change in various contexts
- Networking: Support the creation of effective coordination and partnerships
- Technical support and training: Quality standards

Purpose of the monitoring and evaluation unit within the NCTPE (National Committee on Traditional Practices of Ethiopia) by JAAFEP (Joint Action Against FGM in Ethiopia Project)

- Identification of the minimum standard set of indicators
- Streamlining the methodologies used in data collection and analysis
- Mapping out what studies have already been done and identifying gaps in research as well as future research priorities and agendas
• Guiding the process of study design and ensuring the dissemination of results

• Ensuring that results are used for the development of interventions and for political support

• Testing and documenting innovative approaches and best practices

• Providing resources and literature to stakeholders and advocating for module inclusion into ongoing national surveys

Process monitoring - Minimum required indicators

• Advocacy: Number of awareness raising events targeted at leaders

• Training: Number of trainees assessed to be competent enough at a specific period of post training and numerous courses that achieved learning objectives

• Communication: Amount of communication produced by type and percentage of target audience exposed to messages based on recall

Outcome and impact monitoring - Minimum required indicators

• Knowledge, attitude, beliefs

• Self report of circumcision status

• Circumcision details of most recent daughter

• Percentage supporting the practice

• Intention to circumcise a daughter

• Attitude towards the continuation of circumcisions

Sources of data

• Regular program reviews: Qualitative assessment of management support to partners

• Periodic household surveys

• Special purpose surveys: Comparison of training approaches against one another in terms of knowledge and performance as well as comparison of different communication approaches in terms of message understanding, message retention and the ability to target the audience

• Before and after studies: Protocol and core questionnaire results of extensive consultations with grantees (NGOs); increasing national capacity amongst researchers and organisations; socio-cultural dynamics of reproductive health choices, practices and outcomes
• National and regional surveys: Indicators and variables kept similar to facilitate comparison between surveys and harmonise methodology as much as possible

Study results

• More than 98% of female respondents had been circumcised
• Reasons to undertake the practice were the fear of stigmatisation, the respect of tradition and increasing chances of marriage
• Sources of information on FGM amongst those who knew of harmful traditional practices are person to person (27%), followed by religious leaders (27%), mass media (5%) and health professionals (12%)
• Only 5.4% of the household survey respondents reported that FGM is a religious obligation
• More females (77%) than males (57%) believed that girls should be circumcised
• The influence of education was also significant to the attitude
• More females than males were found to support the practice of FGM
• 65% of males compared to 81% of females believed the uncircumcised girls were unable to marry
• Older age was found to be associated with support of the practice. Health professionals had performed 11% of all female circumcisions in the study area

Key lessons learned

• Extensive training of enumerators in skill of probing (high non-response)
• Presenting FGC together with and not in isolation from other gender issues
• Include all indicators from other national studies for later comparison
• Harmonise study methodologies
• Lobby for the inclusion of modules on FGM into ongoing studies
• Seek different data sources and measurements over time for the same variable

Points for discussion

• How can smaller-scale projects conducted by local NGOs and civil society be scaled up to reach a larger audience for greater impact?
• What indicators exist to measure changes in values and norms in the process of changing behaviours?
• Indicators that measure the role and involvement of men in the issue
• What process and outcome indicators exist to measure changes in gender norms as a result of BCC programs?
• Scaling up small projects into wider contexts of a "program" with impact
Claudia Garcia-Moreno

World Health Organisation, Geneva

Monitoring and evaluation of programmes to address violence against women

Key principles

- Make clear what data is needed for: advocacy, naming the problem, identifying groups for preventive interventions, providing services, monitoring progress;
- Ensure that women are not put at risk through data collection and maintain confidentiality of the data;
- Obtaining information can be an intervention if done in the right manner;

Challenges to evaluating VAW interventions

- Violence against women is a complex phenomenon and will never be adequately captured by any one piece of data. Some of the most important challenges in evaluating interventions for VAW are: What is success? Who defines it? How do we measure it? How do we ensure that women’s perspectives and experiences are integrated into evaluation?
- Different indicators have been used to measure the impact of violence programmes:
  - Prevalence of violence
  - Quantitative and qualitative indicators of the quality of care
  - Participatory assessments

Prevalence of violence can be measured by national crime victimisation surveys, demographic and reproductive health surveys or focussed specialised surveys on VAW. Prevalence figures on violence are highly sensitive to methodological issues, and therefore difficult to compare across studies.

The WHO multi-country study on women’s health and domestic violence against women is an example of a specialised VAW survey. It has collected data from 8 countries in different regions on: the prevalence and frequency of different forms of violence against women.
women, health consequences and risk and protective factors for domestic violence, and strategies that women use to deal with their situation.¹

The experience of the WHO VAW Study has shown that a population based survey on violence against women can be done ethically and safely if appropriate conditions are ensured (see box). Women are willing to share experiences with trained and empathetic interviewers. It is essential that the study design build in mechanisms to ensure that findings are owned by a wide range of stakeholders and used for policy change and programme development. Even before the Study results were available, there have been many positive outcomes of the study in the countries concerned, such as increased collaboration with women's organisations, local capacity building, increased awareness and sensitivity to violence among researchers, policy makers and health providers. Research can be an intervention, particularly if at local level knowledge is translated into action.

Recommendations for measuring domestic violence through surveys: Define the study population, use behaviourally specific questions, give multiple opportunities to disclose, specify a time frame (e.g. last year, ever) and cue respondents to different contexts and offenders. Collect and report data on the frequency, the severity and on the types of violence (physical, emotional, sexual and economic). These data help to understand the magnitude and characteristics of violence, the health burden of violence as well as the risk and protective factors. They are useful for advocacy and program design, and for identifying possible bottlenecks in the system and “pockets of resistance” to programmes combating gender based violence. But, these data are not very useful for programme monitoring and evaluation, as they don't tell us how women define successful programmes and if particular programmes meet their needs. In general, it is unrealistic to expect reductions in the prevalence of gender-based violence in short or medium terms. In fact it may increase when services start to be provided, awareness is increased and reporting improves.

**WHO ethical and safety recommendations for domestic violence research**

- Measures to protect the safety of respondents and interviewers should guide all project decisions (putting women's safety first)
- Crisis intervention and referrals for women to specialised services
- Thorough training and emotional support for interviewers
- Efforts to ensure that data are used to advance policy and programs

¹ The Study is the result of a collaboration among many partners: the WHO, the London School of Health and Tropical Medicine (LSHTM) and PATH Washington D.C. at the international level and at least two institutions - including a woman's organisation - in each country. The Study has been possible thanks to the generous support of the governments of the Netherlands, Norway, Sweden, the UK and the Rockefeller Foundation.
Minimise risk for the informants by ensuring total privacy, interviewing only one woman per household, using alternative questionnaires or decoy interviews when interrupted, present the study to all household members as a women’s health survey, ensure services to refer women to specialised care when needed and provide women with information about existing resources.

Service statistics

The ‘prevalence’ of violence is also measured by national crime statistics which are based on registrations from police, courts, hospitals etc. For example, some organisations have used the number of women and girls reporting sexual violence per 100.000 and the number of women and girls reporting non-fatal injuries due to domestic violence per 100.000. Its sources are police statistics, judicial and forensic medical statistics. Problems are that: this data is not representative, and is difficult to interpret. It is well known that service based data like police and hospital statistics do not represent the actual situation. According to police records in Nicaragua, 3000 women reported domestic violence in 1995, whereas according to population based surveys in Nicaragua 150.000 women suffered domestic violence in 1995. In 1997 more than 8000 cases were reported to the police. Did the violence rate increase? In this context, one has to consider that special police stations for women were opened throughout the country and media campaigns were carried out.²

Quantitative and qualitative program level indicators

For example, the IPPF Western Hemisphere Violence Against Women project has included indicators to monitor changing knowledge and attitudes of staff members pre and post training. In addition, they consider the percentage of clients screened and identified as suffering violence.

Participatory approaches - PAHO’s study on “women’s ways out of violence” (La Ruta Critica)

This is a qualitative multi-country study conducted in ten countries. It focuses on the institutional responses to women living with violence and factors that helped and hindered women’s efforts to overcome violence. It compares perspectives of women and providers. The results are used to mobilise support and action. Lessons learned in reviewing the PAHO approach: It incorporates the perspectives of all stakeholders like national level managers and policy makers, local community networks, service providers like doctors, nurses, social workers and clients like women in self-help groups, male offenders and community leaders. The PAHO approach allows comparisons between groups and countries.

² Source: M. Ellsberg
It is critical to link research and interventions for programme design and monitoring. Qualitative and quantitative methods should be used and client centred indicators for success must be developed.
Djingri Ouoba

**MWANGAZA ACTION, Burkina Faso**

**Community based education to promote girls and women’s rights in Burkina Faso**

In the context of eliminating female genital mutilation (FGM) in Burkina Faso, this project aims at strengthening the capacities of the participants to inform and raise consciousness in their neighbourhood and among their fellows about human rights, problem solving, hygiene, and the dangers of harmful practices to the health of women and girls. The target group is the population of the province of Zoundwéogo. The project is carried out by the NGO MWANGAZA ACTION and supported by the supra-regional sector-project of GTZ “Promotion of initiatives to end FGM”, the programme Boundaries in Reproductive Health of the Population Council, furthermore by USAID, the Senegal based NGO TOSTAN, and the National Committee to fight the practice of FGM in Burkina.

**Project activities**

To reach the above mentioned objective, MWANGAZA ACTION initiated in 23 villages of the Zoundwéogo province a basic education programme for women and men. In each village one class for women and another one for men was organised. The pedagogical content included four modules, namely human rights, problem resolution, hygiene and prevention of diseases, and women’s health.

**Applied research to evaluate the education programme**

The project interventions are accompanied by a process of applied research in order to evaluate the effectiveness of the selected strategy in relation to the set objectives. The research is supposed to answer the following questions and hypothesis:

- What is the relation between general instructive information and a public debate initiated by a small motivated group that is informing a greater public?
- What pushes women to publicly denounce the practice of FGM?
- It is assumed that the women and men of the villages where the capacity strengthening programme was carried out will have a higher degree of knowledge about the negative consequences of FGM, and that they will be more motivated to publicly declare to abandon the practice than the women and men of villages which did not participate in the programme.
The research process consists of the following steps:

**Baseline study:** This study was carried out right before the intervention (i.e. the training sessions and other training activities) started covering the population of the intervention area and the population of a comparative area. Both the quantitative and qualitative data of the two areas were compared, but also the data about men to the data about women. This allowed evaluating the degree of knowledge, attitudes and practices of the population concerning human rights, reproductive health, hygiene and the prevention of diseases, and the consequences of FGM prior to the intervention.

**Post intervention study I:** This purely quantitative study was carried out right after the end of the education activities in the villages and concerned only the intervention area. The data was compared, on one hand, to the data of the baseline study on the intervention area, and on the other hand, between the sexes. The study also included the husbands of women who had participated in the programme. This study allowed for the evaluation of the effects the training intervention had on the knowledge, beliefs, and attitudes of women and men in the above-mentioned problems.

When comparing the data of the baseline study to those of the post intervention study I, a remarkable difference becomes apparent concerning the spontaneous knowledge on human rights, i.e. 36,2% in the baseline study against 83,4% in the post intervention study I. 81% of women and 76% of men held the opinion that the community based education programme improved their knowledge, allowing them, henceforth, to take better care of their families. Also, women and men shared the knowledge they had acquired through the programme with their friends, partners, families, relatives, and children.

**Post intervention study II:** This study is planned to be undertaken one year after the previous study. This time it will concern the two areas, i.e. the intervention and the comparative area. It is expected that the population of the intervention area will show noticeable improvements in their knowledge, beliefs, attitudes, and behaviour in reproductive health, as compared to the population of the comparative area. At this point the study will serve to evaluate the impact of the programme.

As we have seen, the applied research process allows for an evaluation of the results, the immediate effects, and the impact after one year, which can be achieved by a project. In order to be complete, an applied research process includes, after the experimentation phase, the diffusion and wider use of its results, the latter being the main objective of any applied research. This wider use will take into account the strengths and weaknesses learned throughout the intervention.
Main lessons learned

After the project in 23 villages has been going on for several months the following lessons can be drawn:

- It is of major importance to insure that the administration concerned as well as the customary and religious leaders of the area agree to the programme before starting any intervention in the villages.
- The establishment of trust between the populations and the programme officers is a fundamental step and should not be neglected.

If the communities are given the responsibility to select the participants for the activities, their interest in the process may increase and their actions may be accorded greater legitimacy.

Human rights education enables the population in general and women in particular to understand and defend their rights to health and physical integrity.

Conclusion

This project contributed to change. The training sessions and the exchange meetings between villages increased women’s self-confidence and enabled them to denounce the violence they undergo, such as FGM, forced marriage, child marriage, and the lack of birth spacing. But it also encouraged them to initiate activities to fight this kind of violence. As a conclusion it can be said that this programme extended and improved the knowledge of the population and created an environment in favour of the recognition and promotion of women’s rights.
Samson Radeny

Programme for Appropriate Technology in Health, Kenya

Providing technical assistance for FGM eradication: Key considerations

PATH's technical assistance package

For almost 17 years the Programme for Appropriate Technology in Health (PAHT) has provided technical assistance in programs for FGM eradication to organisations in Tanzania, Eritrea, Nigeria, Ethiopia, Somalia, Sudan and Kenya. PATH works with partners to contextualise FGM through formative research. It is important to address the deep-seated cultural beliefs and values related to FGM. The cultural connections and the significance of the practice in the lives of communities must be understood. PATH uses research findings to conceptualise interventions. Each community is unique and requires a design that is culturally sensitive and responsive to its needs.

Mobilising communities to take the appropriate steps to end a practice such as FGM can be very challenging considering the sensitivity and complexity of the issue. PATH works with partners to identify appropriate community entry approaches. Communication strategies that promote behaviour change in a systematic manner are used to sensitise communities to the harmful and damaging effects of FGM, and to mobilise them to take action to end the practice.

PATH considers capacity building a key building block in efforts to eradicate FGM. PATH places importance on assisting individuals and groups to grow and gain confidence to address community concerns. This is accomplished by involving the community in identifying and addressing smaller problems initially, and encouraging them to tackle bigger concerns using homegrown solutions and resources.

PATH encourages the evaluation of programs to determine the magnitude and direction of change. Monitoring and evaluation are part of the design of all FGM eradication projects which we support. Evaluation results are used to strengthen the design of our interventions and to inform the larger community of the impact and lessons learned.

The conceptual frameworks

PATH uses the “mental map” model to understand why communities practice FGM. Then one or more theoretical frameworks are applied in order to design the appropriate behaviour change interventions. PATH mainly operates within the framework of the theory of reasoned
action, diffusion and the stages of behaviour change model. It is based on the premise that humans are rational. For behaviour change to occur there has to be intention. Diffusion of innovations is based on the belief that behaviour change is transferred from early adopters to late adopters. There is a long and complex process between awareness and adoption. Behaviour change is considered as a process characterised by eight distinct stages. These frameworks are used to determine the interventions required to bring about change in communities.

**A success story**

PATH has supported the women’s organisation Maendeleo ya Wanawake Organisation (MYWO) since 1994 to implement an FGM eradication program in seven districts of Kenya. The project started off with formative research in 1991/1992 followed by intervention design and a six-year implementation period. The project has experienced great impact on reducing prevalence of FGM.

**Lessons learned**

Incorporate a rights-based approach to prevent medicalisation. When messages focus mainly on the harmful effects of the practice, communities are likely to turn to medical personnel for circumcision of their daughters. Medicalisation of FGM has increased in various parts of Africa mainly because communities want to prevent the immediate and long-term complications that are common with traditional circumcision. When the human rights approach is incorporated, communities are likely to acknowledge that FGM is a human rights violation and stay away from efforts to seek aseptic circumcision for their daughters.

Interventions should be based on conceptual and theoretical frameworks that work. This increases the impact on changing the behaviour of communities. Efforts to bring about change must address the deep-rooted community concerns and fears. In most cases community members are concerned about what will happen to their girls when they stop practicing FGM. They need to be assured that new programs will address their concerns and provide alternatives to some of the roles that FGM plays in their culture.

Work at the pace of the community and partners. It takes times for a community to become comfortable with development partners. It takes even more time for behaviour change to occur. Sustainable programs can only be developed if the community is at the centre of the entire change process. Build community capacity to initiate and manage the process. Plant seeds but let community/institutions/groups nourish the change. Stay away from imposing ideas on communities. Otherwise communities will watch as the technical assistance providers attempt to make their ideas work.
A minimum package of information helps to ensure consistent communication. The messages must target particular audiences and address behaviours that the program is trying to change. Train partners on proper use of such materials. Capacity building is a long process. Appropriate resources including time must be set aside for this purpose.

Magnifying successes escalates change. When positive results from programs are widely disseminated, more people are likely to identify with early adopters and desire to change their behaviour which means abandoning FGM.
Spots and soaps - Educating and informing through the media

The media play an important role in educating about and raising awareness of violence against women. On the one hand, they are there to inform the public and to put issues to a public debate; on the other, they can be put to use in changing attitudes. At the workshop, successful examples of educational and information activities from the northern and southern hemispheres were presented and discussed: “Puntos de Encuentro”, a Nicaraguan NGO demonstrated the approach and the experiences with the first media campaign directed at men on preventing domestic violence in Nicaragua. Furthermore, the success of a movie spot to create public awareness on female genital mutilation has been highlighted by “Terre des Femmes”, a German NGO supporting women’s human rights. Finally, CIMAC, a Mexican news agency, illustrated its dual track strategy: Researching and producing information about violence for the public as well as sensitising female and male journalists.

A successful campaign directed at men can make a significant contribution to the efforts of women's movements in working to counteract family violence. However, in order to have a significant impact, media campaigns should work alongside other social actions such as legislation, social services, police intervention and education. In terms of specific communications strategies, analysis demonstrates that short-term intensive campaigns are good for putting a new topic on the agenda, but they're not the best solution for long-term impacts. Everyday sexist messages that are put forth by the media in advertising, movies, TV, which in many cases justifies or trivialises violence against women, have to be counteracted.

Media reflect the predominant values and attitudes in each society. This refers also to the awareness about and perception of gender-based violence. The example of the news agency CIMAC demonstrates the efforts in bringing attention to a different point of view when speaking about violence against women and girls. The challenge is not to avoid the issue, but to help to bring justice to the victims and to transform “crime stories” into “human rights stories”. Attitudes and stereotypes as social products are learned by media workers as they were growing up. Workshops for journalists could help to change their attitudes and to create awareness about the social construction of gender roles and images.
Background papers

Oswaldo Montoya .......................... 126
Gritt Richter ............................... 129
Miriam Ruiz Mendoza ................. 131
Oswaldo Montoya

Fundación Puntos de Encuentro, Nicaragua

Media as instruments of raising awareness about violence

Objectives and key issues

The aim of “Puntos de Encuentro” is to strengthen social movements that promote individual and collective autonomy and empowerment of women and young people. Its main focus is “diversity with equity”, which means equal rights and opportunities for everyone. Key partners are local and national youth as well as women's and human rights coalitions. “Puntos de Encuentro” is a founder and active member of the National Women’s Network against Violence as well as the Association of Men against Violence.

Approach and methods

One of the main lines of work has been on communication for social change. Since 1991 the organisation has launched five national campaigns. In order to contribute to the elimination of gender-based-violence the approach was to reach out and sensitise men, making a case for non-violence in their conjugal relationships with women. Since adult men are the main perpetrators of violence against women within families we targeted them through a multimedia educational campaign. This was the first public opinion work directed at men on preventing domestic violence in Nicaragua.

The first step in the process of developing the campaign was to conduct a formative research study about men’s practices in their relationships with female partners in order to better understand the target audience and thus gaining informational and conceptual inputs for producing the public education campaign. It was decided to do a "positive deviance" study, that is, to look at "non-violent" men (who are the ones who "swim against the current") to see what could be learned from them that would be relevant and useful to get "violent" men to see the benefits of not being violent.

The campaign was implemented in close alliance with the Association of Men against Violence in Nicaragua and with other 250 local organisations across the country. The campaign included national and local media advertisements over a five month period, posters, pamphlets, huge billboards, educational materials and training for activists. The central campaign message was: “Violence against women: A disaster that men can avoid”. Men were encouraged to respect their partners, to resolve family conflicts peacefully, to have better communication and to share the decision-making.
Lessons learned

A successful campaign directed at men makes a significant contribution to the efforts of women's movements in working to counteract family violence. This campaign was complementary to other social actions: Laws, social services, police actions and education.

An impact evaluation of the campaign was important to learn from the experience. We did pre and post surveys. The campaign was known by 60% of the male population in Nicaragua. Its results shows that more men exposed to the campaign considered that men could prevent violence, in contrast to those men not exposed to it. A third of men talked to their partners about the campaign and almost two thirds talked to other men.

The campaign messages had the strongest effect on those men who were previously exposed to other educational campaigns and on those who are more sexist and chauvinist. This latter group of men was less exposed to the campaign, in part because illiteracy rates are higher in this group and many of the campaign materials require reading abilities.

The organising of the campaign made us build a strong coalition with a variety of organisations across the country, who felt empowered and better equipped with new educational tools and added experience to engaged men in the struggle for ending violence against women. This was of critical importance, because mass media campaigns on their own - without the kind of local and interpersonal reinforcement we were able to get through the local organisations' involvement — would have had much less impact.

It was crucial that the Association of Men against Violence became involved. All the advertisements and messages were delivered by men. This “men-reaching-out-men” strategy is necessary since ordinary and violent men put more attention to other men’s discourses than to women’s.

Future challenges

Eradicating gender-based violence is definitely a long-term project. A huge challenge is to continue involving more men in taking active part for ending sexism and violence against women. Men’s activism is critical yet difficult given men’s gender privileges in our patriarchal societies.

More permanent and integrated strategies must be developed among various players, for example, combining the coverage and legitimacy that mass media does in fact bring with it, with more personalised reinforcement, community mobilisation and advocacy at the local and national levels. In terms of specific communications strategies, Puntos de Encuentro has analysed that short-term intensive campaigns are good for putting a new topic on the agenda, but they are not the best solution for long-term impacts. We need to counteract the
everyday sexist messages that are put forth by the media - in advertising, movies, TV - which in many cases justifies or trivialises violence against women.

Taking the lessons learned from the campaign with men, especially the value-added by community involvement and coalition building linked to media work, a long-term project that brings together many of the elements mentioned here has been developed. The project is called "Somos Diferentes Somos Iguales" (We're Different We're Equal) to promote youth rights, especially the right to live free from violence and discrimination. The project includes a hit weekly TV series "Sexto Sentido", a "social soap opera" for teens, a daily youth-talk radio show to discuss the issues, youth leadership training, local and national coordination and coalition building, and thematic campaigns on specific issues. Last year information about the recent domestic violence law was disseminated.

The success of the project lies in the recognition that problems like gender-based violence are multi-dimensional and there are no simple solutions. Only if all of us who want to be part of the long term and complex solutions and if we build on each others' work, will we be able to make any headway.
With the camera against Female Genital Mutilation (FGM) -
A movie spot for information and awareness building

Terre des Femmes is a women’s human rights organisation, based in Tübingen, Germany and founded in 1981 focussing on the elimination of gender based violence through information and public campaigns. It aims at women’s autonomy and equality. Terre des Femmes’ lobby work concentrates on political strategies against trafficking, gender-based violence in the media, child prostitution, rape, female genital mutilation and women’s rights in Islamic countries.

With the camera against FGM

During the last seven years a focus of Terre des Femmes has been on creating public awareness of FGM and reaching doctors, medical staff and migrants. The spot „a special day“ could be taken as an example to illustrate the aims, goals, success and failures of the organisation. The spot does not show the incidence itself but only the instruments. In this way, images are created in the minds. Rather than being shocked, the audience is but confronted with the problem. The film documents the attitude of a mother towards the operation of her daughter whom she loves. The mother is the central figure of the spot. She is presented as a subject who makes her own decisions, not as an object. The spot should improve people’s awareness and inform about the global extent of FGM. People should be made aware that FGM also happens in Europe. Emphasis is put on the fact that FGM is a violation of human rights. Subsequent research showed that the message has been understood by the majority of the audience.

The spot as a platform of action

The work of volunteers is crucial. Thus, in several towns and cities volunteers approached the owners of cinemas and asked them to show the spot in order to reach a greater audience. The volunteers did not have to do much, but they felt as though they were supporting an important campaign.
Success

In general, experiences with this spot are positive. A problem, which was a taboo before, is now discussed in public. People understand the message; some have even become active as volunteers of our campaign against FGM or support our work with financial donations. The movie has made the organisation well known amongst the German public which has a positive impact on our work on women’s human rights in general.

Limits and negative experiences

Financial constrains have limited the extent to which copies of this spot could be produced. In addition, working capacities of volunteers are limited. Some cinema owners were not motivated to cooperate with us, but in general we got a good response. Besides this there were some misunderstandings with a group of African women who criticised the spot for not dealing adequately with the issue. Of course, cinema as a media has its own limits.

Challenges

Media can play an important role in order to reach people and create awareness on problems like gender-based violence. Terre des Femmes has got long term experience of the difficulties of confronting people with this topic. We have learned that we have to use all possibilities and ideas of awareness building, like movie spots in cinemas.
Media as instruments of raising awareness about violence - Changing crime stories into human rights stories

A married woman was murdered in 1999. An unknown man shot her. Newspapers and authorities concluded in less than 24 hours that it was a passion crime perpetrated by a lover. She was the unfaithful wife on the midday news as her grandmother and cousins watched. Three years later, a new lawyer, feminist Teresa Ulloa, contacted CIMAC news agency and a whole different story of family violence was revealed, where the “offended husband” turned out to be the murderer of his wife and the sexual abuser of his three year old daughter. This is just one of the many terrible and certainly bloody pieces we hear about in every nation’s newscasts.

According to the Office of Forensic Medicine in Mexico City, 30 percent of all women murdered in the past 10 years were victims of violence at the hands of their partners. The other extreme of violence against women seems to be that perpetrated by the ones who are thought to be the hand of justice: judges, police and, of course, the military forces.

As journalists, the CIMAC-team has made a two-decade effort to bring attention to a different point of view when speaking about violence against women and girls. The challenge is not to avoid the issue, but helping to bring justice to the victims. CIMAC acts as a loudspeaker for those women that, rich or poor, have been diminished by domestic violence. Every day, women come to us to tell their stories about judges sending them back to violent husbands, releasing rapist grandparents and murderers, while they think to themselves that “they were looking for it” or that “they are acting by law”.

Crime stories as human rights stories have been at the front of CIMAC’s daily work. According to an analysis of the agency’s service from August 23, 2001 to January 27, 2002 we had 10 women’s human rights stories every day, and girls were an issue around three times every day. All that in a media market in Mexico where women are the main character in only 16 news pieces out of 100. In 43% of the cases women appear in the show biz section and 38% in the cultural sections.

We believe that mass media has been a wasted tool in raising awareness about violence against women. Patriarchy or machismo as social products are learned by media workers as they are growing up. That is why CIMAC has carried out more than 300 workshops to sensitize reporters, editors and others about the need of gender equity.
We developed a workshop where journalists can analyse the discrimination towards women in crime stories. Journalists should understand that a human rights point of view is not only a noble cause, but it is also an innovative and rich angle that will help them sell their stories.

I just want to leave you with a few tips that can work in most countries: In our experience journalists - especially women - will be on your side of the story. Make them your allies. In order to do that, keep in mind that they don’t know everything and they never have time. Before an interview takes place gather as many accurate facts about your issue and organisation as you can get. Point out your own agenda. You are the experts.
Closing event

The closing event was opened up to a broader audience in order to bring the conference issues to the attention of German politics and society. It started off with a discussion panel whose composition reflected the international and interdisciplinary character of the conference. The discussion panel allowed for an interesting exchange of viewpoints among panellists, guests and participants on the main topics of the conference. The talk summarised again the most promising approaches and strategies and explored issues for policy and civil society to meet the challenges of preventing and overcoming violence against women. Discussions focussed around issues such as perception of violence in different socio-cultural settings, the role of men and challenging stereotypes about masculinity, how to get gender based-violence on the political agenda and into a broader context of democratisation and protection of human rights as well as the experience of interdisciplinary approaches and networking to put politics into practice. Subsequent concluding feedbacks allowed a maximum number of conference participants to express their impressions and lessons learned. The panel was facilitated by Gabriele von Arnim, Berlin; TV Moderator, journalist and author.

Discussion panellists were:

Assia Brandrup-Lukanow, Deutsche Gesellschaft für Technische Zusammenarbeit, Germany; Director of Division for Health, Education and Social Protection

Monique Ilboudo, Burkina Faso; Minister of Human Rights

Andrew Morrison, Inter-American Development Bank, Washington D.C., USA; Senior Sector Development Specialist

Gesa Schirrmacher, Ministry for Women, Labour, and Social Affairs, Lower Saxony, Germany; Department of Women's Policy, Section "Violence against Women"

Mu Sochua, Cambodia; Minister of Women’s and Veterans’ Affairs

After the Discussion Panel, the conference was closed by the inauguration of the interactive exhibition “Telling it like it is - everyday violence against women”. In this exhibition forty conference participants who are active in preventing violence against women and girls in Africa, Latin America and Europe spoke out publicly on the subject with a statement, an object and a photograph of themselves.

A musical close has been given by Virginia Mukwesha from Zimbabwe.
Discussion panel

Combating gender based violence: Strategies for change in politics, institutions and individual attitudes

Men only wake up when money is concerned - do you share this experience within society?

**Andrew Morrison**: The study of the socio-economic costs of violence is important because finance ministers think that only quantifiable costs deserve attention. Often they have very conservative attitudes. Male participants of the conference did not so much discuss about money, but about masculinities and how to change them in order to improve gender relations.

“Images of masculinity are like rocks: It takes a very long time to turn it through erosion into earth on which something can grow. We men have to work to destroy this stone. Women are partners in this process. We have to cooperate with women’s organisations and work with traditional leaders as agents of change”.

We have talked about men and changing men’s attitudes; shouldn’t we talk about educating mothers?

**Monique Ilboudo**: The role and possibilities of mothers are limited. Children are also influenced by TV or friends. Often women are in favour of female genital mutilation for their daughters because they are convinced that it is good and makes their daughters marriageable. Radical social changes are necessary; the private sphere can only be a starting point.

**Gesa Schirrmacher**: It is not a question of “either - or”. In Germany we have a lot of experience in strengthening women, but we have to work both with men and women. And we should look at the relationships between generations: Children and parents both have to learn that violence is not a way to solve conflicts. We need advisory services for children who grow up in violent families. And we have to find new access paths to help and support for women: For example we need political initiatives in the health sector.
“It is mothers and sisters who socialise men. It is the sister-in-law and the mother-in-law who enforce cruel widowhood ceremonies. How do we re-socialise the men, if men are not used to getting a ‘NO’ from their mother, sister, or wife? How do we re-socialise ourselves?”

“We have to socialise children in schools in a holistic way; connecting AIDS prevention to social development, gender based violence and female genital mutilation, so that children see equality as an option. We should not fragment programs”

**In Germany violence is still perceived as a way of disciplining woman - what about in your countries?**

**Monique Ilboudo**: Proverbs still tell women that they are punished for their sins: “It is Eve who ate the apple, it is her fault”; “It was a woman who provoked the sky, so that men have to go and work to survive”. There are many of these religious legitimacies and traditional myths in African countries. There is still a lot of work to do in order to break taboos. We have to convince women that gender based violence is not normal.

**Andrew Morrison**: Prevalent belief systems like Indian music in the Andean region still say: “The more he loves me, the more he beats me. If he doesn’t beat me he doesn’t love me.” Awareness-raising can be done through peer groups, like when a doctor talks to another doctor etc. We have to create new proverbs, new soap operas and pop songs in order to change minds.

**Violence in Cambodia increased after the war: Are wars worsening violence against women?**

**Mu Sochua**: Children who are born after the war experience a lot of violence such as gang rape, which has become a daily problem. We have to put war and violence on the political agenda. We have to find our own solutions and to search for ways how to change minds, especially about gender roles. We have to challenge proverbs and to question cultural stereotypes, culture is not static. At the moment, in Cambodia, we campaign about AIDS, land mines etc. via the media and school curricula. Children must learn how to deal with violence if we want them to grow out of it. These campaigns have to be accompanied by law enforcement and legal literacy training, so that women stop being afraid of legal terms.

**How do you get the issue of gender-based violence on the political agenda?**

**Mu Sochua**: Although women in each country have made huge progress, violence against women is not yet on the political agenda. I want every single voter to be informed about it and vote according to whether it is on the political agenda of the party concerned. My
experience is that men are willing to cooperate when I talk in nice ways, but my role is to challenge men, even in my own party, in addressing violence against women.

**Monique Ilboudo:** To talk about violence against women is still not obvious in many contexts. Approaches have to be different according to the cultural context. In Burkina Faso we focus on democratisation and on women's human rights, some men are mock us, some men trivialise it, but we say, there cannot be democracy until women realise their human rights.

**Does democracy protect against violence?**

**Monique Ilboudo:** Laws are a necessary precondition. If you have the laws, you can react differently, for example in the context of forced marriage, FGM, non-schooling of girls or support for victims to enforce their rights in court. We will now open an information, documentation, and counselling centre to support women in having better access to justice. We work with NGOs and formulate an action plan.

**Andrew Morrison:** In Latin America most countries are democratic, but the police forces are still authoritarian and see their role in suppression and control. It is necessary to democratise the police forces, and to make them responsive to communities and thus to women. IADB tries to make police more responsible, it offers training on intra-family violence. The argument in contact with the police is democracy: you can work with us or against us, but the result must be democracy in Latin America. The police has a responsibility in its relation to communities; women are part of these communities. Women’s NGOs in Beijing lobbied the IADB to support women against gender-based violence.

**Gesa Schirrmacher:** The Ministers of Interior of the German states decided to train their police: Now various topics are on the agenda, paradigms have been shifted and violence is recognised. This is very important because police statements get into the press which increases the public attention to violence. A change of terminology broadens the public debate. Through the work of women activists the climate for violence is slowly changing, and violence is being made unacceptable.

**Assia Brandrup-Lukanow:** Since the Beijing and Vienna conferences, violence came out of the perceived feminist corner into a broader discussion; this is a result of effective networking. Nowadays communities are ready to take it on.
Mu Sochua:

“Your real stories are very powerful. Take those real stories to your politicians! Don’t talk about the law only, but about specific cases, cite stories about economic powerlessness, rape of prostitutes. I myself did so and was asked by my colleagues: “Your Excellency, how do you know about this?” I walked with the prostitutes as a prostitute: I was never so scared in my life. They showed me where they get raped every night by the police. My colleagues now listen to me as the expert on the „facts“! It’s hard for men to come out, like a flower to grow out of a rock. I favour the following song: How many more wives do you beat? How many more girls do you beat? Before you can say you are a man? The answer my friend is blowing in the wind...”

Do you think networking between police, medical practitioners, the judiciary etc. is important?

Assia Brandrup-Lukanow: It is as difficult to work with health personnel as with police to make them aware and concerned of the issue and to enable them to address violence. Often health workers treat gender-based violence as accidents and keep it as an unspoken secret. But they should address this issue. States have to integrate specific modules into the training of medical personnel. The political framework is therefore crucial.

Mu Sochua: Governments and financial institutions have to be aware that medical treatment is not a privilege, but a right. There must be a monitoring system. Donors should ask for indicators of violence against women.

Gesa Schirrmacher: It is hard to break with professional stereotypes. The struggle against violence depends on the contribution of every single person involved. All policemen, all health workers must be convinced that they need training in order to help people to react. One of the results of the work with the police is that their concepts and language have changed. Instead of talking about “family disputes” which they would try to settle, they now talk about “domestic violence cases” in which they intervene and investigate.

Did the conference give you any appropriate ideas for your country?

Monique Ilboudo: Yes, I got many ideas that are valid for my country, for example the inter-generational dialogue from Guinea, and police and medical training from many countries. We can modify and implement these programmes. But we have to be sensible to the economic context as well. Nevertheless, we are already working in this direction. Taslima Nasreen says: „If a man is violated, we speak of violence; if it is a woman, we speak of culture - this has to change“. Violence is not my culture, the idea of initiation is maybe part of culture, but the butchery of girls cannot be seen as part of culture, it is part of human rights violations.
Examples of successful approaches and projects from the participants

- **Turkey:** “We trained social workers about women’s rights and human rights, monitoring, communication etc. The result was that men also wanted to be trained. Husbands reported that sexuality as well as general communication and the partnership with their wives improved”.

- **Togo:** “In one region in Togo widows are forced to have sex with an unknown man in order to break her spiritual link with the dead husband. This practice is against women’s dignity and physical integrity. In our project we discussed with male and female chiefs. It turned out that the population was against this practice but respected it because they were afraid of spiritual retributions. Last May, the chiefs organised with our help a big ceremony, during which the spirits were invoked and this practice as well as discriminatory inheritance practices were abolished. This is a genuine example of how the population appropriates modern law via their traditions. Traditions can be changed”.

- **Burkina Faso:** “FGM-ceremonies are replaced by other rites. We tried to understand the female genital mutilation practices. We realised that the accompanying initiation rites had been abolished in most places, but FGM continued. Together with traditional and Muslim leaders we tried to dissociate FGM from initiation and start to do initiation ceremonies without FGM. Our work was backed by government and the law against FGM which was immediately applied because the police etc. had been trained. But such an approach needs time! One year is not enough”.

- **Malawi:** “We trained community based workers of different agencies to stop gender based violence. The extension workers went back and created inter-sectoral committees which can be addressed by victims of violence such as girls afraid of FGM or widows whose property has been stolen etc. We also established “Victim Support Units” in police stations”

- **Ethiopia:** “Even women who witnessed their sister’s suffering still undergo FGM for fear of not being able to marry. We trained young men to sensitize circumcise-aged girls and their families in the neighbourhood, and to influence their peers to marry uncircumcised women. We also trained doctors and policemen to influence their peers. Where women’s labour is not calculated in the domestic product, where their work is unvalued, the cost-based approach is not working, unless we learn how to calculate this labour. Violence against women is a power issue: The woman knows she has no alternative but to stay with the abusive husband, she is economically and socially helpless. For instance, in the case of bride abduction and rape, the woman has no choice but to marry the man. Our group supported the women who refused to marry her abductors. We counselled the woman to continue school, we counselled the mothers to take their daughters back. Women submit to harmful cultural practices because they are powerless. Appropriate strategies include economic empowerment, literacy, body literacy, gender literacy, legal literacy. Education gives women the ability to speak”.
Visiting programme

Following the conference, a visiting programme of initiatives for the prevention and eradication of violence against women was organised for representatives of partner organisations in German technical co-operation. The visiting programme was designed to foster intercultural dialogue and be a learning process for all those involved, giving rise to positive repercussions for participants’ own work. Whereas the conference was providing inter-sectoral exchange on different methodological approaches for preventing and overcoming violence against women, the visiting programme was designed around group activities, each with its own thematic or target-group specific focus.

1. Coping with gender based violence: the health sector

Every form of violence affects the health of the victim in some way, which can sometimes still be detected years after the event. The effects of violence on mental and physical health, support for the victims, awareness raising and training for health professionals as well as measures for its prevention have been the major issues tackled in this group. The following organisations were visited:

SIGNAL

"S.I.G.N.A.L. - Help for Women" is a unique project that was established in the first aid department of the University Clinic Benjamin Franklin (UCBF) in Berlin in 1999. S.I.G.N.A.L. aimed at the improvement of medical care provided for victims of domestic violence. Since August 1999 regular training sessions for employees of the UCBF dealing with intervention strategies and awareness for domestic violence took place. The majority of nurses and many physicians have already participated in this training. In addition, patients who have experienced violence can find support (i.e. documentation of their injuries, help with contacting other social institutions etc.). The experience of the last two years has proved great interest in achieving the project goals. Many patients have already benefited from the increased knowledge and sensitivity of the medical personnel. For 2002 it was planned to work in an interdisciplinary forum in order to increase communication between the various professions. Case studies were discussed on a regular basis. In addition, the cooperation with other local support and advice institutions was heightened.

www.berlin.de/sengsv/verbraucherschutz/signalev.html
DAFI - German-African Women’s Initiative

DAFI raises public awareness on the topic of female genital mutilation and gives advice to affected women. Through cooperation with other groups DAFI can help women with medical or legal problems and arrange meetings with relevant institutions. In the context of their lobbying work DAFI organises public meetings and conferences as well as exhibitions about female genital mutilation and serves as an information point for other initiatives.

www.dafi-berlin.org

Frauenzimmer e.V. (Women’s rooms)

This women’s project, which is financially supported by the government of Berlin (Berliner Senat), has existed since 1986. It offers help for women and children who have to cope with a crisis situation. 5 flats with 40 beds are available. The addresses are anonymous. Five social workers give professional advice on all relevant social and practical issues. Thus, the focus group of this project are women with experience of violence and their children, particularly female migrants and women who are not mobile. The project goals are: Offering security and safety as well as prevention of violence and improving women’s health. The project not only aims at a reduction of the health consequences of violence, but to improve women’s relations and the multicultural experience of living together. This project cooperates with several governmental and non-governmental institutions and organisations such as the media and other women’s projects and networks in Berlin.

www.frauenzimmer-ev.de

2. Violence in the public sphere - Community strategies

Violence often takes place in the public sphere. Many women are frightened of being attacked at night on the street or in public places. Men also take care to avoid being provoked by gangs of youths and parents are reluctant to let their children out unsupervised on the streets of certain neighbourhoods. Solutions to these problems can be found when the residents of a community or a neighbourhood work together with local councillors as the following examples show.

Schokofabrik (Chocolate Factory)

The Women's Centre "Chocolate Factory" is situated in the heart of the Berlin district Kreuzberg in the renovated buildings of a former Chocolate factory. It is Berlin's biggest Women's Centre and offers its visitors a unique mixture of advice, education, culture, health programmes and leisure activities over a space of 1000 square meters on 7 floors. It houses amongst others a girl's club, a Turkish bath, a wood workshop and parts of the building is living space, rented out only to women. The centre developed during the 1980s as a project
of the autonomous women's movement and its goal is to support and strengthen women, lesbians and girls.
www.schokofabrik.de

Prevention Committee and Area Management Schöneberger Norden
The Prevention Committee “Schöneberger Norden”, an area of Berlin, was founded in January 1999 in order to counter the downward spiral of negative reporting, actual worsening of living conditions and increasing frustration that was being experienced in the area. The declared goal was to make the Schöneberger Norden more attractive again. The relevant city magistrates, administration, residents, local actors, businesses, the police etc. were integrated into the project activities from its beginning. The so called Area Management was created by the senate administration for city development in spring 1999 and built upon and expanded the work begun by the prevention-committee. The project aimed at new developments and united forces to make the local area lovable and liveable again. For this, people had to confront the topic of violence against women, as a major reason for many problems that they encountered.

Gender based violence and youth
Young people take on a variety of roles in the context of violence. They can be victims of physical, psychological or sexual violence perpetrated against them by adults. They can also create their own hierarchy amongst classmates and playmates, however, in which they take on the role of victim, attacker, provocateur or defender. Indeed, these roles often overlap. This group was tackling the various aspects of the theme “youth and violence”. Berlin offers a wide variety of refuges and support centres for children and young people who are the victims of domestic violence. The following organisations have been visited:

Wildwasser
Wildwasser is a feminist organisation working against sexual violence for more than twenty years. Services are offered to women and girls as well as their confidants, like friends, mothers, fathers or professionals. A counselling centre focuses on adult women and provides self-help groups. There are two counselling centres for girls which cooperate with other institutions. Additionally, girls who are victims of sexual violence can stay in a flat run by the project.
www.wildwasser-berlin.de

Strohhalm
Strohhalm provides a professional service to prevent violence and sexual abuse of girls and boys. The prevention work focuses on teachers, nurses and parents. The core of the program for children (aged 6-9 years) is puppet theatre scenes that are part of a programme of intense preparation and reflection for the involved adults.
This programme is a starting point for a long-term prevention strategy that aims at supporting and helping adults who want to improve their knowledge of a preventive attitude in child education. This professional knowledge can be used to improve the social competences of children and strengthen their defence strategies.

http://home.snafu.de/strohhalm/

**CAMINO**

Camino is a non-profit organisation that works on different topics, such as: violence and delinquency prevention, conflict management, youth work, childcare institutions, city renewal and development as well as gender studies.

The scope of Camino’s duties covers:

- Project accompaniment, e.g. presentation of youth aid or social planning processes
- Development and implementation of further training measures
- Practical investigation and development, e.g. the scientific accompaniment and evaluation of model projects and programmes, of youth aid measures and concepts for prevention as well the creation of need based and situation assessments
- Publications on questions about social work and violence and prevention of delinquency

Camino is based in Berlin and has two additional locations in the Brandenburg area. Currently eight social scientists and pedagogues with far reaching scientific and practical experience in the area of social work as well as one employee for accountancy.

More information is available on our homepage:

www.camino-werkstatt.de

4. **The legal framework and legal proceedings**

Participants in this group had the opportunity to complement the conclusions drawn from the conference’s working groups on policy and institutions with a first-hand look at practical examples. Topics addressed included legal policy guidelines, training the police and legal professionals to respond to victims of violence and the psychological and legal support offered to victims both directly after the attack and during court proceedings against the accused. The following organisations were visited:

**Mannsarde**

Mannsarde offers training and counselling for male perpetrators of domestic violence. The organisation works against the perception of domestic violence as a private problem of the victims and aims to protect women and children from its outcomes. Men are called upon to take a public stand for the end of male violence against women and against violence as a way of enhancing male self esteem. The counselling emphasises that the perpetrator alone is responsible for his behaviour and its outcomes. Men learn to reflect on their violent
behaviour and its effects on the victims. They are trained in non-violent communication, conflict resolution and how to deal constructively with anger and rage. Additionally, a perspective of masculinity that is free from violence and aims at equality between the sexes is imparted. Violent behaviour is learned - peaceful behaviour can be learned as well. The counselling takes place either in one-to-one sessions or in social training courses that last 26 weeks.

**Berliner Initiative gegen Gewalt gegen Frauen - BIG e.V. (Berlin initiative against gender based violence)**

BIG was a model project in Berlin which was established in order to improve the activities undertaken by various institutions working in the area of domestic violence. For this reason a coordination-point was created, that was supported by the Ministry of Family and the Berlin Senate of Work. Interdisciplinary workgroups developed guidelines, information material and suggestions for new legislation, e.g.

- A guideline for police intervention in cases of domestic violence
- A draft for a new violence-protection law
- A demand for the improvement of the legal situation of female migrants
- Extensive informative material for women and children confronted with domestic violence

Since 1999 a Hotline has been offering help and advice for women and institutions dealing with victims of domestic violence. It operates between 9am -12 pm and is unique in Germany. Today BIG is the Berlin Intervention centre against domestic violence and has taken over new areas of work since January 2002, like the observation of intervention processes, conflict resolution and the improvement of the coordination of different groups and institutions dealing with domestic violence.

www.big-hotline.de

**German Female Lawyers Association and Humboldt-University Faculty of Law**

During this visit, both the aims and activities of the German Female Lawyers Association and the experiences at the Humboldt- University of Berlin in women’s rights, law and gender studies were presented and discussed.

**The German Female Lawyers Association** was founded in 1948. Today more than 2700 female judges, prosecutors, professors, lawyers, law students and economic specialists belong to this association which aims at promoting gender equality and legal security for women and children. The association organises workshops, seminars and conferences on a national and international level. Its members offer legal consultancy. They network for equal rights and participate in political discussions and hearings of the Supreme Court. Working groups within the association focus on: Labour law, family and succession law, violence against women and children, criminal law, law of social security, biogenetic engineering, public rights and international law, the situation of elderly people and the working conditions of female law professionals. The political lobby work of the German female lawyers
association was already successful: In 1998 marital rape became a criminal offence. In 2002 the Violence Protection Law, a new legal framework for victims of gender-based violence, was established.

www.djb.de

The faculty of law at the Humboldt-University, Berlin has developed awareness programmes and training sessions on gender-based violence for legal professionals. Participants have to be motivated to improve their professional work and the rule of law. The focus needs therefore be on professionalism. Legal, social and psychological factors as well as statistics on gender-based violence have to be taken into consideration. At the same time it is important to de-emotionalise the issue. Training sessions should be opened by a high ranking representative of legal institutions in order to promote the value of the training. Training can have snowball effects, like the training of the trainers. Some male participants might pick up issues and start to work as agents of change. In addition, gender courses and lectures in law studies are important to change thinking and to spread issues of gender mainstreaming. They can offer forums for changes of discourses and negotiations on various levels. Such activities can be starting points for constitutional campaigns to include women’s rights and gender equality.

www.rewi.hu-berlin.de

5. Trafficking in women and violence against migrant women

Trafficking in women is an extreme form of exploitation in the area of women’s migration. During a visit of KOK, the Federal Association against Trafficking in Women and Violence against Women in the Migration Process, in Potsdam this complex topic was discussed with other partner organisations such as Belladonna and Ban Yin.

KOK - Coordination group against trafficking of women and violence against female migrants

KOK was founded in 1987 by several advice centres that deal with victims of human trafficking. Today KOK has 38 member organisations; like church groups, migrant projects, women's houses and prostitute's organisations. It fights against trafficking of women on a national and international level and works for the achievement of the human rights of female migrants. In December 1999 KOK opened a coordination office in Potsdam. The goals of the KOK are, amongst others:

- The creation of public awareness of the complex problem of trafficking of women and the situation of the trafficked women
- Improvement of the legal and social situation of trafficked/immigrated women
- Solidification of political and legal measures for the affected women on a federal, national and international level
- De-criminalisation of women that work in the sex-industry

www.kok-potsdam.de
Contributors

**Albrecht, Cordula** has been working for the criminal investigation department of the Berlin Police Forces since 1975. She lectures in leadership training at the Berlin district police academy as well as giving advanced training for Berlin police officers on domestic and sexual violence, sexual harassment at the workplace, mental security training, perpetrator/victim compensation, interrogation and team-building.

**Asfaw, Zegeye** is a lawyer by training. He is currently the general manager of HUNDEE, Ethiopia. He has extensive experience as a public servant. He was the Minister of Agriculture in Ethiopia during the early years of the Transitional Government.

**Augstein, Renate** heads the division “Equality” (Gleichstellung) in the German Federal Ministry for Family, Senior Citizens, Women and Youth (BMFSFJ). From 1982-2002 she was head of department and responsible for “protection from gender based violence” in the same ministry.

http://www.bmfsfj.de

**Banda, Eleni** is the programme coordinator for legal education programs of the Eastern Province Women Development Association (EPWDA), Sambia.

**Bayou, Aida** works as a technical advisor for the GTZ-Program “Promotion of reproductive health in Ethiopia”. She is specialised in research as well as monitoring and evaluation of study designs.

**Brandrup-Lukanow, Assia** has worked in clinical medicine, clinical psychotherapy counselling, and as a psychology teacher. For more than a decade, she has worked in the field of public health in developing and transition countries, in particular with WHO, GTZ and IPPF. She is currently director of GTZ Division for Health, Education and Social Protection.

http://www.gtz.de

**Butchart, Alexander** is Team Leader for Violence Prevention within the Department of Injuries and Violence Prevention at the World Health Organisation. His responsibilities include the co-ordination of research into various aspects of interpersonal violence and its prevention.

http://www.who.int/violence_injury_prevention/en

**Firoze, Fawzia Karim** is a lawyer and represents the Bangladesh National Women’s Lawyer Association (BNWLA). Her work focuses on the trafficking of women and girls in Asia.
**Garcia-Moreno, Claudia** is a medical doctor with a master in public health. She is based at the World Health Organisation, where she is Unit Coordinator in the Department of Gender and Women’s Health (GWH). She is co-ordinator of the WHO Multi-country Study on Women’s Health and Domestic Violence.

**Geier, Brigitte** holds masters degrees in both social education and social work. In 1998 she founded “AHGATA-Hilfe für die Zeugin (Help for Witnesses)”, which offers female witnesses assistance and support during court trials.

www.ahgata.de

**Gens, Klaus Dieter** is chairman of the Zentrum für Gewaltfreie Kommunikation (Centre for Non-Violent Communication) in Berlin. He holds a degree in social work, advance training as supervisor and is a teacher of neuro-linguistic programming (NLP).

www.gewaltfrei.de

**Gonzàles, Melby E. Alvado** is Chief of Administration within the National Police of Nicaragua. She is involved in the police reform and the process of gender mainstreaming in the National Police Forces.

http://www.policia.gob.ni

**Guedes, Alessandra C.** is a Senior Program Officer on sexual and reproductive health of the International Planned Parenthood Federation, Western Hemisphere Regional Office (IPPF/WHR). She has been managing IPPF/WHR’s multi-country project on gender-based violence since 1999.

http://ippfwhr.org

**Ilboudo, Monique** is Minister of Human Rights, Burkina Faso. She was formerly state secretary of the same ministry and assistant professor for law studies at Ouagadougou University. As minister, politician, jurist, author and feminist journalist, her work concentrates on women’s human and civil rights, democracy, and decentralisation. She has received a literary award for her novel “Le Mal de Peau”.

**Karimova, Nodira** works for the organisation „Future Generation - Information Centre“ in Uzbekistan which works on the prevention of trafficking of women and girls through information and awareness raising.

**Kavemann, Barbara** is professor at the University of Osnabrück, Germany. She is the vice-chair of an interdisciplinary research programme that focuses on intervention projects on domestic violence in Germany. Since 1978 she has been conducting research on sexual violence against girls and boys, domestic violence against women and violence prevention.

http://www.wibig.uni-osnabrueck.de
Kim, Julia is a senior researcher at the School of Public Health, University of the Witwatersrand, South Africa. Her research focuses on the Rural AIDS and Development Action Research Programme (RADAR). At the same time she is a clinical research fellow at the London School of Hygiene and Tropical Medicine. http://www.wits.ac.za/radar

Lang, James L. is currently working as an independent consultant on issues of gender-based violence, equality and peace. In 2002 he was responsible for a global project on men, gender equality and poverty elimination.

Manguet, Jeanne is National Coordinator of the GTZ sector project on the promotion of initiatives to end female genital mutilation in Guinea. After medical training in Guinea she worked primarily in the Public Health sector. http://www.gtz.de/fgm

Montoya, Oswaldo works for Fundación Puntos de Encuentro, Nicaragua as a researcher and consultant. He has conducted research on men and domestic violence. http://www.puntos.org.ni

Morrison, Andrew is a senior sector development specialist at the Inter-American Development Bank. He co-ordinates anti-violence programs in Latin and Central America. http://www.iadb.org/sds/violence

Negash, Tafesse works for the Legal Service for Women in Oromiya, Ethiopia.

Ouoba, Djingri works as an adviser for municipal development and social mobilisation for the NGO MWANGAZA Action in Burkina Faso. His key activity area is the coordination of a municipality-oriented basic education program.

Radeny, Samson is Senior Program Officer of the Program for Appropriate Technology in Health (PATH), Nairobi, Kenya. He is in charge of FGM eradication activities including technical assistance to alternative rites. http://www.path.org/index.htm

Richter, Cornelia, director of the GTZ-department „planning and development”, graduated in socio-economic sciences, economic and social psychology. She was GTZ advisor in the ministry of economics and planning in Lesotho. For several years she headed the GTZ-department on Asia. http://www.gtz.de

Richter, Gritt studied economics and worked as a volunteer in a development project in Senegal. Since 1998 she has been head of the programme on female genital mutilation of
TERRE DES FEMMES e.V., a German non-governmental organisation working on women’s human rights and gender based violence.
http://www.frauenrechte.de

Rioseco, Luz trained as a lawyer and works for the International Affairs Department of the National Service for Women. In addition, she is professor at the Diego Portales University, Chile.
http://www.mujereschile.cl

Ronne, Anna von is a psychologist and systemic family therapist. Currently she is working as a clinical psychologist, family therapist and trainer; since 1998 she has been coaching the Guinean coordination team of the GTZ sector project on the Promotion of initiatives to end female genital mutilation mainly in systemic and narrative advisory methods.
http://www.gtz.de/fgm

Ruiz Mendoza, Miriam is a reporter for the CIMAC News Agency. She has an editorial space at Radio Formula National Chain. Her focus is on stories about violence against women.
http://www.cimacnoticias.com

Schafer, Zazie is External Relations Specialist at the Office of the Executive Director, United Nations Development Fund for Women (UNIFEM). Formerly she was Manager of the UNIFEM Trust Fund in Support of Actions to Eliminate Violence against Women.
http://www.unifem.undp.org

Schirmacher, Gesa is a lawyer, specialising in gender based violence and legal counselling. She works for the Ministry for Women’s Policy, Employment and Social Affairs, Lower-Saxony, Germany. Before, she was research assistant at the University of Osnabrück, focusing on domestic violence intervention projects.
http://www.ms.niedersachsen.de

Schweikert, Birgit is head of the department „women’s protection“ in the German Federal Ministry for Family, Senior Citizens, Women and Youth (BMFSFJ). She was a member of the federal working group on domestic violence and head of the subgroup on children’s rights and training standards of gender based violence.
http://www.bmfsfj.de

Sebgo, Pascaline is assistant advisor to the health and AIDS programme of the Royal Embassy of the Netherlands in Burkina Faso. Being an activist against FGM she is national coordinator of the sector project “Promotion of initiatives to end FGM” in Burkina Faso, as well as president of the NGO “Groupe d’Appui en Santé, Communication et Développement” (GASCODE) working for women’s and girls’ rights.
Sochua, Mu is Minister of Women’s and Veterans’ Affairs, Cambodia. She is one of only two female cabinet ministers of the Royal Government of Cambodia. She left her country at the age of 18 and studied in France and California (USA). As a principal founder of the women’s movement she led the peace march of several thousand nuns and monks during the UN-sponsored elections in 1993. She is the author of the Prevention of Domestic Violence Bill (2002).

Spoden, Christian is Head of the “Fachstelle für Gewaltprävention” (Centre for Violence Prevention) in Bremen, Germany. As a social educationalist and therapist he initially worked with victims of sexualised violence in Pittsburgh, USA, and in Berlin. A focal area of his activities is the work with offenders of sexual and domestic violence. He is co-founder of the Berlin Intervention Project against domestic violence (BIG).
http://www.fgp-bremen.de

Toubia, Nahid is president and founder of RAINBO, an organisation for women’s rights and health. For many years she worked for the Women’s Reproductive Health and Population Council in New York. Today, she is Associate Professor for the School of Public Health at the Columbia University, New York.
http://www.rainbo.org

Turner, Atuki is co-ordinator of the Mifumi Project, Uganda. Her main activities regarding gender-based violence are domestic violence intervention services and working with law enforcement officers.
http://www.mifumi.org

Velzeboer-Salcedo, Marijke is the Coordinator of the Women, Health and Development Program at the Pan American Health Organisation (PAHO).
http://www.paho.org/generoysalud
http://www.paho.org/genderandhealth

Wainaina, Njoki works as a gender consultant and is board member of the African Women’s Development and Communication Network (FEMNET). She is an expert on strategic planning and program development; advocacy and concepts of education and sensitisation modules and materials.
http://www.femnet.or.ke

Wieczorek-Zeul, Heidemarie is Federal German Minister for Economic Cooperation and Development. In 1965, she became a member of the Social Democratic Party (SPD), since then she has held various political positions: She was a member of the European Parliament, a member of the German Parliament, the SPD caucus expert on European politics and the federal deputy-chairperson of the SPD.
http://www.bmz.de
Facilitators

Arnim, Gabriele von studied political sciences and sociology. She has been living as a freelance journalist in New York, where she works as the US-correspondent for the journal “Art”. For many years she has been moderating the TV programme "Wortwechsel".

Bennett, Jim holds advanced degrees in Agriculture, Political Science and German Studies. Since 1984 he has been working as a freelance consultant for GTZ, mainly in macro-economic advising and training. He also teaches development policy and international project management at the Universities of Cologne and Potsdam.

Janssen, Christina worked for many years for the United Nations in New York on monitoring and implementing international agreements in the area of women and gender. Currently, she is working as freelance consultant for gender and organisational change.

Klos, Stefani has been working in the field of development aid for more than 18 years in the areas of Gender, poverty reduction, rural development, decentralisation, ecology and resource-management. Since 2002 she has been a freelance consultant and trainer on gender-mainstreaming, organisational development and project management.

Köbke, Gundel is a lawyer and publicist. As a freelance radio journalist she works on women and health politics. She was the public relations officer of the Senate of Berlin. In addition, she works as a moderator and as editor for “Periodika”.

Mann, Ulrike was board member of Terre des Femmes - Human Rights for Women, a non-governmental organisation in Tübingen, Germany. She worked for the council of "Deutsche AIDS-Hilfe" (German AIDS HELP) and for the City Commission on the Status of Women, NYC. She has published various articles on women's rights and health.

Rhodes, Michael studied sculpture and painting in Coventry, London and Rome. He received several distinctions, the "Prix de Rome" (award of Rome) for example. For more than 30 years he has been exhibiting his art on the international art market, in art galleries and museums. In addition, he has worked as a lecturer for sculpture, geometry and perspective at the art academy in Berlin (Hochschule der Künste), where he trained architects.

Schaefer, Stefanie studied Rural Social Development with additional training in systematic advice. She works as an independent consultant, trainer and moderator in development cooperation. She has been working for GTZ for more than nine years.