Planning and Development Department
Governance and Democracy

Strengthening Women's Rights

Ending Violence against Women and Girls – Protecting Human Rights

Good Practices for Development Cooperation

gtz Strengthening Women's Rights

commissioned by:
Federal Ministry
for Economic Cooperation
and Development

Published by:
Deutsche Gesellschaft für
Technische Zusammenarbeit (GTZ) GmbH
Postfach 5180, 65726 Eschborn
Internet: http://www.gtz.de

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Printing:
KlarmannDruck
www.klarmanndruck.de

Eschborn 2005

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Foreword

Violence against women and girls is a fundamental violation of human rights, which stretches across nations, cultures, and classes. It is a mass phenomenon taking many different forms with disastrous consequences for women's and girls' health and survival. The social and economic costs resulting from this abuse place a substantial burden on society as a whole, significantly hampering development. Therefore, preventing violence against women and girls is also a key contribution to achieving most of the UN Millennium Development Goals and to reducing poverty.

The German Federal Ministry for Economic Cooperation and Development (BMZ) highlights the interlinkages between poverty reduction, development and the promotion of human rights in the **Development Policy Action Plan on Human Rights 2004 – 2007** (July, 2004). The plan clearly establishes empowering women and strengthening their rights as key priorities of German development policy. The strong political commitment to women's human rights is also expressed and anchored in the German government's 2015 **Programme of Action to Combat Poverty** (April 2001).

Since 1997, the GTZ project "Strengthening Women's Rights" has supported - on behalf of the BMZ - a broad variety of innovative and exemplary projects to prevent violence against women, in more than 30 countries worldwide. This work places a strong emphasis on addressing the structural causes of gender-based violence: Sexual, physical and psychological violence against women and girls is not a natural condition, nor a simple outcome of difficult social and economic circumstances. Rather, gender-based violence is a consequence of the unequal power balance between men and women and a reflection of the dominant gender-norms prevalent in society.

International human rights have been the guiding normative framework for the projects presented in this study. At the same time, a culturally sensitive approach has been adopted which aimed to develop strategies from a local perspective, and often included cooperation with traditional and religious institutions in the partner countries. Such an approach has proved to be important in achieving local ownership, acceptance and sustainability of the reform processes supported.

The cases illustrated in this document comprise examples of work implemented by the three supra-regional GTZ projects "Strengthening Women's Rights", "Combating Trafficking in Women" and "Initiatives against Female Genital Mutilation", as well as a number of bilateral development projects carried out by GTZ on behalf of the German government.
By sharing our experiences from the work in Africa, Asia and Latin America, we would like to contribute to an international learning process, hoping that our experiences will stimulate and encourage other institutions to intensify their efforts in violence prevention on different levels and across various sectors.

This publication would not have been possible without the valuable contributions and comments of a number of colleagues and external experts. Therefore, we would like to offer our warmest thanks to Bushra Barakat, Marion Bihler, Kerstin Brunner, Emmanuela Finke, Anna Erdelmann, Yasmeen Hamdan, Kerstin Lisy, Stefanie Lux, Susanne Mueller, Eva Neuhaus, Rita Schäfer, Promita Sengupta, Constanze Pfeiffer and Johanna Willems. Last but not least, we would like to thank Anette Funk and James Lang - the main authors - for their excellent work.

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Abbreviations

ACHPR	African Charter on Human and Peoples' Rights
AIDS	Acquired Immunodeficiency Syndrome
BMZ	Federal Ministry for Economic Cooperation and Development
CBO	Community Based Organisation
CDM	Centro de Derechos de Mujeres (Women's Rights Centre)
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
FGM	Female Genital Mutilation
GALPO	Gender and Law Project Oromiya
GBV	Gender-based violence
GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit GmbH
HIV	Human Immunodeficiency Virus
IC	International Cooperation
ICLEI	International Council for Local Environmental Initiatives
ILO	International Labour Organisation
LRDC	Law Reform Development Commission
MDGs	Millennium Development Goals
NGO	Non-Governmental Organisation
UN	United Nations
UNIFEM	United Nations Development Fund for Women
WiLDAF	Women in Law and Development in Africa
WHO	World Health Organisation

Executive Summary

Violence against women and girls is one of the most direct expressions of the power imbalance between men and women. The analysis of statistical records and surveys presented in the first section shows that violence against women in its differing forms is a worldwide phenomenon, which cuts across cultures, nations, and social and age groups. This report argues that the root causes of violence against women are dominant gender norms and the unequal power balance between men and women. The publication describes the international and regional human rights framework related to gender-based violence and demonstrates the disastrous impact of violence against women and girls on human development and how this directly relates to most of the MDGs.

The second part offers a wealth of examples illustrating GTZ's practical experiences in addressing violence against women and girls in Latin America, Africa and Asia. The authors portray numerous case studies covering interventions at the micro, meso and macro level, across various sectors (such as education, justice, and the media), involving governmental and non-governmental institutions including religious and traditional authorities. It is strongly underlined that in order to prevent gender-based violence, it is essential to address gender stereotypes and the relationship between the two sexes. Therefore, working with men and boys is equally important as supporting women and girls.

Introduction

"Violence against women is perhaps the most shameful human rights violation. And it is perhaps the most pervasive. It knows no boundaries of geography, culture or wealth. As long as it continues, we cannot claim to be making real progress towards equality, development and peace". (Kofi Annan Secretary General of the United Nations, March 8th, 1999)

Violence against women and girls is often perceived as an individual problem and as isolated incidents. However, a glance at empirical evidence presents an alarming picture. The World Bank estimates that violence against women is as serious a cause of death and incapacity among women of reproductive age as cancer and is a greater cause of ill health than traffic accidents and malaria put together. (World Bank, 1993) Viewed in this light, it becomes obvious that – besides being a fundamental violation of human rights - violence against women represents one of the most critical public health challenges and is a major factor contributing to poverty. Therefore, reducing violence against women and girls is also a key to achieving the Millennium Development Goals.

The international recognition of violence against women as a human rights violation was the result of years of dedicated campaigning by women's rights activists and survivors of violence. In 1993, the Vienna World Conference on Human Rights finally recognized that women's rights are human rights, a position that has been reaffirmed at all subsequent world summits.

Since the Vienna conference, violence against women has left the private domain and became an established issue within public debates. Multiple initiatives around the world have raised awareness and contributed to legal reforms that support the survivors of abuse and punish the perpetrators. However, greater efforts and more resources need to be harnessed in order to adequately address the sheer scale and multi-dimensional nature of the problem.

This publication argues that there is considerable scope for action at all levels of the policy process. The paper shares the experiences and lessons learned from a broad range of projects implemented by GTZ on behalf of the German government. By doing so, we not only wish to contribute to a global learning process: we would also like to encourage and inspire all those involved in development cooperation, to take part in ending this fundamental violation of human rights.

The **first chapter** defines the term 'violence against women' used in this publication and describes the global scale of the problem. The chapter outlines the various forms of violence against women and girls, breaking this down according to regional context and age.

The **second chapter** takes a closer look at the structural causes of violence against women and considers the underlying preconceptions that are used to justify such practices.

The **third chapter** outlines the international legal framework and highlights the relevant international and regional human rights agreements that form the basis for initiatives promoting an end to violence against women.

The **fourth chapter** describes the personal, economic and social costs of violence against women, and shows how these factors hinder progress towards meeting the MDGs.

The **fifth chapter** illustrates practical examples of GTZ's work on preventing gender-based violence.

We have avoided the use of footnotes to make the text more readable. Relevant sources are cited in the bibliography and a list of Internet links is provided to provide quick access to additional sources of information.

1. VIOLENCE AGAINST WOMEN: DIMENSIONS AND FIGURES

1.1 Definition of a worldwide phenomenon

In 1993 the UN General Assembly put forward a comprehensive definition of violence against women. The resulting Declaration on the Elimination of Violence against Women was duly adopted by the Assembly members and is by now widely used:

For the purposes of this declaration, the term "violence against women" means any act of gender-based violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private life.

Article 1

Violence against women shall be understood to encompass, but not be limited to, the following:

(a) Physical, sexual and psychological violence occurring in the family, including battering, sexual abuse of female children in the household, dowry-related violence, marital rape, female genital mutilation and other traditional practices harmful to women, non-spousal violence and violence related to exploitation;
(b) Physical, sexual and psychological violence occurring within the general community, including rape, sexual abuse, sexual harassment and intimidation at work, in educational institutions and elsewhere, trafficking in women and forced prostitution;
(c) Physical, sexual and psychological violence perpetrated or condoned by the State, wherever it occurs.

United Nations. Declaration on the Elimination of Violence against Women. 1993

It should be added here, that although women and girls are in most cases the victims, men and boys can also be the target group of gender-based violence, such as in the case of sexual abuse or "gay-bashing". Furthermore, men are not always the perpetrators; but women also commit gender-based violence either against men, or against other women. However, there exists broad empirical evidence that the huge majority of perpetrators of gender-based violence are male, whilst most of the victims are female. With this in mind, this publication concentrates on violence against women and girls as the predominant form of gender-based violence.

1.2 Scale and dimensions of the problem

Violence against women exists in every country of the world. It affects every segment of society and is prevalent among all age groups. Irrespective of differing cultural contexts,

many perpetrators of violence against women count on the fact that their behaviour will receive little censure from within their community.

Statistics suggest that violence against women is astonishingly pervasive. Overall, it is estimated that one in three women worldwide will suffer some form of gender-based violence within the course of their lifetime. Forms of abuse include beating, rape, assault, trafficking, murder, humiliation, restriction of social contacts and mobility, harassment or being forced to undergo so-called "harmful practices" such as female genital mutilation (UN Commission on the Status of Women, 2/28/00). The following sections outline the specific forms and types of violence against women. Using the categories set out in the **Declaration on the Elimination of Violence Against Women**, the figures relating to the prevalence of these forms of violence are also considered.

a) Violence occurring within the family and between intimate partners

Domestic violence is a very serious and widespread problem. A study by the United States Centres for Disease Control and Prevention revealed that battery is the greatest single cause of injury among American women, accounting for more emergency room visits (over one million per year) than car accidents, muggings and rapes combined.

However, evidence also suggests that when a woman breaks out of a violent relationship she can risk further persecution or even death. The World Health Organization estimates that male partners are responsible for 40 - 70% of female homicides worldwide (WHO, 2002). In Zimbabwe, a study by Getecha and Chipika (1995) revealed that domestic violence accounts for more than 60% of murder cases dealt with by the high court in Harare.

The family also plays a decisive role in determining whether women are subject to socially sanctioned forms of violence against women. For example, the Office of the High Commissioner of Human Rights estimates that around 130 million girls and women worldwide are victims of female genital mutilation (FGM).
A further two million undergo some form of FGM every year and an unknown number die as a result of this practice. Asides from acute and immediate health complications, FGM is also known to have long-term consequences such as serious reproductive and sexual health complications, an increased risk of infection, and mental health problems.

Women can also risk abuse from family members acting in accordance with socially accepted notions concerning "family honour". According to the UN Special Rapporteur on Violence Against Women thousands of women and girls are killed by members of their own families every year in order to restore "family honour". Ultimately, these women are victims of patriarchal codes of conduct which condone killing women and girls as a punishment for breaking societal norms of accepted behaviour; for example, by becoming pregnant out of wedlock (e.g. "honour killings") or proffering an inadequate dowry (e.g. dowry crimes).

b) Violence occurring within the general community and at the workplace

In South Africa, 52,733 rapes and attempted rapes were reported to the police between April 2003 and March 2004. It is estimated that only one in twenty cases are reported. On this basis, the real number of incidents could total more than 1 million per year. According to police records, 41% of the rape victims in South Africa are under the age of 12. (Smith, 2004)

Sexual harassment at the workplace and in educational institutions is currently one of the most serious occupational hazards. A recent European Union survey based on 21,500 interviews and covering all member states showed that two percent (three million workers) had been subjected to sexual harassment during the past year (Di Martino, Hoel and Cooper, 2003).

Similarly, a survey in Nigeria revealed that young female graduates are routinely required to grant sexual favours before a potential employer is willing even to consider their academic credentials (Effah-Chukwuma / Osarenren, 2001).

Young people are especially vulnerable to workplace exploitation. According to the ILO, about 250 million children aged between five and fourteen and living in developing countries are subjected to forced labour. Girls in particular are subjected to extreme exploitation through illegal and informal work. As domestic workers, carpet weavers, industrial workers or prostitutes, these girls are at the mercy of their employers and have little prospect of a better future.

A large number of people are exploited through modern forms of slavery. Human trafficking is a flourishing trade that is comparable with the global illegal drugs and arms trade in its magnitude. Often, these criminal activities are linked. It is estimated that this activity yields annual profits of more than 30 Billion US-Dollars. The highest profits are to be made from human trafficking for the purpose of sexual exploitation. Recent ILO estimates suggest that the earnings gained specifically from this form of trafficking could be as high as 27.8 billion US dollars (ILO, 2005). Of the estimated 2.5 million men, women and children who are trafficked internally and across international borders each year, the majority are women and girls (ILO, 2005). Most of the victims are exploited in the sex industry or for the removal of organs. Many are used as cheap labour, either through forced marriage or adoption.

c) Violence perpetrated or condoned by the State

In many countries (e.g. Afghanistan, India and South Africa), girls are forced to undergo a virginity test if they are victims of sexual assault or if they want to do special training or certain jobs. This practice continues even though it has been proven that the forcible examination of the genitalia to look for damage to the hymen, involves pain, humiliation, and intimidation. It is also ineffective as a test for virginity or rape. Recently, virginity testing is seen as a way to curb women's sexual activity before marriage and, therefore, as a means of combating the HIV/AIDS epidemic – this is particularly common in Africa. (AI, 2004)

Government sterilization policies are a clear illustration of gender-based violence perpetrated by the State. For example, the Peruvian government imposed sterilization quotas between 1996-1998; this lead many women to be sterilized without their informed consent. (AI, 2004 (2))

Governments can also condone violence against women by tolerating the existence of institutionalised forms of violence within its various institutions. This is particularly true in relation to the police force: according to Amnesty International, thousands of women held in custody worldwide are routinely raped whilst in police detention centres. (AI, 2000) Increasingly, civilians become victims of wars and armed conflicts. As a recurrent deliberate act of war, women and girls are systematically raped to destroy the dignity or even the existence of peoples. Using sexual violence as a war strategy, militant groups not only aim to cause pain to women and girls; they also target their fathers, husbands or sons, by seeking to prove to them that they are unable to protect their daughters, wives and mothers. In doing so, they diminish men's reproductive and sexual self-esteem, particularly when they impregnate women who "belong to the enemy". Spreading HIV/AIDS can also form part of these war strategies. In this way, violence against women is used to destabilise societies and break down resistance.

According to the United Nations High Commissioner for Refugees, around 80% of all refugees are women and children. Mass rape has been extensively documented in recent civil conflicts and has been used systematically as an instrument of torture or ethnic domination.

1.3 Violence within the female life cycle

Gender-based violence (GBV) affects the entire life cycle of women. At any point in their lives women can be subjected to forms of violence such as the threat of sexual assault, rape or incest. While boys are also at risk, the possibility that girls are raped or sexually assaulted is much higher than it is for their brothers. Furthermore, those inflicting violence on women are as diverse as are the opportunities to abuse; the perpetrators can be family members, those in positions of trust or power, or even strangers. Often women are confronted with interdependent und cumulative patterns of violence, when physical, economic and emotional forms of violence reinforce each other.

The fear of violence, including harassment, is not only a permanent strain on the self-esteem and confidence of women, it also negatively influences their mobility and access to resources, as well as their basic social, economic and political activities.

Violence against women has an intergenerational impact: boys and girls learn and reproduce largely in accordance with the gender-roles demonstrated by their parents. Indeed, men who witness and experience violence as children are more likely to use violence against their own spouse or children. By the same token, women who witness and experience abuse as children are more likely to become victims in their adult life. Interestingly, women who have undergone female genital mutilation are also more likely to advocate or allow FGM to happen to their female relatives.

It is important to note that there are some specific forms of violence against women, which only occur within a specific cultural setting. Examples of this are: dowry-related violence; female infanticide and selective abortion of female foetuses; honour killings; and female genital mutilation. Although there is undeniably some cultural variation in violence, one has to keep in mind that gender-based violence has universal features. Violence is a structural problem in many societies of the world even if there are differences in the forms in which this abuse of power is manifested. The following table shows a classification of the various forms of gender-based violence that can take place within the female life cycle.

Violence in the female life cycle

Pre-natal

- Sex-selective fertilisation
- Sex-selective abortion
- Violence against pregnant mothers which affects the foetus

Infancy

- Female infanticide
- Unequal access to food and medical care
- Neglect
- Genital mutilation
- Incest and sexual abuse

Childhood

- Genital mutilation
- Incest and sexual abuse
- Unequal access to food, medical care and education
- Child labour, child prostitution and trafficking

Adolescence and Reproductive Age

- Incest and sexual abuse
- Dating and courtship violence
- Economically coerced sex
- Forced marriage
- Rape
- Marital rape
- Sexual harassment and abuse on the way to, or from, school/ the workplace
- Sexual harassment and abuse at school/at the workplace
- Denial of sexual self-determination, like using contraceptions and other family planning methods, denial of safe sex in times of HIV/AIDS
- Forced prostitution and trafficking
- Psychological abuse by partner and relatives
- Physical abuse by partner and relatives
- Dowry-related crimes and murder
- Honour killings
- Forced sterilization
- Forced abortion
- Abuse and rape of women with disabilities
- Persecution of lesbians
- Abuse and exploitation of young widows
- Repeated genital mutilation after child birth (infibulation)

Old Age

- Abuse of widows
- Accusation and rituals related to witchcraft
- Forced "suicide" or homicide of widows for economic reasons
- Neglect of older women
- Psychological abuse by partner and relatives
- Physical abuse by partner and relatives
- Rape
- Sexual harassment

2. EXPLAINING VIOLENCE AGAINST WOMEN

2.1 Violence and gender

There are numerous reasons why violence exists and there are many different expressions of violence. In a recent seven-volume work on violence and freedom, one author establishes nearly twenty different categories and justifications to explain violent behaviour. Most of these justifications are formulated in the form: "in defence of...X" (Vollmann, 2003). Within this framework, violence is justified in defence of one's homeland, as self-defence, or in defence of class, creed, honour, authority, race and culture.

It is worth considering here how violence against women might fit into such a framework. Why are men overwhelmingly responsible for perpetrating violence against women? The causes behind men's violence towards women and girls must be related to how individuals are taught to be men or women, as well as the subsequent gender differences that these perceptions bring about. Therefore, the causes of violence against women are rooted in gender concepts, inequalities and hierarchies.

The term 'gender' is used to describe a set of qualities and behaviours that societies expect from men and women. These expectations stem from the idea that certain qualities, behaviours, characteristics and roles are "natural" for men, while other qualities and roles are "natural" for women. However, rather than being natural or biological, gender is created; it is socially defined and learned. Gender concepts are part of social, political and economic transformation processes. Therefore, gender roles are influenced by families, schools, the media, civil society and the state. For this reason, governmental institutions as well as non-governmental organisations can contribute to transform gender hierarchies. Sophisticated policies and legal frameworks are important for this purpose because contradictory or competing gender concepts often co-exist within such transformation processes, e.g. religious or traditional legitimation of gender hierarchies versus human rights approaches. In each individual context, one should first study the specific situation in order to give the best possible support to the change agents, e.g. through development cooperation.

Many gender norms that are widely accepted around the world are based on a set of beliefs that tend to value men over women. In general, the roles and traits associated with men are seen as more valuable than those associated with women. As a consequence, male roles are often seen as worthier of higher pay and status. This shows how gender hierarchies are part of the wider economic and social power relations.

Thus, gender helps to shape hierarchies and fosters inequalities. Gender is about power relations between the sexes that tend to privilege men over women and attach preference to some groups over others; e.g. heterosexuals over gay, bi-sexual, lesbian or trans-gendered individuals. Violence against women acts as a "policing mechanism" to create, manifest, defend or reinforce these unfair hierarchies. Therefore, justifications of violence against women are a defence of the current, unequal gender norms and socio-economic power structures in public and private spheres.

2.2 Violence and male role models

Men are not innately violent towards women and children; rather, they become violent as a result of beliefs and norms about what it means to be a man. When looking at male violence it is worth examining two aspects of men's gender norms in particular. The first is men's sense of "entitlement" to certain privileges over women, while the second concerns some of the most common masculine norms, i.e. the widely accepted ways men are supposed to behave and the specific roles they are expected to fulfil.

Men and boys are taught that they are entitled to different types of privilege over women. Examples of male advantages can include: greater power and access over women in the public sphere, control over their economic

activities, income and mobility; and an entitlement to sex, obedience and other services (e.g. childbearing, cooking, care taking and cleaning) from them within the home.

To differing degrees boys and men in different societies learn that it is acceptable to use violence against women to assert these "entitlements". For example, the 2002 WHO World Report on Violence and Health states that "the events that trigger violence in abusive relationships are remarkably consistent. They include disobeying or arguing with the man; questioning him about money or girlfriends; not having food ready on time; not caring adequately for the children or home; refusing to have sex; and suspecting a woman of infidelity (WHO report summary, p. 15)." In fact, many men explain their own violent behaviour as a result of the women's faults and deny any responsibility. In many societies contradictory moral systems allow men to have extra-marital affairs and to be convinced to be good husbands and fathers at the same time. If their wives demand family support and criticise their husbands' spending on girlfriends many men react with violence.

Aside from a sense of privilege, gender norms play an important part in socialising men to use violence. Most people, regardless of where they live, can list specific characteristics and roles that are attributable to women and men. These characteristics do not relate to any particular man or woman, but to a generalised notion of what society expects men and women to be.

The world's rich cultural diversity has created many different expressions of gender norms. However, there are also many common elements that are shared across cultures. These "dominant" gender norms are essentially idealised visions of how women and men should behave. Various social pressures and "policing mechanisms" act to enforce these restrictive roles and behaviours on women and men. As a consequence, people – and particularly women – often have little choice in how they choose to interpret these norms.

Many of the norms commonly associated with women have a tendency to relegate them to "caring roles" and to seek to ensure that women remain passive and weaker in relation to men. Whether they have children or not, women are expected to take care of households, children and the sick, as well as fulfilling other supportive and care-giving roles in the workplace and at home. In many instances, women are also socialised to be sexually attractive and compliant to men. In contrast, dominant masculine norms prize strength, courage and the ability to control situations and emotions. Men are expected to be successful providers and protectors of the family. In short, they are supposed to be strong warriors, decisive leaders, attractive, wealthy and powerful. Frequently men are also socialised to feel entitled to privileges over women such as higher status and better pay; as well as the ability to command respect and pleasure from women.

How do these dominant gender norms affect men's perceptions of violence? Being raised to be "brave" and "in control" is key to understanding men's use of violence. When threatened, such attributes can also translate into a readiness to fight and to use violence to assert control. Indeed, a sense of entitlement to women's respect and affection is a key factor motivating some men to use violence and rape when they feel that these "rights" are being withheld.

These dominant gender norms help to explain why the victims and perpetrators of all forms of violence are usually men – and especially young men. In general, men fight more than women, be it in wars, in the home, at school or in the street. Militaries around the world are almost always composed of men. It is also primarily men who are drafted into civil conflicts or who perpetrate acts of terrorism. Overall, evidence shows that men use weapons more than women and are more likely to be imprisoned or murdered. Men are also more likely to be violent towards themselves. For example, statistics show that men commit suicide more often than women.

These dominant notions of masculinity present numerous challenges to men in the public and private parts of their lives. If men do not "succeed" in being masculine in the public domain – i.e. by achieving status, economic gain and/or security – they may resort to intimate partner violence within the private sphere (Greig et al., 2000). As researchers from South Asia have commented, "For all castes and religions, domestic violence frequently is linked to men's failure, either real or perceived, to fulfil masculine roles. Such failure is compounded when wives react to a husband's failure by challenging his misconduct. Both the failure itself and the wife's challenges, which undermine his masculinity, make the husband feel humiliated" (Kumar et al., 2002).

This same set of restrictive gender norms leaves many women with a limited choice of roles in the public sphere or within family and private relations. This is especially the case in post-conflict societies, where concepts of violent masculinity predominate. It is always important to take the political and social developments as well as the current power structures into account.

2.3 Social factors contributing to violence against women

Violence against women is not simply perpetrated by individual men operating within in a vacuum: violence has structural, as well as personal, roots.

On a personal level, violence against women stems from the pressures, fears and stifled emotions that lie beneath many of the dominant forms of manhood. Personal experience adds to these factors: individuals experience and learn about violence through the family, the media, the community and/or other institutions. For example, there is a strong correlation between violent men and men who have witnessed violence against their mother as a child or who have experienced abuse themselves. There is also a strong correlation between men's violence and age. Various surveys of different regions of the world have revealed that most violence against women in relationships is committed by men under 40. By contrast, men over 60 are much less likely to be violent towards women.

However, gender norms are structural: they are defined and maintained across all levels of society. The factors that shape and sustain dominant gender norms – and, therefore, the imbalances between women and men – are the same issues that foster contexts where violence against women is allowed to take place. These factors can be mapped across the environment in which violence against women occurs, i.e. the context in which men and women use and experience violence. To understand the inter-relationships between the different factors, it is helpful to start by analysing how the surrounding social environment contributes to, and reinforces, men and women's behaviour and attitudes.

Looking at different levels of society, the following list sets out some of the factors that help to create an environment where violence against women is able to take place:

For individual men

Many aspects of an individual's attitudes and behaviour, as well as past experiences, can influence his risk of using violence.
These include:

- Witnessing violence against women as a child
- Experiencing sexual abuse or child abuse
- Lack of positive role models
- Sense of entitlement and control over women
- Social isolation and depression
- Alcohol and drug use
- Attitudes and beliefs supportive of sexual violence
- high potential for aggression and violence
- perception of violence as an accepted way to safeguard individual interests
- violent behaviour is an integral part of the positive self-image
- fear to loose control over situations
- lack of self-confidence /little self-esteem

In intimate and family relationships

People in an individual's closest social circle – e.g. peers, partners, and family members - all have the potential to shape that person's behaviour and experience. Factors that increase the risk of violence within intimate/family relationships include:

- Attitudes of entitlement and male privilege
- Conflicts about power and control within intimate relationships
- Patterns of poor interpersonal communication
- Male dominance in a relationship or family setting
- Economic stress, unemployment
- Emotionally unsupportive family environment
- Family honour considered more important than the health and safety of individuals
- Lack of peaceful strategies for conflict solving.

In communities

Community environments such as villages, schools, workplaces, and neighbourhoods, all help to shape an individual's behaviour and beliefs. Factors that increase the risk of violence within these arenas include:

- Living in communities that tolerate violence against women
- Attitudes and gender norms prevalent in the community that support violence against women
- Gender socialisation that promotes unequal power between men and women
- Lack of support from police and the judicial system
- Weak community sanctions against violence against women
- Poverty and economic inequality
- Little or no community engagement in violence prevention
- Sanctions against use of violence are almost non-existent
- Lack of measures for the prevention of violence by governmental institutions, religion and the media.

In society at large

Broader societal forces, such as economic interests, social norms, cultural beliefs, laws and policies, institutional practices, and political ideologies, heavily influence personal relationships and community interactions. Risk factors that contribute to violence against women at this level include:

- Historical and societal patterns that glorify violence, and particular violence against women
- Traditional gender norms that support male superiority and sexual entitlement
- Weak institutional responses to violence against women
- Religious or cultural belief systems that support expressions of violence against women
- Economic and social policies that create or sustain gaps and tensions between groups of people
- Stereotyped portrayal of women and men in the media
- Sexist reports on gender based violence and a high level of violent and dehumanising pornography
- Weak laws and policies related to violence against women
- Weak laws and policies related to sexism and homo phobia
- No enforcement of international legislation
- High levels of crime and other violence and all forms of sexual exploitation
- Militarism and warfare during conflict as well as in post-conflict situations
- Lack of peaceful strategies to solve conflicts.

It is clear that violence against women is rooted in prevailing hierarchical gender norms. However, it is equally apparent that these norms are unavoidable. Gender is shaped by personal behaviours and interpersonal relationships, as well as institutional and societal structures; no matter where you come from, gender is a fundamental part of your life. However, violence against women is all around us too; the sheer pervasiveness of dominant gender norms should not foster a sense of complacency about addressing their negative consequences. Interventions by governments and by non-governmental actors are possible and they can be encouraged and supported by development cooperation.

2.4 Dispelling myths

It is necessary to dispel certain myths about violence against women. Many people do not see (or want to see) that violence happens in their own communities or that it happens to "people like them". Some still consider violence against women a private matter, the business of spouses, partners or other family members. Others find it hard to put a familiar face on abusers, and hold on to the notion that some other type of person is responsible for carrying out acts of violence or rape.

It is hard to imagine people we know abusing their partners or assaulting someone sexually. However, statistics on violence emphasize that such forms of violence are remarkably prevalent in all communities. There are men in almost all cultures, classes, castes, religions and locations, who are responsible for acts of violence against women. Social, economic or educational success does not exempt someone from violent behaviour; most cases of sexual abuse and rape are committed by men who are personal acquaintances of the victim and tend to be from the same social group and background. Many people also have a tendency to characterise violence as a consequence of poverty or alcohol abuse. However, this interpretation misses out many of the deeper connections between gender and violence. Misconceptions about the origins and nature of violence are widespread. A study by the European Commission invited various EU citizens to choose from twelve most likely causes of violence. The results showed that 75% of EU citizens participating in the study believed that violence was caused by poverty and social exclusion, while only 59% gave priority to "the way power is shared between the sexes". (EC Women's Information Sector, 1999)

Individual acts of violence can be triggered by different circumstances such as the pressures of unemployment or living in poverty, or issues like alcohol or drug abuse. However, these "triggers" are not the underlying causes of violence against women. Gender norms and their resulting systems of power and belief are key to creating an environment that allows violence against women to take place. Yet it is important to remember that people as well as organisations, institutions and the media are ultimately responsible for constructing and maintaining these gender roles. As such, the current system of norms should not be viewed as an immutable system of ideas.

2.5 Opportunities for change

Achieving gender equality will not necessarily end all violence. However, moves towards establishing a more equal balance of power between the sexes are an important step towards reducing violence. Both men and women have a great deal to gain from a more peaceful, non-violent world. Indeed, men are victims to many forms of violence - primarily through other men. Despite the prevalence of dominant gender norms related to sexism and unequal power among women and men; societies and cultures also promote some masculine and feminine roles that are positive, non-violent and more gender equitable.

At different times in their lives, men are children, fathers, caregivers and nurturers. Men fulfil vital peace building and care giving roles not only for their families but also for their communities and societies as a whole. By drawing on more diverse notions of masculinity,

men and boys can take an active role in changing the norms and behaviours that support the use of violence.

Furthermore, in many societies, women are increasingly taking on leadership and decision-making roles within all spheres of society. In order to inspire real change in the amount of violence in the world, it is important for the ongoing advancement of women to continue developing and gaining strength. An expansion of gender roles for both women and men cannot only help prevent violence, it can promote a greater degree of opportunity and choice for all individuals.

3. THE INTERNATIONAL HUMAN RIGHTS FRAMEWORK

3.1 Recognizing violence against women as a human rights violation

At present there are a large number of international agreements and national laws that prohibit gender-based discrimination and violence against women and girls. This achievement was brought about by long and persistent lobbying by women's and human rights organisations.

For more information:
Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW)
http://www.ohchr.org/english/law/cedaw.htm

At the beginning of the UN Decade for Women (1975–1985) violence against women had not yet developed as an issue. Even the 1979 **Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW)** did not initially include any specific provisions relating to violence. It was almost fifteen years later, in 1992, that the CEDAW Committee finally adopted General Recommendation No. 19 on "violence against women". The recommendation defines violence as a form of discrimination against women and, therefore, as a violation of CEDAW. It emphasizes that because governments are responsible for eliminating all forms of discrimination against women by any person, organisation or enterprise; they are also committed to making every effort to combat violence against women, to punish these acts and to provide compensation. 1993 marked the defining moment in this debate. During the World Conference on Human Rights in Vienna, women's NGOs from all over the world mobilised and were successful in bringing about the formal acknowledgment of violence against women as a human rights violation:

→ **Article 18, United Nations, Vienna Declaration and Program of Action. 1993**
The human rights of women and of the girl-child are an inalienable, integral and indivisible part of universal human rights. The full and equal participation of women in political, civil, economic, social and cultural life, at the national, regional and international levels, and the eradication of all forms of discrimination on grounds of sex are priority objectives of the international community. Gender-based violence and all forms of sexual harassment and exploitation, including those resulting from cultural prejudice and international trafficking, are incompatible with the dignity and worth of the human person, and must be eliminated.

This position has been reaffirmed at the Cairo Conference on Population and Development (1994), the World Conference on Women in Beijing (1995) as well as each of the subsequent World-Summits.

For more information:
International human rights instruments and their monitoring bodies:
United Nations High Commissioner for Human Rights (UNHCR)
http://www.ohchr.org/english/law/index.htm
Implementation of the Beijing Platform for Action:
United Nations Division for the Advancement of Women – WomenWatch:
http://www.un.org/womenwatch/
Declaration on the Elimination of Violence against Women
http://www.ohchr.org/english/law/eliminationvaw.htm

Thus, the rights of women and girls form an inalienable and fundamental part of the universal human rights framework. The declaration clearly rejects cultural relativist critiques of human rights, which question the overall relevance of the international rights framework as a means of addressing the subordination of women. This viewpoint argues that some traditions are central to people's cultural history and, therefore, cannot be governed by any cross-cultural standards of right and wrong. By rejecting relativism, the declaration makes it clear that the international community will no longer accept arguments based on "culture" or religion as a means of excusing violations of women's rights.

In the wake of the Vienna World Conference on Human Rights, the General Assembly of the United Nations adopted the **Declaration on the Elimination of Violence against Women** (1993).

Although the Declaration is not legally binding but a political commitment for signatory states, it provides an interpretation of existing human rights guarantees taking into account the specific situation of women to our understanding of human rights, as laid down in various, legally binding UN Covenants. These include:

- The right to life, and the right to liberty and security of persons (Articles 6 and 9 of the International Covenant on Civil and Political Rights)
- The right to just and favourable conditions of work (Article 7 of the International Covenant on Economic, Social and Cultural Rights, Article 11 of CEDAW).

The Declaration supplements important aspects of CEDAW and is a milestone in it's own right. Crucially, the Declaration essentially contributed in making violence against women an issue of public concern. Prior to the Declaration, the strict distinction between 'public' and 'private' affairs had long been used to prevent domestic violence from being recognised as a crime equal to other, more "public", forms of violence such as rape, torture and murder.

In 1994, the United Nations appointed a **Special Rapporteur on Violence against Women,** who is attached to the Office of the High Commissioner for Human Rights. The Rapporteur is responsible for drawing up analyses and reports on gender-based forms of violence and recommending ways of eliminating these practices. In August 2003, Ms Yakin Ertürk (Turkey) replaced Ms Radhika Coomaraswamy (Sri Lanka), who had been Special Rapporteur since 1994.

A 21-article **Optional Protocol to CEDAW** also came into force at the end of 2000. The Protocol entitles the CEDAW-Committee to consider petitions from individual women or groups of women who have exhausted all national legal channels. Once a complaint has been filed, the Committee has the authority to adopt provisional measures to protect the victim from further harm. The Protocol also allows the Committee to conduct its own inquiries into grave or systematic violations of the Convention. Importantly, the adoption of the Optional Protocol puts CEDAW on an equal footing with the International Covenant on Civil and Political Rights; the Convention on the Elimination of All Forms of Racial Discrimination; and the Convention against Torture and other Forms of Cruel, Inhuman or Degrading Treatment or Punishment; which all have similar complaints procedures. By January 2005, 71 states were party to the treaty and a further 22 had become signatories.

For more information:
Optional Protocol to the Convention on the Elimination of Discrimination against Women
http://www.ohchr.org/english/law/cedaw-one.htm
International Criminal Court
http://www.icc-cpi.int/home.html&l=en
UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children
http://www.ohchr.org/english/law/protocoltraffic.htm

The Rome Statute entered into force in 2001, establishing the **International Criminal Court**. The Statute is a landmark piece of legislation, which provides international legal recognition that rape is not just a crime against personal dignity, but that it is also a war crime or a crime against humanity. In addition, forced pregnancy, enforced sterilization, sexual slavery, enforced prostitution and any other form of sexual violence of comparable gravity were also included as crimes against humanity. (Article 7)

The **UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children** entered into force at the end of 2003, providing a key supplement to the Convention on Transnational Organized Crime. Trafficking is viewed as a contemporary form of slavery that involves a variety of acts, actors, means and exploitative purposes. Consequently, the Protocol contains provisions that are intended to ensure that trafficked persons are not treated as criminals but as victims of crime. Such individuals are, therefore, entitled to forms of human rights protection such as temporary resident status and temporary shelter; medical and psychological services; as well as access to justice and compensation/restitution.

In 2004, the United Nations appointed a **Special Rapporteur on trafficking in persons**, with a particular responsibility for addressing trafficking issues concerning women and children. Sigma Huda will hold the post for three years and submit annual reports to the Commission on Human Rights with recommendations on measures required to uphold and protect the rights of trafficked people.

The recognition of women's rights as universal human rights makes signatory states responsible for ensuring that women can exercise their human rights without hindrance. Importantly, such provisions raise women's status from "supplicants" and "victims", to that of equal members of society, entitled to specific legal rights.

3.2 Bringing human rights home: regional conventions, agreements and institutions

During the 1990s the women's movement was especially active in pushing for regional versions of the key international conventions, agreements and institutions relating to women's rights. These activities mirror the general trend towards securing greater ownership of the national policy agenda.

For more information:
Inter-American Convention on the Prevention, Punishment and Eradication of Violence against Women
http://www.oas.org/juridico/english/Treaties/a-61.htm
International Criminal Tribunal for the Former Yugoslavia
http://www.un.org/icty/
Council of Europe Convention on Action against Trafficking in Human Beings
http://www.coe.int/T/E/human_rights/trafficking/
African Charter on Human and Peoples Rights on the Rights of Women in Africa
http://www.achpr.org/english/_info/women_en.html

In 1994, the **Inter-American Convention on the Prevention, Punishment and Eradication of Violence against Women** (also known as the Convention of Belém do Pará) was adopted by member states. The Convention declares that every woman has the right to be free from violence in both public and private spheres. In particular, the standard of due diligence, i.e. the efforts made by a state to implement a right in practice, has been explicitly incorporated into the Convention. In 1996, the International Criminal Tribunal for the Former Yugoslavia issued its first ruling, recognising rape and other types of sexual violence as war crimes and crimes against humanity, including torture and slavery. In 1998, the U.N. International Criminal Tribunal for Rwanda was the first international tribunal to judge collective rape as a form of genocide.

More recently, the Council of Europe adopted **the Council of Europe Convention on Action against Trafficking in Human Beings** in May 2005. This Convention is based on a strong human rights perspective and is now open for signature to 46 member states (including 21 countries from Central and Eastern Europe).

The **Protocol to the African Charter on Human and Peoples Rights on the Rights of Women in Africa** (Maputo Protocol) was adopted in 2003. It covers a broad range of women's rights including the protection of women from all forms of violence (including sexual and verbal violence) as well as the right to dignity and the right to life and the integrity and security of the person. Importantly, the Protocol explicitly forbids FGM. The Protocol entered into force on November 25, 2005.

In May 2005, Bangladesh, Bhutan, India, Pakistan, Maldives, Nepal and Sri Lanka adopted the **Islamabad Declaration: Review and Future Action celebrating Beijing Plus Ten, 2005** at a South Asia Regional Ministerial Conference in Pakistan. The Declaration calls on countries to develop two-year action plans to help implement the Beijing Platform for Action in five priority areas: violence against women, health, education, political and economic empowerment of women, and disaster preparedness and management. (UNIFEM currents, 2005)

4. VIOLENCE AGAINST WOMEN AND THE MILLENNIUM DEVELOPMENT GOALS

In 2000, the international community pledged to halve the number of people who live in extreme poverty by the year 2015. The resulting Millennium Declaration was followed by the establishment of the Millennium Development Goals (MDGs). Importantly, the MDGs set out clear deadlines to use to monitor progress towards meeting these targets. "Gender equality" is included as a specific development goal. Moreover, the Millennium Declaration recognises the importance of gender equality for the achievement of all of the MDGs and, therefore, adds a renewed urgency to efforts to eradicate violence against women:

"Men and women have the right to live their lives and raise their children in dignity, free from hunger and from the fear of violence, oppression or injustice." To achieve this, it is necessary to "combat all forms of violence against women and to implement the Convention on the Elimination of All Forms of Discrimination against Women." (Millennium Declaration, 2000)

The UN Millennium Project Task Force on Education and Gender has identified the eradication of violence against women as one of seven strategic priorities that constitute the minimum necessary to empower women and alter the historical legacy of female disadvantage that is evident in most societies. (UN Millennium Project, 2005).

In the following sub-sections we will illustrate the significance of preventing and eliminating violence against women in order to meet the Millennium Development Goals.

→ **Goal 1: Eradicate extreme poverty and hunger**

4.1 Violence against women generates poverty

Studies in individual countries show a high correlation between preventing violence against women and achieving sustainable poverty reduction. Violence against women produces direct costs to individuals, families and to society. In particular, it is important to recognise the high cost of providing medical and legal care to victims, as well as the negative impact of violence on labour productivity. In addition, society also has to spend significant resources on prosecuting offenders.

According to the Inter-American Development Bank, domestic violence alone incurs health care and rehabilitation costs that run into millions. Women who are victims of violence suffer from serious health problems much more frequently than women who have not been harmed. Amongst women with comparable health problems, the healing process for women who have experienced violence is slower and more costly than it is for those who have not. Victims of violence also spend less time working or tend to have been less productive. As a consequence, these women are often unable to support their families economically. A study in Managua (Nicaragua) concluded that abused women earn over 40% less than women who have no experience of violence.

Similarly, 16% of a representative survey on domestic violence in Cambodia reported that in the past year they had lost income as a result of domestic violence.

A study commissioned by the New Zealand government in the early to mid 1990s indicated that national spending on measures related to violence against women (e.g. medical care, criminal justice, courts, prisons, protective measures, loss of income, etc.) is more than the income earned from the country's single most important export product: wool.

Research in other countries supports the New Zealand findings. For example in America, a report by the US Centres for Disease Control and Prevention (2003) estimated that the health-related costs of rape, physical assault, stalking, and

homicide committed by intimate partners, exceeded $5.8 billion each year. Of this total, nearly $4.1 billion was needed for direct medical and mental health care services, while productivity losses accounted for nearly $1.8 billion. In addition, a recent report on child abuse estimated the direct and indirect costs incurred by society amounted to $94 billion every year, or $258 million a day.

Many states are not able to provide the money necessary to fund social security and preventive health care systems that can provide adequate support to victims of violence. As a consequence, much of the financial burden of violence is borne by the victims themselves.

In Canada, a nationwide study demonstrated that 30% of abused women give up work completely and 50% are temporarily unfit for work. Sexual harassment in the workplace also has similar results: women who are harassed at work experience anxiety and stress; are more likely to take time off due to sickness; are less efficient at work; or choose to seek other employment. Furthermore, sexual harassment can also adversely affect women's employment prospects both in the short and long-term; for example, if they are forced to change jobs at short notice. A study in the US estimates that federal employees lost US$ 4.4 million in wages from 1992-1994 because of sexual harassment. (U.S. Merit Systems Protection Board, 1995).

A study undertaken in Chicago found that women with histories of domestic violence were more likely to have experienced spells of unemployment; tended to have a higher job turnover; and suffered more frequently from physical and mental health problems that could affect their job performance. In addition, these women tended to have lower incomes and were much more likely to require public assistance (Lloyd and Taluc, 1999).

Gender based violence impairs women's economic activities and income generating strategies in the formal and informal sectors. Their ability to earn an income of their own and to care for their families is limited. Nevertheless, caring for children and elderly people is usually a women's obligation; these duties are becoming especially hard to bear given the HIV/AIDS-pandemic. Thus, gender-based violence intensifies the feminisation of poverty.

4.2 Violence against women hampers education

Physical and psychological violence has many physical, mental, and emotional consequences for children. These implications can harm their development and can damage their potential to develop into healthy adults and productive members of society. Children may be physically injured as a result of domestic violence. In particular, those exposed to domestic violence, incest and harmful traditional practices like female genital mutilation, may also experience long-time psychosomatic problems such as sleep and eating disorders or physical complaints, which have no clear medical cause. Moreover, these children often experience problems at school. For example, they frequently find it harder to concentrate than other children, they often have low self-esteem and they are regularly missing from school due to health problems. In the long-term, abused children are also likely to do worse academically and there is a greater likelihood that they will drop out of school altogether.

FGM has an especially clear impact on the education of girls. Having undergone FGM, girls often drop out of school and are married at a very young age. Circumcision may also cause the girls to lose confidence and to feel inferior to boys. It has also been found that circumcised girls are more likely to be absent from school as a consequence of certain health complications that are

related to having undergone FGM (e.g. problems during menstruation). Many girls go through traumatic experiences, which are intensified by the fact that their mothers don't prevent their circumcision. As a result, they lose trust in their closest family members. Girls also run a higher risk than boys of being raped or abducted both on the way to, and during, school. For that reason, many parents are afraid to send their daughters to school. It is a bitter irony that while primary education is promoted as a means of advancing greater female equality, the school itself is often the very place where girls risk experiencing violence.

Goal 3: Promote gender equality and empower women

4.3 Violence against women imperils gender equality

Violence against women is one of the most visible outcomes of gender inequality and women's lack of empowerment. Therefore, it is impossible to achieve the third Millennium Development Goal as long as such abuse persists.

Violence can have a devastating effect on a woman's physical and mental well being and can have lifelong psychological impact. Abuse affects all spheres of women's lives; it erodes women's self-confidence and self-esteem and thus contributes to low female participation in politics and key decision-making processes. It can also severely impair women's active involvement in economic, social and family affairs. This, in turn, reduces women's chances of changing the structural causes of gender-specific discrimination and violence against women.

A study in Mexico found that men's threats to their wives were a major reason why women stopped participating in development projects. Frequently, the men perceived their wives' growing empowerment as a threat to their control and beat their wives in an attempt to stop this erosion of their power. (UNIFEM, 1992) In Papua New Guinea, some husbands have prevented their wives from attending meetings by locking them in the house or by chasing them and dragging them home (Bradley, 1994).

To avoid violence, many women constantly monitor and censor their behaviour to suit what they think will be acceptable to their partners. Ultimately this has the effect of "making women their own jailers" (Bradley, 1994). For example, in Papua New Guinea, a study by the Department of Education found out that a fear of increased spousal violence was one of the main reasons female teachers gave to explain their decision to turn down a promotion (Gibson, 1990).

Empowerment and gender equality are interrelated but not identical: empowered women are able to control their own destinies. If women and girls are to live their life without fear of coercion and violence, they not only need to have equal access to resources and opportunities, they also need to be able to exercise control in all areas of their daily life.

4.4 Violence against women can kill infants

Gender-based infanticide, abortion, malnutrition and neglect are believed to lie behind the 60 million to 100 million women who are 'missing' from world population estimates. In some contexts, sons are looked upon as a kind of insurance for the survival of the family and as providers of old age security, whereas girls are seen as a burden. The institution of dowry can also strengthen the preference for male offspring. Essentially, dowry obliges the family of a prospective bride to pay enormous sums of money to the family of their daughter's prospective groom. This practice is especially common in China, India, Taiwan, Korea and Pakistan. However dowry practices also exists, albeit to a lesser degree, in Egypt, Jordan, Libya, Morocco, Syria, Tunisia, and Turkey; as well as in parts of Africa like Cameroon, Liberia, Madagascar, Senegal, and Nigeria. Ultrasound and amniocentesis are often used to determine the sex of a child and then abort the female foetus. Where abortion is not available, infanticide or abandonment of the newborn child can occur. In most countries in the world there are approximately 105 male births compared with 100 females. In India, there are less than 93 women compared with 100 men in the population. The sex ratio of children in the up to six years age group is even lower: 927 girls to 1000 boys (CBS news, 09.02.05). China shows a similar picture.

In some regions, discrimination in health care also cuts short the lives of unwanted girl children. In addition, food distribution in households is frequently skewed in favour of the male because it is the male who is viewed as the earner, or potential earner, in the family.

A child's survival and development is also affected by maternal depression. Research has shown that depression in childbearing women in the periods before and after pregnancy, results in a measurable decrease in child survival and a slower rate of child development.

In León in Nicaragua, researchers found out that the children of women who were physically and sexually abused by their partners were six times more likely than other children to die before the age of five.

The practice of female genital mutilation is also directly linked to child mortality: in some cases young girls die as a result of excessive bleeding or infections. Newborn babies also risk dying due to birth complications caused by female genital mutilation of their mothers. If the mothers are circumcised and HIV-positive, there is a very high risk that their babies will also become infected.

Goal 5:
Improve maternal health

4.5 Violence threatens the health of women and girls

The World Health Organization (WHO) and the World Bank have pinpointed violence against women as one of the major public health problems worldwide. It is difficult to determine the true impact of violence because medical reports tend not to give information about the causes of disease and injury. Nevertheless, the physical effects of violence against women include malnutrition, gynaecological problems, unwanted pregnancies and premature births.

A large survey of married men in Uttar Pradesh in India, showed that men who admitted to forcing their wives to have sex were 2.6 times more likely than other men to have caused an unplanned pregnancy. The abusive men were also more likely to have exposed their wives to sexually transmitted infections, principally because they were more likely than other men to have engaged in extramarital sex (Martin et al., 1999). The limited reproductive and sexual decision-making power of women is interrelated with economic dependence and internalised gender norms.

Importantly, pregnant women who have experienced violence are more likely to delay seeking prenatal care and are often unable to gain sufficient weight. These women are consequently more likely to miscarry or to have a baby with a low birth weight (Curry et al., 1998).

Violence is responsible for a sizeable proportion of maternal deaths. In India, a study of maternal deaths analysed data from over 400 villages and seven hospitals in three districts of Maharashtra. The findings revealed that sixteen percent of all deaths during pregnancy were due to domestic violence (Ganatra et al., 1996).

Women who have undergone female genital mutilation often face severe health complications during pregnancy and childbirth. Tough scar tissue may prevent dilatation of the birth canal and result in obstructed labour, which is hazardous and bears potentially fatal health consequences for both mother and baby: the mother may suffer lacerations, severe blood losses and the formation of fistulas, while the baby can suffer neonatal brain damage or death as the result of birth asphyxia (WHO, 2004).

Goal 6:
Combat HIV / AIDS, malaria, and other diseases

4.6 Violence against women accelerates the spread of HIV/AIDS

Women are physiologically more susceptible to the viral and bacterial agents that cause HIV/AIDS and other sexually transmitted diseases. In particular, victims of sexual abuse, trafficking and rape are especially vulnerable to infection. When women fear their partners they are also less likely to discuss methods of safe sex with them. As a result, those experiencing domestic violence are more susceptible to HIV infection. Studies in Kenya and Zambia seem to support this, finding that HIV rates were ten percent higher among married young women than among their unmarried female counterparts (Glynn et al., 2001).

A Tanzanian study of women at a voluntary counselling and testing service centre revealed that women who were HIV positive were 2.6 times more likely to have experienced violence in an intimate relationship than women who were HIV negative (Maman et al., 2000).

Thus, for many women, violence is a cause and a consequence of HIV/AIDS. It is also worth noting that women who

face additional stigmatisation that can lead to social exclusion, destitution, starvation and death.

The psychological consequences of violence are also severe. Violence meticulously undermines women's self-respect; women often begin to neglect themselves and tend to take greater risks in their sexual relations. A victim's health can also be impaired by post-traumatic depression, anxiety, sleeplessness and lapses in concentration, isolation, withdrawal, or resort to alcohol and drug abuse. Twenty-five percent of all cases of suicide among women and about sixty percent of all female murder victims are linked to domestic violence (UNICEF, 2000). Quite apart from the suffering caused to the individual, violence against women and girls occurs on a scale that places a heavy, even unmanageable, long-term burden on public health systems.

4.7 Ending violence against women within the national MDG process

Cambodia is a good example for a successful way to integrate measures to end violence against women into a national MDG strategy:

With the support of the German government, the government of Cambodia defined "Reduction of all forms of violence against women and children" as an additional key target within its national agenda to reach Millennium Development Goal 3 on Gender equality and empowerment of women. The following five indicators will be used to measure the success:

- "To have developed and implemented laws against all forms of violence against women and children, which are in accordance with international requirements and standards, by the year 2005.
- To start collecting annual statistics monitoring violence against women by 2005.
- To ensure that by 2015, 100% of the population is aware that violence against women is wrongful behaviour and a criminal act.
- To have developed and implemented a violence prevention plan by 2005.
- To ensure that by 2015, 100% of domestic violence cases are provided with counselling from qualified personnel."

The bilateral German – Cambodian Project: "Promotion of Women's Rights" supports the Cambodian Ministry of Women's Affairs in setting up the necessary activities and strategies for successful implementation and monitoring.

5. DEALING WITH VIOLENCE AGAINST WOMEN: GOOD PRACTICES FROM AROUND THE GLOBE

In the last eight years GTZ, on behalf of the German Federal Ministry for Economic Cooperation and Development, has supported more than 70 projects around the globe addressing violence against women and girls. This broad international commitment has allowed us to gain a wealth of experience that we wish to share with others.

Project partners have been governmental and non-governmental organisations, including traditional and religious structures, as well as the media. The areas of intervention can be broadly divided into:

a) initiatives aiming at improving responses **after violence has occurred** in form of professional support and recourse for individual victims or survivors of violence
b) activities focusing on the (long-term) **prevention** of gender-based violence by addressing its structural causes, i.e. social norms, awareness and behaviour related to the relationship between men and women.

Taking into account the importance of pursuing both curative and preventive strategies, our experiences underline the need for a multisectoral, multilevel and multi-actor approach.

Tangible and sustainable improvements require an appropriate legal framework and the institutionalisation of policies on violence prevention across sectors, accompanied by training and awareness-raising initiatives at the local and the national level. Key partners are to be found in the judiciary, the police force, education, health, social and internal affairs. In addition, support of non-state institutions, such as the media, churches, community organisations, and of course women's rights NGOs, is crucial.

To address the **structural causes of violence**, prevention work already has to start in schools, challenging common gender stereotypes, promoting a more balanced relationship between the two sexes. Especially boys need to learn that being a 'real man' does not necessarily imply dominant or violent behaviour, while girls have to develop their self-confidence and sense of autonomy. The media, and especially the mass media, play an important role in this context. Violent and pornographic movies celebrating the humiliation of women and girls as well as sexist reports on rape cases should not be broadcast any more. Media campaigns can help to inform people about the dramatic dimensions and effects of violence against women, stimulating a public debate on the topic.

Direct support and recourse for victims of violence should generally be provided by governments in sufficient quantity and quality. This implies that the services should be accessible for all, including women and girls with disabilities and minority groups. However, major shortcomings still exist and are often filled by NGOs offering shelter and providing legal, social and psychological counselling to the victims of violence. Whether the services are provided by the state or by civil society, it is a human rights obligation to respect the dignity, privacy, autonomy and self-determination of the victim.

The following chapters further explore the dimensions outlined above and show that, although the challenges are huge, there are opportunities and need for action at all levels.

5.1 Conducting qualitative research and establishing empirical databases

Gender-based violence has been receiving increasing attention worldwide. However, most countries still lack detailed data on the nature, prevalence and incidence of the various types of violence committed against women.

In March 2004, participants at a high-level round table of the Commission on the Status of Women (CSW) noted that: **"In certain areas, such as violence against women, methodological shortcomings and lack of reporting, or under-reporting, led to inaccurate data collection, and such unreliable or misleading information could lead to poor policies. Outdated data sometimes limit the usefulness of the information as a basis for policy-making. At times, there is a discrepancy between the types of statistics produced and the needs of policy makers."**

Therefore, there is a need for quantitative and qualitative research, which takes into account the cultural and regional differences in the prevalence and forms of violence against women. Differences in public perceptions and the level of social acceptance of violence against women are also important to note, as is the general attitude towards gender roles.

A sound data base, as well as quantitative and qualitative analysis, can be used to set policy priorities and to enable projects to tailor interventions according to the needs of different target groups (i.e. victims as well as perpetrators). The information can be used to identify new trends and emerging problem areas and to establish interventions, which respond to these issues. They can as well be a starting-point for further steps taken by women's organisations, like formulating CEDAW shadow reports and promoting women's participation in democratic processes.

Participative research methods also have an educational effect: for example, questions about the prevalence of violence against women can raise awareness and stimulate a debate about what is acceptable, and what legal and social measures can be used to abolish the practice.

Without adequate baseline data it will be hard, if not impossible, to evaluate whether the chosen strategies have achieved the desired impact.

In March 2005 in **Cambodia**, the GTZ-supported Project: "Promotion of Women's Rights", conducted a representative survey on domestic violence in collaboration with UNIFEM and the NGO East West Management. The study was conducted by Cambodia-based company "Indochina Research" and collected qualitative and quantitative data concerning attitudes towards violence against women in Cambodian society. Fieldwork was conducted in thirteen out of twenty-four provinces, building up a representative sample of 3300 Cambodian women and men.

For more information:
GTZ in Cambodia
http://www.gtz.de/en/weltweit/asien-pazifik/572.htm

A preliminary analysis of the data shows that while respondents felt that the use of violence is illegal, different forms were viewed with varying degrees of acceptability. This was especially true of instances when a husband is violent towards his wife. So-called "educational beating" was widely accepted, and adolescent boys in particular reported that physical responses to a disrespectful wife were acceptable. The survey offers a detailed insight into the prevalence of, and public perceptions about, domestic violence. Importantly, it includes information on the incidence of specific forms of abuse such as physical violence, emotional abuse and rape. These findings will enable the government of Cambodia to customise awareness-raising campaigns in order to target different sections of the population. They can also be used as a basis on which to measure the impact of future activities.

In **Malawi** in 2001, the GTZ supported project "Prevention of Gender-specific Violence" started its work by carrying out participatory research in specific project pilot areas. The survey collected the views of women and men of various age groups and social classes; as well as the opinions of relevant NGOs, the police and the ministries of justice and women's affairs. The research focused on the different forms and dimensions of gender-based violence common in Malawi. Focusing particularly on rural communities, the study also considered the level to which violence is accepted by women, men and children.

For more information:
GTZ in Malawi
http://www.gtz.de/en/weltweit/afrika/588.htm

Qualitative research methods such as in-depth-interviews, focus group discussions and observation, were backed up by statistical data collection in police stations and hospitals.
The findings highlighted that:

- The understanding of gender-based violence in Malawi encompasses physical, as well as psychological and economic violence. In general, physical violence is seen as an almost un-avoidable and unquestioned tool for solving conflicts. "Women, men and children have internalised the fact that "educational beating" is a necessary measure to become a responsible adult, or a wife." (Saur et al, Malawi 2003)
- In situations perceived as unjust and violent, local authorities are asked to intervene before the formal judiciary system is involved.
- The idea and means of non-violent conflict resolution are not widely known.

Based on the findings of the study, the project was able to identify the key actors involved in local conflict resolution and to develop specialized training measures for these individuals. In addition, traditionally accepted mediators were given further training, to enable them to recognize and defuse potential conflict situations early on and to refer victims to suitable institutions for support. Awareness-raising campaigns also tackled specific topics about gender-based violence in a culturally sensitive way and sought to stimulate attitudinal and behavioural change within the Malawian population.

In **Thailand**, the German government helped to train formerly trafficked women to carry out research on the current trafficking situation in the region.

For more information:
Project against Trafficking in Women
http://www.gtz.de/traffickinginwomen
SEPOM in Thailand
sepom2002@yahoo.com

According to figures published by the Thai Embassy in Japan, between 80,000 and 100,000 Thai women were working in the Japanese sex industry in 1993. The majority were illegal immigrants and thus easy prey for traffickers.

The Self-Empowerment Program of Migrant Women (SEPOM) is a Thai NGO that is committed to enforcing the rights of migrant women. The organisation focuses particularly on trafficked women (and their children) who are returning from Japan. Since 2001, SEPOM has been conducting a quantitative and qualitative study of the experiences of trafficked women from the northern Thai provinces of Chiang Rai and Payao. In total, seven sub-districts are to be covered by the research.

The study is particularly innovative because formerly trafficked women are responsible for conducting the survey. The project provides training and support to these women in order to strengthen their research capabilities. By involving trafficked women as researchers, the survey is able to gain insights that would not normally be available to a more 'neutral' researcher. The research process also helps the researchers to analyse their own personal experiences, and the interviewed women (and their children) are organised into self-empowerment groups where they can exchange their experiences and get access to training opportunities.

The study aims to provide in-depth insights into the living conditions experienced by trafficked women, as well as gaining an understanding of the regional background to female trafficking and the type of support that these women need.

5.2 Supporting national law reforms and their implementation

By ratifying international human rights treaties, the State parties commit themselves to international law and are obliged to respect, protect and actively fulfil these human rights. In order to comply, numerous countries have adopted laws designed to punish the perpetrators and protect women from physical, psychological and sexual violence.
To date, forty-five nations (twenty-eight in Latin America and the Caribbean) have adopted legislation against violence within the family. A further twenty-one are drafting new laws and many countries have amended criminal assault laws to include domestic violence. Twenty-seven countries recognize marital rape as a criminal offence and female genital mutilation (FGM) is criminalized in fifteen African countries.

In **Cambodia,** the Ministry of Women's Affairs has received technical support from the German government to draft a bill to prevent domestic violence and to provide protection to victims. The National Assembly just approved the law in September 2005. In essence, the law closes a key gap in the legal framework. It adds to existing penal measures by establishing civil measures, such as temporary restraining orders, so as to provide more comprehensive protection to victims of violence. The law also enables intervention at the local level, by giving local public authorities the power to intervene in domestic violence cases. As 88% of Cambodians need to travel at least two hours to reach a court, this community-level intervention will improve victims' access to legal protection substantially.

The Ministry for Women's Affairs has developed a National Action Plan to implement the law, together with various stakeholders from relevant government ministries and civil society; and a number of national and international experts. This plan outlines measures to ensure the widespread dissemination of the law, the training of legal officials and improvements in the services for victims of violence.

Laws against domestic violence and marital rape are especially difficult to implement because these criminal acts literally take place behind closed doors. The victims are often reluctant to report incidents to anyone because of shame, fear of reprisal, or because of a lack of viable alternatives to the current situation. In addition, law enforcement authorities are often unwilling to believe the victim or come to their aid, and the criminal justice system is remote, expensive and often biased against women.

In order to enhance the political and de facto commitment to effectively implementing the law, it is necessary to have government commitment and motivated stakeholders within government institutions. These actors can work on achieving structural reforms and can also act as valuable agents of change. In addition, it is essential to have a strong civil society, which is able to exert pressure on political decision makers. In this context, the work of women's organisations and human rights organisations is of considerable importance.

In **Honduras**, GTZ has supported the implementation of the government's law against domestic violence. This legislation has been in place since 1998 and aims to protect women against physical, psychological and sexual harm and property damage resulting from intimate partner abuse. Violence is categorized here as physical violence, psychological harm, sexual violence and violence against property. The act outlines safety measures designed to stop the violence and prevent further harm. These include temporary removal of the offender from the marital home, restraining orders against visiting the home or other places frequented by the victim, as well as the arrest and disarming of the offender and the confiscation of his weapons.

For more information:
Project: Strengthening Women's Rights
http://www.gtz.de/women-law
CDM in Honduras
http://rds.org.hn/cdm/

Nevertheless, psychological, physical and sexual violence remains widespread in Honduran society. Enforcement of the new legislation is hindered by sexism, patriarchal relationships between the sexes, ignorance of formal legislation and male chauvinism within the predominantly male judiciary. Moreover, wide sections of the population regard domestic violence as a private matter and even as a so-called "peccadillo".

In response, the NGO Centro de Derechos de Mujeres (Women's Rights Centre - CDM) has made a detailed inventory of the new law's application, so as to detect gaps between the legislation and its application. By drawing attention to these inconsistencies, the study seeks to promote the development of a legal process that is fair and capable of enforcing the victims' claims against the perpetrator.

The analysis was based on the experiences of 120 women clients at the centre, all of whom have been victims of violence. The women were prepared for their court proceedings and were given legal representation and psychological counselling. Using specially developed monitoring forms; the study analysed and documented the counselling services provided, the behaviour of the police and the prosecution during enquiries, as well as the judgment and verdict of the court proceedings.

The findings were discussed in seminars and expert discussions with judges, psychologists, doctors and social workers. These groups were sensitised to the new violence protection legislation and worked to identify the necessary steps to remedy existing implementation problems. A range of materials was also produced to help female victims of violence claim their rights. These resources included information such as how to file a claim and how to receive child support.

Furthermore a handbook was developed for judges, which drew on CDM's experience of the cases it handled. The handbook contains detailed references about applying the law on domestic violence and aims to make it easier for the judge to reconstruct and handle the case, starting with the first indictment and continuing right up to the hearing of witnesses. The manual was made available to all family judges in the country.

CDM forms part of the special "Inter-Institutional Commission for Monitoring Enforcement of the Law against Domestic Violence". Based on CDM's experiences, the Commission formulated a proposal for a reform of the law, which was recently presented to the congress for approval. The proposal maintains the basic principles of the law but clarifies procedure, improves certain aspects of it's application, and contemplates a more severe treatment for men who fail to comply with the measures imposed by judges.

In many countries, social norms and beliefs are often at odds with the state law, and this contributes to difficulties enforcing new legal standards. For example, female genital mutilation is still performed on two million girls and young women every year, even though legislation criminalizing it exists in

many countries. International conventions and action plans condemn FGM as a human rights violation and a violation of the rights of the child. Unfortunately, unless such legislation is supported by wide-ranging educational and awareness raising measures that address the deeply rooted cultural and religious foundations of these practices, the law will remain largely unknown and ineffective. The focus should be on changing attitudes of men and women of different ages, religious leaders, local leaders, nurses, doctors etc.

In countries where the reality of women is shaped by customary law, synergies should be fostered between formal legal reforms and customary rules that are consistent with human rights provisions.

According to the 1995 constitution, women in **Ethiopia** enjoy equal rights with men. However in practice, women gain few benefits from this proclamation. This is especially true in rural areas, where 85% of the population live and where most people still relate to traditional norms and customs. Under customary law, women are considered to be property of their husbands. Harmful practices like female genital mutilation (FGM), abduction, and domestic violence are common and most men and women are unaware of the statutory laws prohibiting these forms of violence. Legal problems and most conflicts are taken to traditional courts or to elders' councils that consist primarily of men.

For more information:
GTZ in Ethiopia
http://www.gtz.de/en/weltweit/afrika/aethiopien/576.htm
Hundee in Ethiopia
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In this context, the local NGO HUNDEE and the bilateral German–Ethiopian Gender and Law Project Oromiya (GALPO) have been applying a cultural-sensitive approach that contributed to social change through local-level dialogue. The choice of working from within the culture arose out of an appreciation of the inadequacies of the modern legal system in protecting women from various forms of violence and abuses and an acknowledgement of the fact that culture and tradition embrace mechanisms for protecting women and girls from gender-based violence.

The approach developed by HUNDEE encompasses a number of stages. In the first step, in consultation with representatives of various government authorities (women's office, police, judiciary, administration) at district level about 100 female and 100 male potential multipliers are identified, including local opinion leaders, traditional authorities, village elders, judges in sharia courts, and representatives of the local police, judiciary and the women's office. The selected individuals, separated according to sex, then take part in two-day workshops in which the relationship between men and women and associated local values, norms and practices are discussed. The women's workshops often develop into forums in which individual experiences of violence are aired in public for the first time and are recognised there as a social and structural problem.

In the moderated discussion processes the participants explore and critically illuminate the sources from which gender-based discrimination and violence derive; which elements of these practices can indeed be considered to be 'authentic' features of Oromo culture, and which of these constitute more recent manifestations instead. The village elders contribute to reawakening awareness of almost forgotten institutions, which in earlier times assured Oromo women of certain rights within the family they marry into. On the other hand they make it clear that certain practices that are today referred to as 'traditional' are relatively modern developments, as is the case with the abduction of brides or enormously inflated bride price payments. Given this historical perspective it becomes apparent that norms and practices

change, and that there is no unambiguously predefined, unalterable framework of values. This insight was a key eye-opener for the people involved.
The next step in the process consists of a meeting of the previously separated men and women in a joint workshop in which their different perspectives are exchanged and discussed. The objective here is to reach a consensus on what practices and norms are considered to be worth preserving in their own culture and which should be revised.

Within the framework of these mixed workshops, jointly supported proposals are put forward for reforming local legal practices, after lengthy, lively and controversial debate. This outcome, i.e. the formal adjustment of local legal norms, was not envisaged at the start of the process, but rather emerged in the course of events as a result of the dialogue workshops. In principle the Oromo culture does allow for the possibility of reforming its own laws, but so far without the participation of women. The proposals for reform that emerge in the framework of these processes are applicable to an area covering about 30 villages and take different forms in each case.

They often encompass the following issues:
- The banning of forced marriages for girls and women
- Specifying a minimum age of 16 for girls to be married
- Prohibition of bride abduction
- Prohibition of female genital mutilation
- Setting the bride price to a moderate amount.

The specific reform proposals are subsequently presented at public community conferences, where they are debated until an agreement is reached on the various legal adjustments. The final step is the performance of the **"seera tumaa"** ceremony, in other words the public completion of the new law-making process:

This public ceremony is often attended by several thousand people. In addition to the local population, the district administration, community administration and representatives of the police, judiciary and the women's offices are also present. They actively support and welcome the alignment of local and national law. The resolutions on the modified local law are recorded in the local language and are available to all official bodies.

The approach developed by HUNDEE was picked up and further pursued in a bilateral project commissioned by the BMZ and implemented by the GTZ (GALPO). This meant it being expanded in both geographical and methodological terms, for example through cooperation with schools and the training of female paralegal officers. The GALPO team integrated representatives of the state judiciary and police and of the women's offices into its work even more closely than HUNDEE had done, and trained them to become multipliers and trainers themselves, who then each continue with the HUNDEE approach at the lower administrative level. It is planned to integrate some of the tried-and-tested training modules and subject-matter into the standard training for law students at the University of Addis Ababa and at the Civil Service College of Ethiopia.

The work carried out by HUNDEE and GALPO has certainly not led to a complete transformation of the relationship between men and women over a wide area nor to an end of most forms of discrimination against woman and girls. It is also true that there has been resistance and set-backs. But in a total of about 30 districts for the first time a broad public

debate was held about the rights of women and girls, and there are many documented individual cases, which provide evidence of the beginnings of a change of attitudes. For example, instances of rape have been reported for the first time and the perpetrators convicted under criminal law. This became possible as a result of changed attitudes by traditional authority figures and the affected parents, but also by the police and public prosecutor's office, and through active collaboration between the various parties concerned. There are quite a number of individual examples of parents who have not had their daughters circumcised and many committed male and female multipliers who perform educational work on the damaging effects of the circumcision of girls. Forced marriages of girls were prevented in many cases. Even if these are still only individual cases, they do have a high symbolic value and create waves.

Many women and men have developed an awareness that violence against women and girls in its various forms is neither consistent with the original elements of the Oromo culture nor with the national constitution. Many of the women involved in the discussion processes have joined together in groups, have gained self-confidence and defend themselves in the event of experiencing violence. They know who they can turn to and where they can obtain support. Some of them, meanwhile – a complete novelty in the entire region – have become members of political bodies at the local level and of the elders' councils in their villages, where among other things they are involved in conflict mediation processes.

5.3 Enhancing legal literacy and awareness at the local level

People who do not know the rights to which they are entitled cannot demand them. Women, in particular, often lack both an awareness and understanding of their rights. Consequently, violence within the family is often not perceived as an offence, but as the right of the father or husband, irrespective of formal legislation. Additionally, information about relevant laws is scarce and often not available in the local dialect; legal procedures are often complicated, tedious and expensive.

To remedy this, various NGOs are seeking to change the reality of women's legal situation by concentrating on raising awareness and understanding about existing legal rights.

For more information:
Project: Promotion of Initiatives to end Female Genital Mutilation
http://www.gtz.de/fgm/

In the conservative southern region of **Senegal**, GTZ has supported the Village Empowerment Program: a grassroots level post-literacy program operated by the NGO Tostan.

The provision of basic information about legal rights is part of the country's modern constitution, which affords unprecedented opportunities to women that extend well beyond the confines of traditional legal practices.

As part of the program, participants try to work together to solve problems in everyday life by participating in discussions, role-playing exercises or through traditional songs and rhymes. The problems addressed include domestic violence, conflicts in polygamous marriages, the fear of HIV/AIDS and female genital mutilation.

The strength and success of the approach lies in the use of interactive teaching methods to impart practical knowledge. The course content is conveyed to the family through "learning partnerships" that are established between the participants, their husbands and other family members. The involvement of village elders ensures that these messages are also passed on to the wider community.

At public ceremonies, communities have declared that they will give up unhealthy practices such as female genital mutilation and that they will impose sanctions on physical violence

that is committed against women and girls within the household.

The success of this approach has led it to be adopted in other countries, and Tostan has now trained other NGOs working in Burkina Faso, Mali and Sudan.

Training paralegals is another way of achieving greater awareness and understanding of the legal system. Essentially, the paralegal training teaches individuals to act as legal resource persons, advisors and multipliers, so as to make the formal legal system and the existing legal entitlements more accessible to women and the poor. With the support of NGOs, and often women's lawyers associations, the paralegals ensure that even women living in remote areas are aware of their rights and help them exercise these in cases of conflict.

Men, teenage boys and traditional local authorities can be enlisted as allies by involving them in awareness and education campaigns; such activities are key to the success of an initiative.

In **Togo**, the NGO "Groupe de Réflexion et d'Action Démocratie et Development" (GF2D) received support from GTZ to train men as paralegals. This initiative resulted from the experiences of hitherto exclusively female paralegals. These women realised that involving the female victims' partner in counselling was particularly important in cases involving family conflict and domestic violence. However, men often refused to be counselled by a woman. In addition, traditional and religious authorities were sometimes reluctant or unwilling to work with female paralegals.

For more information:
Project: Strengthening Women's Rights
http://www.gtz.de/women-law
GF2D in Togo
gf2d_criff@hotmail.com

As a consequence, training for men was carried out in 2000 and again in 2001. The men now work as a team with the female paralegals; they provide information to rural communities about existing legal entitlements and, in particular, family and inheritance law. The paralegal teams also offer legal counselling and mediation in cases of conflict. Their training includes both Togolese legislation and an introduction to the Fundamental Declaration of Human Rights and the Convention for the Elimination of all Forms of Discrimination against Women (CEDAW).
The male paralegals are often the secretaries of traditional chiefs; sometimes they are even village chiefs or are, themselves, vested with traditional legal authority. As a result, these men enjoy a great deal of respect in their communities. Their roles, as well as their personal reputation, are key factors behind the widespread acceptance and scope of their work. GF2D considers the training and deployment of male paralegals as one of their greatest successes. Thanks to the men's commitment, local men are more ready to participate in processes of conflict mediation and are more willing to consider the legal status of women in general.

In southern **Serbia** and **Moldova**, GTZ supported the NGO Christians Children's Fund's work on human trafficking. In particular, the organisation has carried out a "training-of-trainers" aimed at local youth activists. The training enabled the young people to educate their peers about people trafficking and its implications for children's rights. Furthermore, the youth activists developed and implemented their own projects with other local youths, such as an awareness-raising campaign, networking with local decision-makers, launching a radio-spot, and preparing a week-long celebration of children's rights.

For more information:
Project against Trafficking in Women
http://www.gtz.de/traffickinginwomen

The initiative had a major impact on young people. Those who participated in the peer-education seminars felt well informed about their own rights and were more aware of the risks of trafficking. As a consequence, many of the participants claimed to feel less vulnerable to trafficking and said that they felt empowered because they had been able to realise their own projects.

Discussions within the community and extremely careful lobbying for the project were successful in securing a high degree of female participation in the project. This is of great importance because girls in the project region are normally not allowed to participate in public events. In many ways, the large number of girls participating in the programme can be seen as a key indicator of the project's success in promoting women's rights.

5.4 Overcoming gender-stereotypes: working with men and boys to promote gender equality

Men and boys have great potential to become stronger allies in bringing an end to violence against women. Therefore, involving them as partners is an essential part of any prevention strategy.

On the one hand, most violence around the world is committed by men but is directed towards women and men of all ages. It is therefore clear that men need to recognize and take responsibility for their role in committing, allowing for, and/or being complicit in acts of violence. However on the other hand, it is worth emphasizing that the majority of men are not violent. Indeed, many men do not agree with other men's violence; the problem is that they often do nothing to challenge or stop this abuse. Many women's organisations and gender activists hope that although some men are already working with women to prevent violence, there are probably many more who would like to get involved but don't know how.

Men need to recognize that ending violence offers a variety of benefits for themselves, their families and society as a whole. In addition, they need to learn to take a more active role in efforts to end violence.

In order to increase men's involvement, women and men should examine what it means to work together in more equal and trusting partnerships. There is a degree of reluctance from both sexes towards working together on difficult issues like gender and violence. In most societies it is predominately women who have been promoting violence prevention and gender equality. As a consequence, there is some resistance to working with men on these issues. Some women's organisations also feel that this relatively new focus on working with men will ultimately dilute the already meagre resources that are available to address women's issues. Likewise, some men and boys are not ready to be involved and are not comfortable looking at their own responsibility, and potential contribution, towards ending gender-based violence. Awareness programs should begin by addressing these boys and men.

Ending violence against women and achieving gender equality are goals that originated within the women's movement. Consequently, many still think of these goals as "women's issues", rather than parts of much broader concerns about human rights and social justice. This misconception keeps men and boys out of the spotlight and places the burden of responsibility on women and girls. In doing so, it also diverts attention away from analysing the roots of violence (i.e. men's perception of masculinity / norms of society) and the role of violence in maintaining an unequal power balance between men and women.

There is a growing body of work that engages men and boys in violence prevention efforts; these approaches are valuable resources to learn from and replicate. Importantly, male involvement consists of much more than just individual projects focusing on small

groups of men. Instead, this work ranges from men changing their relationships with those around them; to changing male-dominated institutions in order to confront issues of gender and power more effectively. Examples include programs that reach out to individual young men, as well as attempts to achieve government reforms that encourage greater gender equality.

For example, in Scandinavia and other parts of Europe, parental leave policies encourage men to take time off for child-care. Researchers have found that the more time men spend in child-rearing activities, the less likely they are to commit acts of family violence. These policies also encourage male behaviour that is more gender equitable, such as caring for children or sharing household responsibilities.

There are also numerous examples of work that have been carried out both with, and within, institutions; e.g. training police forces, the military, health care workers and other public service providers. These programmes build up the capacity of institutions to deal more effectively with gendered violence and to ensure that men play a role in speaking out against violence and promoting better, more equitable institutions.

For more information:
White Ribbon Campaign:
http://www.whiteribbon.ca
Family Violence Prevention Fund,
Coaching Boys into Men:
http://endabuse.org/cbim/

There are also countless media campaigns, radio shows and educational curricula that focus on the role of men and boys in addressing issues like violence, fatherhood, sexual health and gender roles. For example, the White Ribbon Campaign aims to mobilize men to speak out against violence against women and, in doing so, to examine their own attitudes and behaviours. By wearing one of the campaign's symbolic white ribbons, the men make a personal pledge never to commit or condone violence against women. This visible commitment also acts as a public challenge to men who might use violence against an intimate partner, another family member, or a stranger. At present, different forms of White Ribbon activities are being carried out in over 30 countries. In the USA, the Family Violence Prevention Fund has initiated another campaign entitled, "Coaching Boys into Men". Essentially, the campaign encourages men to act as role models. Participants are advised to speak regularly, and from an early age, to young men in their lives about issues such as gender roles and violence towards women.

In **southern Africa**, GTZ supported a program where men campaigned against male violence. Men who problematise and publicly question stereotypical perceptions of masculinity can bring about valuable positive change. Based on this realisation, members of "The African Network of Men" established a "travelling conference", to help recruit more men in the fight to end violence against women.

For more information:
FEMNET in Kenya
http://www.femnet.or.ke/
Project: Strengthening Women's Rights
http://www.gtz.de/women-law

Men from various groups in the network have been committed to the "Men for Justice", programme since 2001 and they have received logistical support from FEMNET (the African Women's Communication and Development Network). FEMNET is a pan-African umbrella organisation, which counts over 25 organisations from Francophone and Anglophone countries as its members. At regional conferences and seminars, men from a wide variety of professional and social backgrounds have discussed how best to bring about a sustainable reduction in violence against women. This has resulted in both cross-country activities and targeted initiatives carried out in individual states.

To mark the international campaign "16 days of Activism to End Gender-based Violence" in 2003 (25th November to 10th December), the men from these organizations travelled throughout eastern and southern Africa. More than 100 men from Zambia, Ethiopia, Kenya, Tanzania, Malawi and South Africa came by bus to Lilongwe in Malawi. Their buses were decorated with flags proclaiming, "Peace in Africa Begins At Home: Men Fight GBV" and "Men Working to Stop the Spread of HIV/AIDS". They spoke to thousands of people along the way about violence against women and HIV/AIDS. These men attracted people's attention through music, dance and participatory street theatre. They used drums and megaphones to get their message across and triggered animated discussions in the towns where they stopped.

Projects that focus on personal growth and reflection can also engage men and boys by exploring gendered relations, perceptions and beliefs. For example, in Jamaica, the organisation "Fathers Incorporated" assists men who want to help their children by transforming existing gender roles. The group points out that men are traditionally portrayed solely as providing goods for their children. To change this stereotype, group members have been holding workshops to promote men's roles as caregivers and responsible fathers. These varied projects have contributed to a set of good practices for working with men and boys. They recognise the connections between gendered behaviours for men and their potential negative consequences. Given that gendered behaviours are learned, these initiatives also highlight the potential for men and boys to change. In addition, they employ multi-faceted approaches to address a variety of gendered issues. In doing so, they improve men's access to, and understanding of, sexual/reproductive health, HIV/AIDS and the prevention of violence against women. In particular, "Instituto Promundo" (Brazil), "Puntos de Encuentro" (Nicaragua) or the Engender Health programme: "Men as Partners", are good examples of projects working from a holistic framework to promote gender equality.

For more information:
Instituto Promundo in Brazil:
http://www.promundo.org.br/
Puntos de Encuentro in Nicaragua:
http://www.puntos.org.ni
EngenderHealth in South Africa:
http://www.engenderhealth.org/ia/wwm/

In addition to a comprehensive framework, it is also important that men and boys are approached as potential agents of change from the very outset. Many initiatives have viewed men and boys purely as the cause of violence and inequality; as a consequence, they have failed to recognise their role as part of the solution. Strategies should also recognise the different opportunities and costs that men face when they try to take responsibility for changing their lives and the lives of their communities. It is important to stress to men and boys that a healthier and less violent world benefits women and children, but also has considerable personal advantages; e.g. having more choices in how to behave, to relate to others and to form more productive relationships within families and the community.

A focus on youth is also crucial: young men form attitudes and behaviours towards women, relationships, sexuality and violence both before and during adolescence. Crucially, these ideas are often carried with them into adulthood. To work with young men and boys and to address them as change agents in their peer groups should be a vital component of a prevention strategy that aims to decrease violence against women and girls as well as to improve sexual and reproductive health.

Prevention initiatives should take care to focus on approaches that will actually reach men and boys. In particular, initiatives should not only pay attention to the types of messages communicated to men and boys, they should also be careful about who is conveying the message. The individuals responsible for transmitting violence prevention messages need to have a clear understanding of

the situation, needs, and motivations of the target group. They also need to have the credibility and the ability to connect with these men and boys. Depending on local circumstances, this may mean training women and men as facilitators or change agents, using only men, or matching messengers with group demographic variables such as gender, ethnicity, age, community affiliation. Men can be messengers in many ways; however, one of the most important ways is by serving as a role model and a mentor.

To sensitise clients of prostitutes more effectively about trafficking for sexual exploitation, GTZ conducted a comprehensive study on **"Addressing Clients in Prostitution"**.

For more information:
Project against Trafficking in Women
http://www.gtz.de/traffickinginwomen

The study assesses different ways of approaching clients in prostitution through awareness-raising campaigns and the internet. The outcomes of the study show clearly that it is possible to reach clients in prostitution through information campaigns carried out in relevant districts. Moreover, results showed that these men were generally interested in learning more about female trafficking for forced prostitution. Internet research in fora and chatrooms aimed at clients of prostitutes also confirmed these results and showed that the internet offers a valuable medium for sensitising this target group. Clear and simple messages are needed for effective information campaigns, regardless of whether they are carried out in public or virtually. It is also necessary to avoid adopting a moralizing tone: addressing clients in prostitution is only possible if they feel accepted and tolerated. Moreover, it is of the utmost importance that all actors are involved from the beginning of a planned campaign; this includes prostitutes, brothel owners and prostitutes associations. Similarly, widespread participation is essential if the campaign is to promote a high degree of acceptance and to have a meaningful impact.

5.5 Gender in focus: using the media to raise awareness and promote gender equality

The media reflects and contributes to shaping the predominant values and attitudes of a society. This is also true in relation to overall awareness of violence against women and common perceptions about the issue.
Therefore, mass media such as daily newspapers, magazines, radio, TV, video clips, posters, songs etc and the internet play an important role in:

- Introducing the topic to the public and breaking the silence surrounding it
- Challenging existing norms, gender stereotypes and attitudes that tolerate it
- Initiating debates on non-violent strategies to solve conflicts and new concepts of masculinity
- Spreading information about women's rights, as well as existing legal frameworks and support structures that are available for victims

All types of mass media can be useful: news, reports, columns, advertisements, appeals, announcements, radio plays or films, songs, soap operas, radio/TV spots, interviews and talk shows; are all suitable for campaigns at the local, national, regional and international level. Choosing which media to employ depends on the specific goal of the campaign, the money available, the country-specific media environment and the target group(s).

Getting target-group representatives to participate in the various phases of media work has proved to be highly conducive to success. Good campaigns need to fully understand the needs, customs, behaviour, values, culture and language of their potential audience, in order to formulate messages that can reach them effectively. In addition, the target groups often possess a wealth of creative ideas and potential, which should be harnessed.

In **India**, GTZ works in partnership with the international human rights organisation "Breakthrough". Essentially, the organisation uses a broad media mix to implement a variety of women's human rights campaigns. In order to reach the young, UNIFEM provided Breakthrough with the financial support to develop a song and a video clip in cooperation with Shubha Mudgal, a famous Indian singer. In short, the song tells the story of a woman who has survived a violent relationship. In the accompanying video, the renowned actress Mita Vasisht plays the part of a fearless woman who leaves an abusive marriage and works as a truck driver to support herself and her daughter. As she embarks on this journey, women of all ages and backgrounds climb into the truck to escape the violence they face in their lives. The women dance and rejoice on the back of the truck and the video closes with them dancing together on the sand dunes of Rajasthan. The video is well choreographed, exuberant and enchanting. It was at the top of the MTV-Charts for 5 months, won the 2001 Indian Screen Awards and was nominated by the MTV Awards for best Indipop music video category. Overall, the song - "Mann ke Manjeeré" - reached 26 million households via six satellite music television channels. It has proved to be an invaluable tool across the globe, raising the important issues of violence against women, women in non-traditional occupations and women's access to public space. The song has successfully mainstreamed discussions about domestic violence issues throughout south Asia and has reached as far as Tajikistan, Indonesia and the United States. Breakthrough has received messages from around the world expressing support for the work they are doing, and many men and women have empathised with the video's plotline. The success of "Mann ke Manjeeré" shows that it is possible to bring alternative voices and images into the popular mainstream in order to spur a dialogue on sensitive human rights issues.

For more information:
Breaktrough in India
http://www.breaktrough.tv/

However, to have a significant impact, media campaigns should work alongside other development-oriented activities such as the introduction of legislation against gender-based violence and interventions concerning the social services, police force and education system.

In **Paraguay**, GTZ has supported an information campaign by Kuña Aty (the Women's Assembly) on the new law against domestic violence. Domestic violence in Paraguay has been liable to prosecution since 2000. However, women from rural regions are often excluded from information and assistance and police officers and judicial officials are uncertain how to execute these new regulations.

For more information:
Kuña Aty in Paraguay
http://www.kunaaty.org.py
Project: Strengthening Women's Rights
http://www.gtz.de/women-law

In response to this situation, the NGO Kuna Aty implemented an educational and public relations campaign in rural regions between September 2001 and February 2002. The program addressed women, the police and the judiciary; and the campaign materials were all tailored individually to suit these different audiences. With the help of a professional film company, various short films and commercials were produced and broadcasted nationwide on both public and private television. At the same time, 231 men and women employees from police, justice, social and health services took part in advanced training courses.

An impact monitoring exercise found that both the campaign and the advanced training courses were successful. In particular, it was found that women had become more confident and had the courage to report domestic violence. Similarly, the public authorities were more willing to take women reporting such cases seriously, and they often used the materials developed by "Kuna Aty" to assist them in dealing with

these cases. In addition, it was found that the general public was more sensitive to violence in their social environment and that there was greater unwillingness to accept it simply as a "natural" occurrence.

While the media has considerable potential to challenge and change existing preconceptions about gender and violence against women, most mass media (be it print, TV or Radio) tend to justify or trivialise violence against women and convey sexist messages, often in subtle forms.

Workshops for journalists can help to change their attitudes, creating awareness about the social construction of gender roles and images, and stimulating a different, more gender sensitive style of reporting.

In **Mexico**, GTZ supported the training of journalists in gender-sensitive investigation and reporting methods. In the past, the Mexican media has generally taken little notice of human rights abuses committed against women and girls. If women were presented in the media at all, it was usually in a sexist and sensational way.

This disappointing situation was the starting point for the establishment of the communication and information centre **Comunicación e Información de la Mujer** (CIMAC). In 1995 CIMAC founded Mexico's first network for journalists. The organisation offers training workshops for its members on gender-sensitive reporting. Discussions are held on issues such as discrimination, human rights, women working in, and presented by, the media. During events such as these, the journalists are able to meet and strengthen their network of contacts, which is then used to mobilise members for media campaigns.

For more information:
Project: Strengthening Women's Rights
http://www.gtz.de/women-law
CIMAC in Mexico
http://www.cimac.org.mx/

Since it's founding, CIMAC has gained a clear profile in the Mexican media landscape through professional investigative journalism on women's issues. As a result, the NGO has now helped to create a situation in which women's human and civil rights, related political decision-making, and cases of discrimination against women are addressed and commented on in the media. Thanks to its close links with human rights and women's organisations, CIMAC has access to information that is not researched by other agencies. The NGO documents long-term research and focuses on campaign work. The network now includes some 600 newspapers and television and radio journalists. CIMAC analyses and news items are regularly printed and broadcast in more than 100 publications, as well as in press, radio and television reports.

Bulgaria is an origin and transit country for trafficking in human beings. However, media coverage of the problem is often biased and does not take into account the victim's point of view and need for protection. With this in mind, Media and Development International (MADI), with the support of GTZ, is conducting intensive training programs to give journalists a

better understanding of trafficking and the serious problems of exploitation. The project allows local reporters to work with seasoned journalists and editors to create a series of articles or broadcasts that examine the issue from a variety of perspectives. Most importantly, the program gives time and space to journalists to enable them to investigate and develop stories that take the victims' needs into account. During the program one international editor and one local editor work together to guide the team creating the series. This way, the journalists not only learn the appropriate skills to cover the issue of trafficking, they also improve their abilities to carry out proper investigative reporting on any subject.

For more information:
Project against Trafficking in Women
http://www.gtz.de/traffickinginwomen
MADI, Bulgaria
http://www.madimedia.org/index.htm

5.6 Building capacity within relevant professions

The mere existence of a political and legislative will is not enough to achieve a tangible reduction in gender-based violence. It is important that government and non-governmental institutions adopt, implement and institutionalise political directives on the prevention of and sanctions for violence against women and girls. Health professionals, the police and the legal system, teachers and social workers as well as NGO personnel are key actors in the prevention of violence. These groups can, if adequately qualified, provide valuable assistance in providing treatment, support and advice to the victims of violence and their families.

Asides from improving legal knowledge, capacity building for the service providers should draw attention to the roots and dynamics of violence against women and girls. It is likely that many of these actors share the same prejudices and attitudes about violence against women that are common in society at large. Therefore, it is hard for these individuals to deal professionally with victims – and in particular, children or young people – unless capacity building encourages them to reflect on their own beliefs about gender, power, sexuality and abuse and enables them thus to respect the human rights of the victims.

In **Nicaragua**, the National Police Force has been working to transform the attitudes and practices employed by its officers. The strategy seeks to build a humanistic model for police training, as well as to strengthen knowledge about the different services that men and women require from the police force.

The consultancy services provided to Nicaragua's police force by the GTZ-supported project: "Promotion of Gender Policies" were aimed at mainstreaming gender equality as part of the country's modernisation process. First of all, this meant establishing equal opportunities for women in the police force, with a particular emphasis on executive posts. Secondly, the project aimed to improve women's specific security requirements, taking comprehensive measures to punish and prevent violence against women.

For more information:
Project: Promotion of Gender Policies in Nicaragua
http://www.gtzgenero.org.ni/

Stepping up cooperation with other institutions has brought about changes within the police force: training courses at the police academy now include a module on gender-based violence and public security, and special commissions have been set up for victims of domestic violence.

Especially in the case of rape and sexual abuse, female victims usually do not feel comfortable to report to a male police officer. Therefore, measures were undertaken to enhance the proportion of female staff in the police force. The close work with the personnel department proved to be most fruitful.

For example, the Nicaraguan police force has introduced policies, which make it possible to combine job and family life in a better way. Importantly, this policy change promoted greater gender equality rather than the creation of specific exceptions for women. As a result, both men and women were able to profit from this change. The recruitment process was also analysed to identify procedures that might exclude women and the criteria for entering the police force were adapted to improve female access to the institution (e.g. changing height and physical exercise requirements). Promotion procedures were also made more transparent. Today, 26% of the Nicaraguan police officers are women; this is the highest proportion of female police officers of any police force in the world.

The reforms helped the police gain legitimacy and credibility in the eyes of the general public. A recent "image ranking" of Nicaraguan institutions placed the police in second place, way ahead of the Catholic Church.

The modernization program has set an example for other state institutions in Nicaragua as well as for police forces in other Central American countries. Indeed, a number of police forces in the region are currently seeking to replicate the Nicaraguan successes; Nicaraguan police officers are working with the GTZ-project to provide consultancy services to these forces.

Successful information, sensitisation and awareness building processes require experienced trainers, participatory approaches and training materials that focus on the particular needs and duties of the different professional groups that are being targeted. Documenting and sharing best practices can help to increase the success of training programs and methods, as can detailed concepts for monitoring and evaluation. Multisectoral approaches and building alliances between different governmental and non-governmental organizations are particularly important in this context.

In order to institutionalise policies to reduce violence against women, training courses should not just be single events: only continuous, and sometimes compulsory courses, which focus on the professional ethics and aspirations of each group will be effective.

To become a judge or a prosecutor in **Cambodia**, it is necessary to undergo special training at the Royal School of Judges and Prosecutors. The German-Cambodian project: "Promotion of Women's Rights" developed a training manual on domestic violence that was included in the school's training curriculum. The manual is structured to guide a trainer through six topics designed to foster greater gender-awareness among judges and prosecutors. These topics are: understanding domestic violence; the role of judges and prosecutors; legal frameworks; criminal law and domestic violence; marriage and family law; and domestic violence and the provisions of the new domestic violence act. The training for judges and prosecutors uses a participatory methodology to raise knowledge and awareness of all aspects of violence. The manual provides objectives, materials, time frames and instructions, which help to structure discussions for each exercise and training session.

For more information:
GTZ in Cambodia
http://www.gtz.de/en/weltweit/asien-pazifik/609.htm

Even though a law prohibiting female genital mutilation (FGM) in **Burkina Faso** exists since 1996, the practice is still widespread. GTZ supported the Government Department for Population Issues (Direction de l'Education en matière de Population) in integrating the topic of FGM into the curricula of **primary and secondary schools**. Following baseline-data surveys, separate teaching materials were developed to cater specifically to primary and secondary school students. These modules comprise of a collection of readings, educational handouts, brochures, slides, posters and videos.

For more information:
GTZ in Burkina Faso
http://www.gtz.de/en/weltweit/afrika/burkina-faso/578.htm

Once the teaching materials were ready, these resources were tested in twelve pilot schools in six provinces of the country and a sensitisation campaign was launched, which targeted the parents of children attending the pilot schools. Overall, more than 1200 parents were reached by the campaign.

To strengthen the capacities of teachers, school headmasters/mistresses and other educational staff members, courses were organised to familiarise them with the new modules. The training courses addressed the perceptions, causes and consequences of FGM, and presented methods to clarify value systems and develop techniques to promote conflict resolution and group motivation. The courses also explained how to evaluate knowledge, attitudes and behaviour concerning FGM.

The modules were then tested during the course of one school year. A total of 7900 pupils benefited from these resources. The issue of FGM is addressed at different levels and within different disciplines such as French, History, Geography, Biology, as well as Social and Family Economics. Consequently, FGM is an accompanying theme for pupils throughout their whole school career. Understanding the necessity of abandoning this harmful traditional practice is, therefore, nurtured during this time.

The entire process was closely monitored, backstopped and evaluated by the project-implementing agency. All of the main actors provided feedback about their experiences. Following the success of the pilot project, the two ministries in charge of primary and secondary education decided to integrate the approach and its training materials into the general school curriculum.

Capacity building and improving the quality of services offered to victims are of utmost importance.
For example, services for victims in the Mekong Region mostly focus on legal aid.

Therefore, the German-**Cambodian** "Promotion of Women's Rights Project", in cooperation with a local NGO (Social Services Cambodia – SSC), supports the first training program for **social workers** in Cambodia. In doing so, they provide victims of violence with access to qualified counselling. The content and course methodology of the training curriculum for the basic social work skills is drawn from SSC's twelve years of experience with social work in Cambodia. The approaches were then further refined through an iterative process involving training, observation, participant feedback and post-course follow up. The social work training is targeted at NGO staff working with people who have experienced gender-based violence. It seeks to produce semi-professional social workers who are able to provide effective help to people in need. The 30-day training course is divided into six five-day sessions; these focus primarily on developing skills and attitudes, whilst also providing enough information and theory to provide a basic guiding framework of knowledge to draw upon. Each weekly session builds on the knowledge, skills and awareness acquired during the previous meeting. The end of each session is accompanied by an assignment that reinforces the main issues covered.

Shelter houses are another area where capacity building has proved useful in dealing effectively with gender-based violence. Essentially, these houses offer temporary respite to victims of violence and their children. They are especially useful in high-risk situations and can provide the necessary space to enable women and children to come to terms with their situation and to plan for the future. It is important that the houses are run by sensitive and skilled professionals who respect the privacy, dignity, autonomy and the right to self-determination of

the victims and enable them to overcome the multiple consequences of violence so that they can rebuild their lives and relationships. The time spent in the shelter should empower the women to take control of their lives and, at the same time, promote their overall well-being and physical and economic security.

The 'Women's Protection Program' (WPP) began working in 2005, following a request from the Provincial Government of Punjab/**Pakistan**. The project is supported by the German government and will focus on two areas of intervention in the province of Punjab, namely:

- Victim / survivor care
- Prevention of gender-based violence

For more information:
GTZ in Pakistan
http://www.gtz.de/en/weltweit/europa-kaukasus-zentralasien/1176.htm

The incidence of gender-based violence in southern Punjab is particularly high. There are a number of factors in this region that increase the risk that a woman is victim to male violence within the family and in public. These include: the prevailing feudal system, widespread poverty, the structural dominance of men over women, very low levels of education and widespread adherence to traditional attitudes and beliefs.

WPP aims to develop **standardised guidelines for all public and private shelters for women** in the province (i.e. eight public, and three NGO-run shelters in 2005) as part of a special component to provide care to survivors of violence. The public shelters need relatively more attention in order to improve their performance. Consequently, WPP will provide continuous capacity building and development in order to address the current lack of qualified and managerial staff.

There are also a number of other institutions in the Punjab region where women can turn to for help. So far, these institutions do not cooperate and coordinate their activities. However, through cooperation with NGOs, CBOs, health units and other stakeholders, WPP intends to establish a simple, but efficient referral system to facilitate immediate and effective service delivery for rural and urban women in distress.

The other component of WPP's work will deal with establishing measures to prevent gender-based violence. Luckily, the media in Pakistan are increasingly covering cases about violence against women and courts and the police are beginning to cooperate more effectively. Nevertheless, there is still much to be done.

As part of their work, WPP shall review laws and directives that discriminate against women. They will also look at school curricula, an area where women and girls are often portrayed as socially inferior. The project envisages a gradual change in attitudes and behaviour resulting from intensive work with men of all ages, as well as through campaigning and the sensitisation of the judiciary, police and religious leaders.

The formation of **self-help groups** is another way for victims of violence to cope with their experience. These groups help to reduce their sense of isolation, particularly in instances where there are no shelter homes or where women are unwilling to move out.

In 1998 the NGO CEFEMINA in **Costa Rica** developed the self-help program: "Mujer no estás sóla!" (Woman, you are not alone!) as an alternative to women's shelters. The work focuses on raising women's self-esteem and meeting once a week. Attendance is voluntary and women can come and go as they please. Men are not admitted. The participating women share their experiences, knowledge and capabilities. There is no expert or professional in attendance but the older members act as leaders. The group offers guidance to each member and supports her in her own decision-making. There are no prefabricated solutions, set objectives, themes or time schedules; the personal rhythm, values and views of each

woman are respected. Over the past ten years about 1,100 women have consulted these self-help groups. Disseminating information on successes and good practices has not only encouraged participants to continue, it has also increased the overall awareness of human rights.

For more information:
CEFEMINA, Costa Rica
http://www.cefemina.org/
Project: Strengthening Women's Rights
http://www.gtz.de/women-law

5.7 Strengthening synergies and cooperation between institutions: violence intervention programs

Effective violence prevention, as well as the appropriate protection and support of victims, requires **interdisciplinary and inter-institutional co-operation** that encompasses prevention, legislation, networking, work with offenders, sensitising of experts and public relations. Measures at political, institutional and civil society levels have to be coordinated, for example, by creating effective networks between different intervention levels or by connecting a complementary range of services in the legal, political, psychosocial and medical domains. In doing so, it is possible to increase the overall synergy of these individual actions.

The first program of this kind started in 1980 in Duluth, Minnesota, following a particularly brutal "domestic" homicide. Essentially, the Domestic Abuse Intervention Project coordinates the response of all agencies and practitioners who take action to deal with cases of domestic violence within their community. The project involves community organising and advocacy activities, as well providing advice about training programs, policies, procedures and texts, intake forms, report formats, assessments, evaluations, checklists and other materials.

Similar networking initiatives have since been established in various countries.

In many states in Germany, police institutions, counselling centres and NGOs have agreed to cooperate in order to protect victims of trafficking. Given that human trafficking is a crime, which can only be convicted with victims' testimonies, the police has a particular interest in working with victims. At the same time, police institutions cannot provide the necessary support that victims need such as: social, legal and psychological support; access to residence permits and housing opportunities. Therefore, counselling centres cooperate with the police in order to identify and support victims. The women in question can decide whether they want to cooperate with police institutions whilst receiving continued support of a counselling centre.

Intervention projects against intimate partner violence are institutionalised networks for inter-agency and community cooperation. They coordinate advocacy and integrated intervention programs on community or state level. In order to work effectively, it is essential to ensure that strategies are inclusive; that the organisations work effectively and transparently; that members are open to self-criticism; and that the various partners accept each other as competent experts within their respective fields.

In **Brazil**, GTZ supported the NGO Rede Mulher in establishing a network against violence against women. In 1998, a national seminar was held in Campinas entitled: "Overcoming Difficulties in Preventing and Combating Violence Against Women". The widespread distribution and discussion of the resulting publication ("How to Overcome Obstacles in Strategies for Preventing and Combating Violence against Women") attracted a lot of interest in Brazil. Organizations across the country contacted Rede Mulher de Educação asking for help to implement the seminar outcomes at the local level (i.e. within a municipality) in order to organise relevant actors into a systematic network.

For more information:
Rede Mulher in Brazil
http://www.redemulher.org.br
Project: Strengthening Women's Rights
http://www.gtz.de/women-law

By October 2000 the first network meeting was ready to start. Porto Alegre was identified as a suitable location, since there was already good cooperation between individual actors in the city. Twenty specialists from various areas and disciplines who work directly together with female victims of violence participated in the meeting. Based on previous experience of institutional cooperation in Porto Alegre, key elements promoting and preventing the establishment of a public services network on the prevention of violence against women were identified. In order to offer female victims of violence a level of care that is as comprehensive as possible, detailed proposals were developed outlining ways to improve cross-institutional cooperation and the building of new alliances.

The handbook, entitled "Vem Pra Roda! Vem Pra Rede!"(Join the Circle! Join the Network!), outlines the results and experiences gained during the seminars and public debates. It offers guidelines, which can provide inspiration and advice to help build networks in other areas.

International cooperation can support the development of networks and can advise them on how to adopt a concerted approach that has a broad impact.

In **Latin America**, the GTZ project on trafficking in women supported the project: "Local Strategies to Prevent Human Traffic – LOST". Trafficking in persons, especially in women and children, is an increasing problem in the region. However, it is currently not being addressed adequately.

ICLEI is an international network of cities and communities working within the framework of the LOST project. In Latin America, the organisation seeks to establish trafficking in human beings as a key issue to address during the development of local community-level security agendas. Training and awareness-raising materials are being developed by the network. Various resources, concepts and experiences are disseminated through an internet platform.

In addition, ICLEI Latin America is preparing action guidelines for local communities. These provide advice to communities on how to develop methods to prevent and combat human trafficking, especially in women and children. In Pernambuco in Brazil, pilot measures aiming at combating human trafficking are implemented and assessed as part of the local security agendas.

For more information:
Project against Trafficking in Women
http://www.gtz.de/traffickinginwomen
ICLEI in Latin America
http://www.iclei.org/

5.8 Learning from experience: monitoring the impact and effectiveness of interventions

Without a **critical and systematic examination of an intervention**, it is not possible to judge the degree to which the envisioned goals and objectives have been reached. Therefore, monitoring and evaluation is an essential pre-condition to systematically learn from and capitalise on existing experiences, adapt accordingly and optimise their impact and use of resources.

Fact-based knowledge about the impact of initiatives combating violence against women is still relatively limited. This is largely because very few approaches have been rigorously evaluated. Carrying out monitoring and evaluation is a serious challenge for many organisations and projects, especially those that promote changes in behaviour, attitudes, norms and values. Such transformations are long-term processes, which have impacts that are not easy to quantify. However, qualitative methods can be a very useful way of analysing these complex outcomes.

Local communities and more specifically different community groups should be encouraged to participate actively within the monitoring process. It is therefore important to develop inclusive, culturally specific communication strategies. These can include verbal and non-verbal communication methods such as peer-group discussions, gender and generation dialogues or specific role-plays. In general, the capacities of researchers and organizations need to be strengthened at national and international level.

There are two parallel systems of law and conflict resolution in **Malawi**: the national, written law and the traditional or common law. These two systems are not mutually exclusive but supplement each other. Both frameworks are officially recognised parts of the Malawian judicial system and, as such, they are legally binding.

For more information:
GTZ in Malawi
http://www.gtz.de/en/weltweit/afrika/588.htm

The Malawian – German project: "Combating Gender-based Violence", trained judges, police officers, priests and local authorities in order to improve women's access to the legal system, as well as the handling of their cases. A **participatory monitoring system** was developed in order to learn about the impact of the trainings on various levels. The system used a combination of quantitative and qualitative approaches and included the opinions of the service-users (e.g. village committees and villagers) of relevant institutions. By adopting a mixed-methods approach, the monitoring system is capable of presenting a more complete picture of the project impact, recognising a variety of different perspectives. In addition, the comparison of different data makes it possible to verify the accuracy of the collected information. **Quantitative data** are gathered continuously during the project cycle by collecting and analysing the various cases put forward by victims of gender-based violence. District trainers and the village committees were trained to keep accurate records covering issues such as the number of women/men seeking advice, the number of cases filed by women/men and the number of cases of women/men settled according to the Malawian law. **Qualitative monitoring activities** are carried out once a year and the project consciously uses various experimental methods. Single-sex group discussions with villagers have proved to be most informative means of collecting qualitative data. The discussions show how police officers, judges, and local authorities, treat victims of gender-based violence; and how they handle their cases. The participants are asked to rate the "helpfulness" of the relevant institutions in response to instances of gender-based violence on a scale of 1 (not helpful at all) to 5 (most helpful). The group has to agree on a ranking and must be able to provide a detailed justification to support their choice. If carried out regularly, this exercise yields interesting information about the nature and extent of any changes in institutional

performance, as well as giving insights into why this transformation might have occurred.
In addition, due to the positive responses these methods engender especially in eastern and southern Africa, **role-playing** is used. At the beginning of these exercises, groups are formed and the participants are asked to play out everyday situations involving the relevant institutions. During the course of their performances, group members are asked to play the roles of key actors who are responsible for solving conflicts; in particular, they are encouraged to show how they behave and how they treat their clients. Group participants prepare these role-plays in a short time frame and then perform them immediately. The plays are videotaped in order to enable comparisons of different groups. In previous exercises, spousal disapproval had often deterred female actors, in particular, from performing the plays to a wider audience. However, if the groups agree, their plays are shown in front of the whole village. In particular, it has been noticed that the spontaneity of the public performances adds to the authenticity of the plays.
The role-plays are very important because they provide valuable insights into public perceptions of those individuals who are receiving training. For example, the plays can illustrate whether the trained personnel are perceived as being more in line with national legislation with respect to sentencing and the treatment of victims. In effect, role-plays help the project to judge the extent to which their training is actually being put into practice by stakeholders and traditional state legal institutions.

From the very beginning, the monitoring system **included the community** in the **development of indicators and methods**. The inclusion of paintings and reports about violence experienced during childhood and adolescence was one of many suggestions proposed by the community and proved to be very informative. In order to assess the nature and prevalence of violence within the family, younger children where asked to paint pictures and older ones were encouraged to write down their experiences. The question given to the children was: "How are problems solved in your family?"
At the end of these exercises, the children and young people explained their pictures and essays in one-to-one interviews. During these private discussions, the interviewers aimed to gain a better understanding of the forms and frequency of violence, as well as the perpetrators and victims. The material shows whether the conflict resolution strategies introduced by the project are being used, as well as if, and how, these strategies are reducing violence.

Participatory monitoring activities are crucial in order to learn from participants about their opinions, ideas and experiences. By involving all stakeholders in the planning and implementation of monitoring and evaluation systems, it is possible to develop widespread public identification with the project. Even more importantly, participants get the chance to critically reflect on their situation and to develop solutions. Thus, a **truly** participatory monitoring process is capable of empowering all stakeholders, especially at a grassroots-level.

In **Guinea**, the GTZ project on FGM supported the use of action research methods to evaluate the impact of two approaches - the "Generation Dialogue" and the "Training for Uncircumcised Girls". The methodology of the "Generation Dialogue" grew from the recognition that changes in social norms require the participation and agreement of the whole community. Groups of young and old participants take part in a mediated dialogue, where gender roles, sexuality, traditional norms and practices are discussed.

For more information:
Project: Promotion of Initiatives to end Female Genital Mutilation
http://www.gtz.de/fgm

The research team wanted to know whether the "Generation Dialogue" approach had an impact on the levels of communication within participating families with respect to issues such as sexual morals, HIV/AIDS and FGM. The study compared **levels of such communications within these families** with an equal number of families who had not been targeted by the intervention. According to the participants there was more communication and more mutual interest between parents and children since participating in the "Generation Dialogue". The frequency of the communication within the families about the topics increased much more compared with those families, which were not involved in the programme. Besides this, the communication was more reciprocal.

Assessments were carried out before and after the intervention. The families who had decided not to circumcise their daughters, were interviewed and the characteristic factors, which enabled them to be different and to resist social pressure, were examined. According to the results of the study, the objectives of the training have been achieved and the expectations of the parents have been met. The training of the uncircumcised girls contributed to their self-esteem and empowered them to become role models within their community. These girls were enthusiastic about educating their peers, and their parents were keen for their daughters to learn about FGM and reproductive health, so that they would be able to defend their decision and could become peer educators. The parents suggested organising a public "initiation event" after the training, in order to celebrate this "initiation without mutilation" with the whole community. The parents appreciated the visits by the research team, and the interviews were perceived as an opportunity for joint reflection and appreciation of the parents' courage. Overall, they helped the parents to defend their decision and enabled them to become "positive deviants".

Outlook

A lot has been done in the last twenty years to bring violence against women and girls into the public consciousness and to ensure that it is no longer treated as a taboo or private matter. A milestone was the UN conference on Human Rights in Vienna in 1993. The international community finally recognised the rights of women as fundamental human rights. Since that time the international community understands violence against women and girls as a human right's violation.

Since then, the international commitment to counteract gender-based violence has increased and innovative work has been accomplished in many countries.

However, violence against women and girls is not abating – on the contrary. Sexual violence is the crime with the highest increase worldwide. Many countries today are facing violent conflicts or wars; the gap between rich and poor is widening, and fundamentalist movements are growing. Such an environment supports a culture of disregard of human rights and brute force.

The Millennium Declaration emphasises that ensuring the physical, emotional, sexual and socio-economic security of women, who are half the world's population, constitutes a key contribution towards achieving the MDGs. The inclusion of gender equality and women's empowerment as a specific MDG is a reminder that many international and national commitments to women have not been honoured and that much more needs to be done: More resources, from governments and the donor community alike, need to be allocated for prevention work, the provision of services for victims, research and impact monitoring.

Our working experience has shown that progress can be attained, one step after another, for a world free of violence.

Fields and levels of intervention

Micro level

- Awareness raising of women and men
- Strengthening self-confidence of girls and their ability to negotiate and defend their interests (girl-power/ life-skills program)
- Breaking down aggressive and dominant/possessive behaviour patterns among young and adult men
- Alternative concepts of masculinity
- Raising awareness of local / traditional and religious authorities
- Cooperation between traditional and modern authorities
- Psychological Support/counselling for victims of violence
- Legal counselling and legal aid
- Social help and shelter homes for victims
- Promoting self-help among victims of violence
- Intergenerational training/support programs

Meso level

- Supporting lobbying organizations for human and women's rights
- Increasing the presence of law enforcement agencies and improving their services (police force, criminal justice, civil and family courts, etc.)
- Strengthening concerted action and alliances among judicial, police, community institutions and local authorities
- Innovative prevention programmes in schools and religious institutions
- Training and upgrading for strategic professional groups: decision makers, police force, judges, health service staff, journalists, teachers
- Strengthening governmental institutions in various sectors and building counselling capacities of NGOs

Macro level

- Integrating violence prevention into relevant policies: security, justice, women/gender, health, education, youth, good governance
- Aligning religious and common law with modern legal norms and international law
- Criminal legislation against domestic and sexual violence
- Implementing international agreements and action plans on equal rights for men and women and the eradication of violence against women
- Establishment of databases and information systems, national statistics
- Establishment of national monitoring and evaluation systems
- National and international exchange of innovative prevention programs and research approaches,
- Intensive communication with HIV/AIDS Initiatives

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Internet links

African Partnership for Sexual and Reproductive Health and Rights of Women and Girls (AMANITARE)
AMANITARE is coordinated by Rainbow (Research, Action and Information Network for the Bodily Integrity of Women) and aims to achieve a constituency within society for having the sexual and reproductive rights of girls and women recognized as fundamental civil and human rights.
http://www.amanitare.org

Amnesty International (AI)
From the AI website you can download the report on human rights violations against women: Broken bodies, Shattered minds. Torture and Ill-treatment of Women.
http://web.amnesty.org

Anti-Slavery International
"Anti-Slavery International" is an international human rights organization fighting against slavery and trafficking.
http://www.antislavery.org/

The Arab Regional Resource Center on Violence against Women.
Information on Violence against Women in the Arab World.
http://www.amanjordan.org

Association for Women's Rights in Development (AWID)
AWID provides information and mobilises and networks individuals and organisations working in women's rights and gender.
http://www.awid.org

Center for Reproductive Law and Policy (CRLP)
The centre provides various publications on reproductive rights and human rights for downloading.
http://www.crlp.org

Centro Latinoamericano de los Derechos de la Mujer (CLADEM)
CLADEM is a major regional women's network in Latin America, working in the field of women's rights and violence against women. It is working to have women accorded equality by law and to have domestic and sexual violence prohibited by law in many countries. Its lobbying work has brought it wide acclaim.
http://www.derechos.org/cladem

End Child Prostitution, Child Pornography and Trafficking in Children for Sexual Purposes (ECPAT)
ECPAT is an international network of organisations and individuals working against the sexual exploitation of children.
http://www.ecpat.net/

Family Violence Prevention Fund
Toolkit for working with men and boys to prevent gender-based violence.
http://toolkit.endabuse.org/Home

Feel Free Network
The network provides a platform for organisations across Africa to push for a reform the practice of Bride Price.
http://feelfreenetwork.org/

Global Alliance Against Trafficking in Women (GAATW)
The Alliance is a global network of organisations and individuals working against trafficking and for the human rights of trafficked women and girls.
http://www.gaatw.org/

Help and Shelter, Guyana
The website contains various information, resource materials and manuals for organisations and individuals working against Domestic Violence.
http://www.sdnp.org.gy/hands/

Human Rights Library. University of Minnesota
Via this website you can access the most import UN documents and international and regional human rights instruments.
http://www1.umn.edu/humanrts/index.html

Human Rights Watch: Women's Human Rights
Human Rights Watch provides access to the Human Rights Watch World Report with sections on women's rights and other publications, press releases and news on women's rights.
http://www.hrw.org/women

International Planned Parenthood Federation (IPPF). IPPF Charter on Sexual and Reproductive Rights
The IPPF Charter postulates 12 rights that derive their legitimacy from the international human rights instruments currently in use.
http://www.ippf.org/charter/index.htm

Johns Hopkins Center for Communications Programs (JHCCP). End Violence against Women
The JHCCP offers a wide range of resources on the topic of violence against women, including many documents to download, a mailing list and a facility for contributions.
http://www.endvaw.org

Legislationline.org
An Internet service providing access to legislation of 55 countries, including on violence against women and trafficking.
http://www.legislationline.org

Panos. Women's Health. Using Human Rights to Gain Reproductive Rights
Panos reports on global issues from the perspective of developing countries. It focuses on local knowledge, HIV/AIDS and women's health. You can download Panos Briefing No. 32 on the reproductive rights of women.
http://www.panos.org.uk/briefing/brief32.htm

Office of the United Nations High Commissioner for Human Rights (OHCHR).
OHCHR contains information on international human rights instruments and their monitoring bodies.
http://www.ohchr.org/english/law/

United Nations High Commissioner for Refugees (UNHCR).
UNHCR offers information on violence against women, including the activities of its Reporter on Violence against Women.
http://www.unhchr.ch/women/focus-violence.html

United Nation Development Fund for Women (UNIFEM)
UNIFEM supports state initiatives and NGO projects working to end domestic violence, war crimes against women and the political persecution of women. The following site provides information on UNIFEM's worldwide campaign.
http://www.unifem.undp.org/hrights.htm

United Nations. Division for the Advancement of Women.
The Division for the Advancement of Women (DAW) advocates the improvement of the status of women of the world and the achievement of their equality with men. The website provides information on women's human rights and violence against women. DAW is currently undertaking an in-depth study on all forms of violence against women.
http://www.un.org/womenwatch/daw/index.html

United Nations. Fourth World Conference on Women. Platform for Action: Violence against Women
The Platform for Action calls on states and civil society to take action in twelve critical areas.
http://www.un.org/womenwatch/daw/beijing/platform/violence.htm

Women in Asia Web Resources
The page entitled "Women in Asia: Tradition, Modernity and Globalisation" offers access to the Internet sites of women's networks in Asia. It is subdivided into links to Asia in general, transnational organisations and individual countries.
http://www.mcauley.acu.edu.au/staff/Louise/Womenasia/Resources.htm

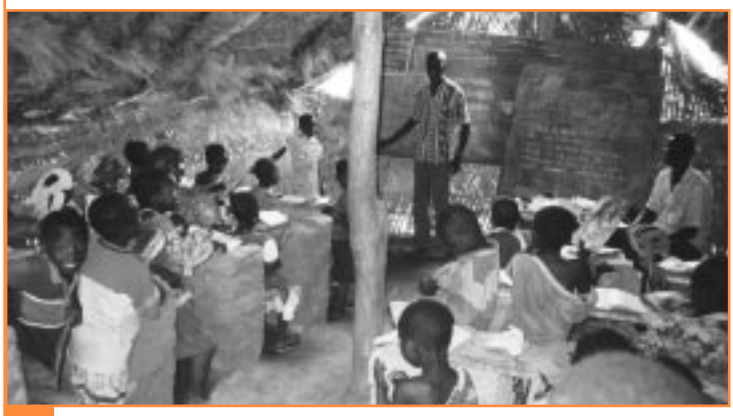
Women in Law and Development in Africa (WiLDAF)
WiLDAF works as a pan-African women's rights network promoting strategies to link law to development in order to advance the involvement and influence of women at various levels.
http://www.wildaf.org.zw/

Women Living Under Muslim Laws (WLUML)
The international network supports women in Islamic countries and communities enabling them to exchange ideas and experience with feminist and progressive groups.
http://www.wluml.org

Women's Human Rights Resources. Bora Laskin Law Library. University of Toronto
This extensive website offers links to international conventions, UN documents and NGO reports (mostly in their full length) with comments, as well as links to relevant organisations.
http://www.law-lib.utoronto.ca/Diana

Women's Court: The Permanent Arab Court to Resist Violence against Women
The Women's Court is a symbolic popular court that aims at fighting all forms of violence practiced against women in Arab societies. It was established by a group of Arab NGOs in1996.
http://www.arabwomencourt.org/

World Health Organisation (WHO)
The WHO provides statistical data and analyses on violence against women and girls.
http://www.who.int/violence_injury_prevention/vaw/infopack.htm



GTZ Profile

The Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ) GmbH is an international cooperation enterprise for sustainable development with worldwide operations. It provides viable, forward-looking solutions for political, economic, ecological and social development in a globalised world. GTZ promotes complex reforms and change processes, often working under difficult conditions. Its corporate objective is to improve people's living conditions on a sustainable basis.

GTZ is a federal enterprise based in Eschborn near Frankfurt am Main. It was founded in 1975 as a company under private law. The German Federal Ministry for Economic Cooperation and Development (BMZ) is its major client. The company also operates on behalf of other German ministries, partner-country governments and international clients, such as the European Commission, the United Nations or the World Bank as well as on behalf of private enterprises. GTZ works on a public-benefit basis. Any surpluses generated are channelled back into its own international cooperation projects for sustainable development.

In more than 130 countries of Africa, Asia, Latin America, the Eastern European countries in transition, the New Independent States (NIS) and in Germany, GTZ employs some 9,500 staff. Around 1,100 of these are seconded experts, approximately 7,100 national personnel and around 300 experts in projects in Germany. GTZ maintains its own offices in 67 countries. Some 1,000 people are employed at Head Office in Eschborn near Frankfurt

www.gtz.de/women-law

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