



A Life Free of Violence:

**Unleashing the Power
of Women's Empowerment and Gender Equality**

Strategy 2008-2013

**United Nations Development Fund for Women
(UNIFEM)**

Table of Contents

1. CONTEXT: AN HISTORIC OPPORTUNITY	4
2. RATIONALE: UNIFEM'S ROLE AND COMPARATIVE ADVANTAGES	6
3. GUIDING PRINCIPLES AND PROGRAMMING FRAMEWORK	9
4. STRATEGY: MEETING THE IMPLEMENTATION AND UPSCALING CHALLENGE	10
4.1. Criteria for Selection of Priority Programme Areas	11
4.2. Priority Areas to End Violence against Women and Girls	12
(1) Fulfilling the Promise of A Life Free of Violence: <i>Implementing national commitments and promoting upscaling</i>	12
(2) Upholding the Standards: <i>Aligning national and local laws, policies and programmes with International and Regional Human Rights</i>	15
(3) Rape as a Tactic of Warfare: <i>Addressing sexual violence in conflict and post-conflict situations</i>	17
(4) With an End in Sight: <i>Intensifying the focus on Prevention, Working with Men and Young People</i>	18
4.3. Cross-Cutting Strategies	22
Partnerships	22
UN Reform and 'Delivering as One'	22
National Capacity Development	23
South-South and North-South Cooperation	24
Monitoring and Evaluation	24
Knowledge-sharing and Knowledge-generation	25
Advocacy and Communications	25
Resource Mobilization	26
5. MONITORING AND EVALUATION OF THE STRATEGY	27

*Ending Violence against Women Section, UNIFEM Headquarters, New York, 2008.
This document is also available at www.unifem.org.*

Executive Summary

Violence against women and girls is one of the most systematic, widespread human rights violations in the world. It occurs in every country of the world, rich and poor, and affects women and girls, regardless of age or socio-economic status. It has many manifestations and strips countries of priceless human capital in the struggle to end poverty, propel development and secure peace and stability. Despite its alarming proportions and deleterious effects on so many levels, it has long been a silent epidemic that has only recently, due to decades of tireless effort and dedication by the women's movement and concerned human rights activists, been placed high on global, regional and national policy-making agendas.

As a spearhead agency on the issue, UNIFEM has a strong record on working to end violence against women, part of its mandate in advancing women's empowerment and gender equality. UNIFEM has been at the forefront of advocacy efforts, brokering partnerships, inter-agency collaboration and pioneering approaches to respond to violence against women in a wide range of countries and settings. It also serves as Administrator, on behalf of the UN System, of the UN Trust Fund in Support of Actions to Eliminate Violence Against Women, established by the General Assembly in 1995.

To advance UNIFEM's work and accelerate progress in implementation and upscaling, the organization's vision and future directions are set out in this 2008-2013 Strategy, *A Life Free of Violence: Unleashing the Power of Women's Empowerment and Gender Equality*. It is based on a global environmental scanning of expert consensus and seminal reports, including the Secretary-General's In-Depth Study; emerging issues identified in academic, advocacy and policy circles; leading global, regional and national initiatives underway; stock-taking of UNIFEM-supported programming; other UN agencies' and inter-agency work in progress in the context of UN reform; and the opportunities available to accelerate progress in the framework of the Secretary-General's Campaign *UNiTE to End Violence against Women 2008-2015*.

The Strategy is focused on **four priority areas** and **six cross-cutting strategies** identified on the basis of UNIFEM comparative advantages; strategic entry points that hold promise for intensifying implementation and medium-to-longer-term results; and the need for attention to especially neglected issues and groups of women and girls. Under the overall theme of ending impunity and strengthening accountability, the Strategy's four pillars are centred on: furthering implementation of existing commitments and promoting upscaling; aligning informal and formal justice systems with international human rights standards; addressing rape as a tactic of warfare in conflict and post-conflict situations; and targeting primary prevention with key groups, especially men and young people. Some areas represent expansion of UNIFEM's ongoing work in advocacy, policy and legal reform, services and access to justice, while others reflect relatively new and emerging issues, such as incorporating violence against women and girls in leading policy and funding frameworks.

The inter-related cross-cutting strategies central to implementation are: sustaining and developing partnerships; capacity development at global, regional and national levels; strengthened monitoring and evaluation for learning, tracking progress and results-based reporting; knowledge-sharing and knowledge-generation for UNIFEM to more effectively serve its function as provider of a much-needed 'public good' in terms of know-how on the state-of-the-art for programmers; advocacy and communications to 'change hearts and minds', sustain public and policy attention on the issue, and promote implementation and accountability; and enhanced resource mobilization to support ongoing, catalytic and innovative areas of work—including to reach the target set in the Secretary-General's Campaign Framework of \$100 million annually for the UN Trust Fund by 2015.

VISION STATEMENT

Everyone has the right to freedom from violence and freedom from fear. Ending violence against women and girls is possible and within reach. UNIFEM's vision for a secure and peaceful world is one in which women and girls are free from violence and abuse, free to thrive as equals. This in turn can unleash the full force of women's empowerment and gender equality to end poverty and foster human rights, peace and development for all.

1. CONTEXT: AN HISTORIC OPPORTUNITY

Gender-based violence is one of the most systematic, widespread human rights violations in the world. It takes place in the home, on the streets, in schools, places of work, refugee camps, and during conflict and crises. It has no boundaries. It occurs in every country of the world, rich and poor. Its primary targets are women and girls — regardless of their age, race, ethnicity, income, educational, marital or other socio-economic status — merely for being born female. It has many manifestations — from the most universally prevalent forms of domestic and sexual violence, to harmful practices, abuse during pregnancy, so-called honour killings and other forms of femicide. It has long been a silent epidemic of alarming proportions. No woman or girl in the world is entirely free of the risk of gender-based violence and abuse.

Violence against women¹ strips countries of priceless human capital in the struggle to end poverty, propel development and secure peace and stability. It thwarts female productivity and agency, with heavy costs to national prosperity: researchers and economists² confirm that female empowerment is a central engine of development. Violence against women — though invisible and a missing target in the Millennium Development Goals (MDGs) — puts a major break on the prospects of achieving them. The UN Millennium Project, which brought together 250 leading international development experts to advise the Secretary-General, clearly established the right of women to live free of violence as a core right, fundamental to their ability to lead a productive life.³ In fact, the Project's Task Force on Gender Equality identified ending violence against women as one of seven strategic priorities for achieving the MDGs.⁴ Despite its deleterious effects on so many levels, violence against women has received only marginal treatment in the overwhelming majority of national public policies and budgets.

“Violence against women is an issue that cannot wait.... No country, no culture, no woman young or old is immune to this scourge.... And we know that when we work to eradicate violence against women, we empower our greatest resource for development.”

Ban Ki-Moon, UN Secretary-General, remarks to the Commission on the Status of Women, launch of the *UNiTE Campaign to End Violence against Women*

New York, 25 February 2008

Global Momentum, Seizing the Opportunities: The international community is witnessing an historical opportunity to change the tide on what has been limited action to date on ending violence against women

¹ This Strategy focuses on violence against women and girls, in line with UNIFEM's Strategic Plan 2008-2013, because the overwhelming proportion (90%) of those affected by gender-based violence are female. UNIFEM does not ignore the grave importance of responding to the needs and rights of male survivors/victims of gender-based violence: UNIFEM-supported programmes strive to ultimately benefit both women and men, and their communities.

² See Buvinic, M. and King, E.} *Smart Economics*. Finance & Development: A Quarterly Magazine of the IMF. June 2007, Volume 44 (2); and The World Bank's *Gender Action Plan: Gender Equality as Smart Economics*.

³ UN Millennium Project. 2005b. *Investing in Development: A Practical Plan to Achieve the Millennium Development Goals: Overview*, p. 13. Report to the Secretary-General. London and Sterling, Virginia: Earthscan.

⁴ UN Millennium Project. 2005. *Taking Action: Achieving Gender Equality and Empowering Women*. Task Force on Education and Gender Equality. London and Sterling, Virginia: Earthscan.

and girls. Decades of tireless efforts and dedication by the women's movement and concerned human rights activists across the world has now placed the issue high on global, regional and national policy-making agendas. Since the landmark 1993 UN Declaration on Violence against Women and the 1995 Beijing Platform for Action - which served to entrench the issue in decision-making circles - violence against women has made its way to the top of the international community's human rights, poverty reduction, development and security priorities. Other UN Conferences of the 1990s and developments since have further cemented the issue on the inter-governmental agenda—notably, the 1993 Vienna Declaration and Programme of Action, unequivocally affirming that the human rights of women are human rights; the 1994 International Conference on Population and Development, recognizing the inextricable links of violence against women to reproductive health and rights; the 1999 designation of November 25 as UN International Day for the Elimination of Violence against Women; the 2000 UN Millennium Declaration, resolving “to combat all forms of violence against women”, and the subsequent 2005 World Summit Outcome; the first-ever 2004 Security Council Open Debate devoted to sexual and gender-based violence in conflict and post-conflict situations (in follow up to Resolution 1325), and the momentous Security Council Resolution 1820 adopted in June 2008, establishing sexual violence as a priority global security concern.⁵

More recent developments have galvanized and accelerated the political momentum as never before. In 2006, the much-awaited *UN Secretary-General's In-Depth Study on all Forms of Violence Against Women* set the global framework for the way forward. UN General Assembly Resolutions since 2006 on intensifying action to end violence against women,⁶ as well as various other related UN resolutions on rape, domestic violence, harmful practices, violence against migrant women workers, among others, reinforce the call for action. A record number of countries have adopted national laws, policies and action plans; emerging practice by some countries has also seen the issue incorporated in national poverty reduction strategies and public budgets. In tandem with the MDGs and recent international agreements, donor countries and private foundations are significantly increasing their political and financial support, providing a greatly needed infusion of additional resources.⁷ Within the UN System, a growing number of UN Country Teams (UNCTs) are reporting action to address the topic, increasing from 28 UNCTs in 2004 to 70 reporting work on the issue in 2007.⁸ The crowning of this global momentum occurred in 2008, with the unprecedented launch of the UN Campaign spearheaded by the Secretary-General, *UNiTE to End Violence against Women*. The Campaign challenges UN Member States, civil society, the private sector, donors, the UN System, leaders at all levels, and individual men, women and youth, to join forces in making existing commitments a reality by 2015, the deadline for the MDGs.

The Challenges: Broad-based partnerships and sustained political will at the highest levels are urgently needed to meet the significant challenges. The low priority placed on addressing violence against women and girls and severe underfunding has translated into small-scale interventions of limited scope and coverage; a lack of national capacities and expertise; underdevelopment of effective and proven strategies; and scant availability of evaluative knowledge and reliable data, including about the nature and prevalence of the pandemic, as well as what works to reverse it. Seizing this historic opportunity will require systematically maintaining and mobilizing policy attention at the highest levels; building partnerships within a multi-sectoral approach; galvanizing all relevant actors around common approaches; institutionalising responses to violence against women and girls in all key entities and organizations,

⁵ *Women, Peace and Security*. United Nations. Security Council Resolution 1820. S/RES/1820 (2008). New York: United Nations.

⁶ United Nations. General Assembly Resolutions on *Intensification of efforts to eliminate all forms of violence against women* (A/RES/61/143; A/RES/62/133; A/RES/63/155). New York: United Nations.

⁷ By way of example, the Government of Spain through the MDG Achievement Fund; the Government of the Netherlands and its MDG3 Gender Equality Fund; and private foundations such as the NoVo Foundation and the Oak Foundation.

⁸ UNDG. 2007. Synthesis of Resident Coordinator Annual Reports 2007. UN Country Coordination: Working Together for Development.

including in the framework of UN Reform and *Delivering as One* at country levels; and mobilizing the resources required for implementation. A fundamental challenge implicit in all programming on gender-based violence is the complexity and time required for societal transformation of the underlying value systems that lie at the root of the problem.

2. RATIONALE: UNIFEM'S ROLE AND COMPARATIVE ADVANTAGES

Background: UNIFEM's leading mandate and role within the UN System on women's empowerment and gender equality overall, and on violence against women in particular, is embedded in its corporate Strategic Plan 2008-2013. Violence against women is one of four thematic priorities, with reduced prevalence as its overarching goal.

This document encapsulates UNIFEM's vision and future directions for advocacy, programming and resource mobilization in order to move forward the global implementation and upscaling agenda to end violence against women. It is based on a global environmental scanning of expert consensus and seminal reports, including the 2006 Secretary-General's study and the WHO Multi-Country Study on *Women's Health and Domestic Violence against Women*; emerging issues identified in academic, advocacy and policy circles; leading global and regional initiatives underway; stock-taking of UNIFEM-supported programming at regional and country levels, including based on the 2004-2007 Evaluation of UNIFEM's Multi-Year Funding Framework (MYFF) System⁹; and inter-agency work underway in the context of UN reform. The Strategy takes into account the comparative advantages, roles and complementarities available with other operational UN agencies working in this field, in particular UNDP, UNFPA, UN-HABITAT and UNICEF. In addition, it reflects multiple built-in synergies with the UN Trust Fund in Support of Actions to Eliminate Violence against Women, to capitalize on the potential for value-added benefits and efficiencies for both the UN Trust Fund and UNIFEM regular programming.¹⁰

Spearhead Agency: UNIFEM has a singularly strong record on violence against women, a core part of its history in advancing the human rights of women. It is credited as the UN organization that placed the issue on the UN agenda in the 1990s, working closely with women's networks and amplifying the voice of women's movements in calling attention to it as a public policy priority. Attesting to its early and leading role on ending gender-based violence within the world body, in 1995 the General Assembly designated UNIFEM as the manager of the UN Trust Fund to End Violence against Women.¹¹ UNIFEM crafted and forged the first UN Campaign on the issue in Latin America and the Caribbean in the late 1990s, bringing together nine UN agencies in a common effort of ongoing inter-agency regional collaboration.¹² Building on that momentum, it brought the violence against women campaign to global scale in 1998, with the leading participation of former Secretary-General Kofi Annan, in commemoration of the fiftieth anniversary of the Universal Declaration of Human Rights. UNIFEM has historically been at the forefront of advocacy efforts, brokering partnerships, and pioneering approaches to respond to violence against women in a wide range of countries and settings.¹³ The organization's efforts to address

⁹ Universalia. 2007. *Evaluation of UNIFEM's Multi-Year Funding Framework (MYFF) System: Final Evaluation Report*.

¹⁰ Further information on the UN Trust Fund is available at www.unifem.org.

¹¹ United Nations. 1995. Resolution Adopted by the General Assembly: *The role of the United Nations Development Fund for Women in eliminating violence against women (A/RES/50/166)*. New York: United Nations.

¹² By way of one recent example, see the inter-agency report of the Inter-Agency Working Group on Violence against Women in All Its Manifestations coordinated by ECLAC (2007), and co-financed by UNICEF, UNIFEM and UNAIDS: *The right of women to live a life free of violence in Latin America and the Caribbean*, Santiago, Chile, ECLAC/ UNICEF/ UNIFEM/ UNAIDS/ UNHCHR/ UNFPA/ UNESCO/ ILO/ PAHO/ IOM/ UNDP/ IICA

(<http://www.eclac.org/mujer/publicaciones/xml/4/32194/Nomore.pdf>.)

¹³ In 2002, UNIFEM commissioned a first-ever global scan to assess the nature and extent of, and responses to, violence against women across regions. See the desk review, *UNIFEM's Work To End Violence Against Women*, submitted by Education Development Center, April 14, 2002; and *Not a Minute More. Ending Violence against Women*, UNIFEM 2003.

this issue are underpinned by UNIFEM's entire programme of transformational work on women's empowerment and gender equality – which is essential to ending violence against women.

In the first stages of the movement to end violence against women, UNIFEM was a leading provider of advocacy, technical and financial assistance to Ministries of Women's Affairs and women's groups at national, regional and global levels to position the issue in public policy agendas, promote the adoption of national action plans and laws, and support services for survivors. In more recent years and up to the present, as more countries have adopted policies and laws, UNIFEM has responded by shifting its focus to bridging the implementation and accountability gap. Highlights of achievements over recent years in this regard include UNIFEM-supported multi-sectoral approaches at national and local levels involving the judiciary, security, health and other sectors, resulting in increased reporting to the police and prosecutions, and access to health services; development of emerging models for building capacities of police, peacekeepers and other uniformed personnel on protection and enforcement of laws; achieving critical legislative and policy reforms, including criminalizing marital rape and sexual harassment; and catalysing policy attention, innovation and transformative processes on especially neglected issues and marginalized groups —such as so-called 'honour killings' and femicide; the 'Safe Cities' programme in Latin America on urban security and violence against women in public spaces; breaking the silence among indigenous communities in the Andean Region; and securing protections for migrant women workers in South Asia. UNIFEM's work has included forging high-level strategic partnerships for regional policy-oriented advocacy (including posting a gender desk in the Africa Union Headquarters and concluding a Framework Agreement with the Association of Southeast Asian Nations, ASEAN, to promote good practices exchange on multi-sectoral services and address the inter-linkages with HIV and AIDS); advocating for the issue's incorporation into leading national funding frameworks, such as Poverty Reduction Strategies and National Development Plans (e.g. Ecuador, Liberia, Mozambique, Tanzania); as well as garnering greater commitments from national and local government coffers to address violence against women and through its leadership on gender-responsive budgeting (e.g. Bosnia and Herzegovina, Burundi, Ecuador, El Salvador, Ghana, Honduras, Former Yugoslav Republic of Macedonia, Mozambique, Peru, Venezuela). UNIFEM has also launched a number of national and/or regional grant-making funds to support women's organizations' and other partners' efforts to end violence against women. These include funds for the Arab States and the Commonwealth of Independent States (now closed), as well as more recently created funds established and run by UNIFEM with multi-donor support in Afghanistan, Eastern Europe (focused on community-based prevention) and the Pacific Region.

These are the types of achievements and strategic entry points that UNIFEM will build on and expand in the coming years, working with a wide range of traditional and non-traditional partners, and responding to global expert consensus and recommendations—including greater emphasis on implementation and upscaling; working with men, young people and faith-based groups; engaging the private sector; and furthering effective approaches for prevention, with a view to making pervasive violence against women and girls history for forthcoming generations. Emphasis will be placed on national capacity development for sustained progress; and on monitoring and evaluation, documentation and dissemination, in order to build up and contribute to the global knowledge base on effective approaches that can be promoted for upscaling.

UN Reform and the System-Wide Response: UNIFEM has been at the forefront of UN inter-agency collaborative mechanisms addressing violence against women. As Administrator of the UN Trust Fund to End Violence against Women, it has convened close to two dozen UN agencies at global and regional levels over the past decade in consultative processes on the Fund's operations. It is a founding member of

Stop Rape Now UN Action against Sexual Violence in Conflict, and participates in the Task Force on Gender-based Violence of the Inter-Agency Standing Committee for humanitarian assistance. UNIFEM is an advocacy leader in building global commitment to combat sexual violence in conflict, and to recognise it as a crime against humanity and a tactic of warfare. UNIFEM strongly supported the pathbreaking Security Council Resolution 1325 (2000) that requires measures to protect women from sexual violence in conflict. Its subsequent work to demonstrate that widespread and systematic sexual violence is a security problem, requiring a security response, provided a central contribution to the adoption of Security Council Resolution 1820 (2008), which places sexual violence in conflict situations high on the global peace and security agenda. UNIFEM also currently serves as one of six UN entities on the High-Level Steering Committee of the Secretary-General's Campaign, chaired by the Deputy Secretary-General; and is a member of the Task Force on Violence against Women established in 2007 within the Inter-Agency Network on Gender Equality, supporting the development of UNCT programming on the issue in ten countries. Under the MDG Achievement Fund sponsored by the Government of Spain, UNIFEM is currently lead or partner agency of the three leading national joint UNCT programmes exclusively focused on the issue approved under the 'Gender Window', among others that also have a strong component on gender-based violence.

In the context of UN reform, and the positive trend of increased focus on the issue by a wider range of UN entities, UNIFEM is best placed to make a strategic contribution and impact in specific areas of addressing gender-based violence, based on its experience, expertise and comparative advantages. In line with the *Paris Declaration on Aid Effectiveness*, coordination and complementarities with other UN agencies and development partners will be critical to ensuring harmonization of approaches, and optimal efficiency and effectiveness of the investments dedicated to addressing violence against women.

UNIFEM—as the only UN operational agency exclusively devoted to women's empowerment and gender equality—will continue to support global, regional and national inter-agency collaboration, with a particular focus on expanded work by UN Country Teams and the role of the UN System in advocacy and national capacity development.

UNIFEM and the UN Trust Fund to End Violence against Women: Synergies and Functions

UNIFEM has a critical and dual role to play, within and outside the UN System, on ending violence against women - both as a lead operational and spearhead agency on the issue, as well as serving as the Administrator of the UN Trust Fund to End Violence against Women on behalf of the UN System.

The dual function offers many opportunities for synergies and efficiencies for the optimal use of resources. At a technical level, the UN Trust Fund benefits from UNIFEM's strategic orientations and evidence-based programming guidance for optimal quality assurance. UNIFEM-led initiatives, supports and staff for global knowledge management, monitoring and evaluation, communications and resource mobilization are all of direct benefit to UN Trust Fund operations.

While ensuring these cost-effective synergies and additional supports for the UN Trust Fund continue, UNIFEM maintains a *'firewall'* to distinguish the two roles, programmes, budgets and reporting functions, in line with accountability and transparency principles, as well as its privilege in managing the UN Trust Fund as a unique inter-agency mechanism.

3. GUIDING PRINCIPLES AND PROGRAMMING FRAMEWORK

In all cases, UNIFEM-supported programming takes into account the following:

The Conceptual Framework for UNIFEM’s efforts is based on the understanding that violence against women and girls persists because of structural gender inequality and discrimination. To eliminate violence against women, programming approaches must strive to be *transformative and empowering*: transformative, in terms of fostering individual and collective reflection and rejection of the root causes of gender-based violence, a key process in longer-term behaviour change, by challenging prevailing gender norms, attitudes and practices; and empowering, by providing women with access to information, skills, resources and opportunities to overcome barriers and exercise control over their choices and destinies. Tackling the structural underpinnings of the perpetuation of violence against women requires sustained mobilization of political will and resources for women’s empowerment and gender equality.

Addressing the Domains of Intervention: Programming to address violence against women and girls requires consideration of the two domains of intervention: response and prevention. The ultimate goal is stopping systematic violence from ever occurring through transformational approaches focused on prevention. Responses to survivors of abuse may be conducive to prevention (i.e. public education campaigns, deterrent effects from successful prosecutions, timely counseling for children witnesses of domestic abuse, etc.), but are not a substitute for targeted prevention efforts. Prevention efforts, in turn, must have response services for survivors available, since abused women and girls are likely to come forward as silence and stigma around the issue erodes. Thus, in all cases, operating simultaneously on both domains is the ideal approach; and, at a minimum, a clear delineation of strategies as regards the domain/s of intervention is required for results-based programming.

Human-rights based, Gender-responsive and Culturally-relevant approaches: The paramount principle guiding all UNIFEM-supported initiatives are the human rights of women and girls and the promotion of gender equality, in line with CEDAW and international human rights standards. A human-rights based approach means strengthening the capacities of both rights-holders and duty-bearers in fulfilling their respective entitlements and obligations. To work effectively on ending violence against women and girls, it is especially important to understand and be responsive to the specific gender dynamics and cultural reference points that the primary audiences and stakeholders espouse in varying contexts. This includes socio-cultural research and working with community, traditional and faith-based leaders who wield particular influence on public opinion and values, and with other key groups who are best placed to navigate the cultural complexities involved in unraveling the silence and complicity that perpetuates gender-based violence. In all cases, UNIFEM works in close partnership with women’s groups and networks, also part of its fulfillment of this principle.

Two Domains of Intervention

Responding to cases of violence against women, with a view to securing protection, quality comprehensive care, enforcement of laws and access to justice for violence survivors, and ending impunity for perpetrators. This implies working with the security sector (e.g. police), health services, justice and legal systems, and promoting livelihoods opportunities for economic security and autonomy to enable women to escape situations of abuse and avoid recurrence in the future.

Preventing violence against women and girls, focused on transforming discriminatory social attitudes, norms and practices, through sustained multi-faceted and mutually-reinforcing interventions that tackle root causes, protective and risk factors. Prevention of violence against women is key to achieving overall progress on structural gender inequality and furthering women’s empowerment.

Focus on Poverty and Especially Neglected Groups: While gender-based violence affects women of all social strata regardless of income level, women and girls living in poverty and other especially vulnerable circumstances tend to face higher risks, have fewer opportunities to avoid abusive situations and relationships, and have less access to services, justice and other resources to seek help. In line with a human-rights based approach and the MDGs, emphasis will be placed on prioritizing interventions in impoverished sub-national areas and communities and among especially neglected groups of women and girls.

Responsiveness to Diversity: Effective programming requires data analysis and research on the factors and contexts affecting and influencing particular communities and groups of women and girls, men and boys. This implies taking into account the profiles of specific sub-groups of the population across multiple variables (age, sex, income, education, marital status, occupation, rural/urban residence, religion, etc.) in order to tailor interventions accordingly and ensure their relevance for primary beneficiaries.

Regional and National Specificity: In line with the principle of diversity, this Strategy takes into account regional, national, sub-national and local variations and specificities. This includes consideration for the stage at which progress is being made in addressing violence against women in a given context. For example, in countries or locales where public awareness, policy and legal reform is under-developed or incipient, and/or prevalent forms of violence remain neglected or ignored, particular emphasis will need to be placed on targeted advocacy and outreach to garner decision-makers' commitments and mobilize public opinion. On the other hand, in areas where policies and laws have taken hold, efforts will centre on implementation, upscaling and monitoring through national and local capacity development. In addition, regional variations will also reflect specific priorities (i.e. intersections of violence against women with HIV and AIDS in Africa, migrant women and trafficking in Asia). Similarly, in many contexts, a prevalent form of violence or particular harmful practice may have received priority attention (such as domestic violence or female genital mutilation/cutting), while others may be ignored (sexual violence of girls and young women), requiring targeted policy-oriented advocacy and research efforts to catalyze responses.

Accountability and the 'Due Diligence' Principle: Throughout UNIFEM-supported programming, attention will be paid to promoting and strengthening accountability for addressing violence against women and girls. This includes advocacy and supporting monitoring and accountability mechanisms in line with the 'due diligence' standard laid out by the Special Rapporteur on violence against women, which establishes obligations for governments to undertake every effort possible to both respond and prevent violence against women.¹⁴

4. STRATEGY: MEETING THE IMPLEMENTATION AND UPSCALING CHALLENGE

Overview and Purpose of the Strategy

Seizing on the historic opportunity described in the introductory section, the main thrust of the Strategy is focused on the urgent need to meet the implementation and upscaling challenge in addressing violence against women and girls. The aim is to catalyze change and knowledge where it is needed most and capitalize on strategic entry points for accelerating progress, in partnership with a wide spectrum of actors.

¹⁴ United Nations. 2006. *Integration of the Human Rights of Women and the Gender Perspective: the Due Diligence Standard as a Tool for the Elimination of Violence Against Women. Report of the Special Rapporteur on violence against women, its causes and consequences*, (E/CN.4/2006/61). New York: United Nations.

The purpose of this Strategy is to provide institutional directions and priorities for the roll out of the corporate UNIFEM Strategic Plan 2008-2013, as it pertains to the overall goal of reducing prevalence of violence against women.

The Strategy is focused on *four priority areas* and *six cross-cutting strategies*, all of which are inter-related and necessary for the implementation and upscaling agenda (see Table of Contents for listing). While some represent expansion and deepening of UNIFEM's ongoing work in areas of particular experience and expertise — such as on women's empowerment and rights, advocacy, policy and legal reforms, gender-responsive budgeting, access to justice and services, engendering security sector reforms and addressing rape a method of war in conflict and post-conflict situations; others reflect relatively *new and emerging issues*, notably:

- ✓ *Securing the necessary resources for implementation*, by incorporating attention to ending violence against women and girls in leading policy and funding frameworks, including in the context of new aid modalities;
- ✓ *Aligning both informal and formal justice systems with international human rights standards*, to secure protections and redress for women and girls survivors of violence for whom justice is out-of-reach due to social and cultural biases, poverty and other forms of exclusion;
- ✓ *Targeting primary prevention*, to stop gender-based violence from occurring in the first place, in particular working with strategic groups such as men and adolescents, while continuing to expand responses and access to justice for women and girls who have already been abused.

This Strategy responds directly to the five priorities of the *Secretary-General's Campaign Framework* for country-level action, including as regards furthering national action plans and their implementation, legal reform and enforcement, data collection systems, prevention and social mobilization, and sexual violence in conflict situations.

4.1. Criteria for Selection of Priority Areas

The following lead criteria, or a combination thereof, were applied in identifying the priority areas for UNIFEM advocacy and programming discussed further below:

- *Areas of particular UNIFEM comparative advantage*, that build on years of experience and ongoing work centered on advocacy for policy and legislative reforms, national capacity development of key sectors and actors, such as the justice system and police, and research-action to catalyze attention to neglected issues and forms of violence against women. At the regional and cross-regional levels, this includes further development and consolidation of especially catalytic work spearheaded by UNIFEM, including the 'Safe Cities' initiative in Latin America, the promotion of the rights of women migrant workers in Asia, the work on domestic violence legislation in Southern and Eastern Europe, and addressing the intersections with HIV and AIDS in Africa as elsewhere.
- *Strategic entry points* that hold particular promise for intensifying and upscaling implementation for medium- and longer-term results. They represent key areas that although widely recognized by experts as especially strategic and critical for accelerated gains in this field, are as yet under-developed and insufficiently addressed, but in which UNIFEM has already begun to advance work in some countries. These will focus on: ensuring the incorporation of violence against women issues in leading and 'mainstream' development policies and budgets; expanding the knowledge base on effective prevention approaches; and working with adolescents and men as especially strategic groups in order to stop gender-based violence.

- ***Especially neglected issues and groups of women and girls***, in need of special attention and knowledge-generation to catalyze policy and programme development. This includes, for example, abuse of migrant women and domestic workers;¹⁵ sexual violence, including in conflict and otherwise unstable situations, and rape and sexual assault of girls and young women in particular; gender-based violence in indigenous communities; abuse during pregnancy; the specific forms of violence that women aspiring for political office and other leadership roles face; and intensified work on the links with HIV and AIDS, especially in high-prevalence countries, or those projected to become centres of the epidemic and reflecting a feminizing trend. Advocacy opportunities will also be sought in the context of pressing and emerging trends that may increase women’s risks of assault and violence in the context of poverty, notably, the global food crisis, financial crises, and the adverse effects of climate change.

4.2. Priority Areas to End Violence against Women and Girls

(1) FULFILLING THE PROMISE OF A LIFE FREE OF VIOLENCE: Implementing national commitments and promoting upscaling

As mentioned, promoting implementation and upscaling is the core thrust of both this Strategy and UNIFEM’s overall Strategic Plan 2008-2013. UNIFEM will continue to support the formulation and implementation of existing policies, laws and action plans addressing violence against women through ***multi-sectoral systems of coordination and referral*** involving, at a minimum, the health, judiciary and police—the ‘frontline’ for prompt responses for survivors of violence. UNIFEM will continue to invest in ***institutionalizing capacities*** in sectors where it holds particular comparative advantage, primarily ***women’s machineries*** (to provide strong advocacy, leadership, inter-sectoral coordination and tracking functions), the ***police*** and the ***judiciary***, and, particularly in conflict and post-conflict situations, work with ***uniformed personnel***, including peacekeepers.

Capacity development supports will provide stepped up technical assistance to government authorities, in accompaniment with specialized women’s groups and other expertise, and include: ***strengthened data collection and analysis systems***; development and implementation of ***sectoral and inter-sectoral regulations and protocols*** and decrees establishing clear lines of ministerial responsibility and accountability (including budgetary); applying ***gender-responsive budgeting*** at national and local levels to secure adequate allocations and track expenditures for implementation of laws and policies; ***training of sectoral staff on human rights of women and gender-based violence*** in their areas of responsibility and service delivery; establishment, strengthening, and monitoring of ***service delivery systems*** at local and community levels; development of expanded partnerships and services for ***public outreach and legal literacy***, including to empower women and girls and advise them on where to seek help and report abuse; advocacy to ***strengthen specialized women’s centres*** as a first-line of quality assistance and referral to other services, and to encourage governments to ensure adequate availability of ***shelters or alternatives for women’s safety and protection***; development of ***community-based models*** on prevention and redress; and support for ***upscaling of successful and promising strategies***, through advocacy, knowledge management, evaluation, and South-South as well as North-South exchange.

A particularly challenging but critical area in need of development is addressing the ***economic security*** of women especially at risk of or survivors of violence, and development of corresponding programmatic responses. This is an area in which UNIFEM will seek opportunities to advocate for or establish linkages with specialized partners (i.e. in micro-finance, business development, vocational training) and explore experimental approaches. Health and judicial system reforms offer especially strategic entry points to

¹⁵ Abuse of domestic workers is referenced in para. 95 of the Secretary-General’s Study on violence against women.

address financial barriers for low-income women's access to care and justice, and avert the negative effects of cost-recovery schemes on this group of the population. One area relates to providing free legal aid and exploring how health insurance schemes can provide free or subsidized services for medium to longer-term counseling for survivors of gender-based violence.¹⁶

While the components referenced above are relevant across all the priority areas discussed throughout this Strategy, following are details on select ones that are especially important for advocacy, policy and programme development in order to advance implementation: *data collection, analysis and research*; *National Actions Plans* on ending violence against women; and integrating the issue into *leading policy and funding frameworks*.

Data collection, analysis and research is a foundation of all evidence- and results-based programming, an essential element for public awareness-raising, advocacy, policy development, service delivery, and monitoring to foster improvements and accountability. In collaboration with national statistics offices, research organizations and UN agencies with lead comparative advantages in this regard such as UNFPA, UNIFEM will advocate for and support:

- **Qualitative and quantitative research** on various forms of violence against women, including neglected forms (e.g. abuse during pregnancy, linked to MDG 5 on maternal mortality, or sexual violence against women/young women linked to HIV and MDG 6, both particularly strategic entry points given global mobilization and resources being made available for these two goals);
- **Population-based surveys** that measure the extent, causes, consequences, and effectiveness of measures being implemented (such as the DHS Domestic Violence Module, the International Violence Against Women Surveys, and the WHO Multi-country Study questionnaire);
- **Incorporating violence against women in existing surveys** already carried out regularly by National Statistics Offices;
- **Studies on knowledge, attitudes, and practices** among women, men, adolescents and youth, and among excluded population sub-groups (e.g. indigenous communities), including wider application of novel survey tools within UNIFEM-supported programming, such as the Gender-Equitable Men Scale (GEM);
- **Establishing and strengthening inter-sectoral data collection, analysis, reporting and coordination systems** at national and sub-national levels;
- **Harmonizing data collection and indicators**, including through continued inter-agency collaboration at global, regional and country levels. Ongoing regional initiatives in Africa, Latin America and the Caribbean, and South Asia in this regard supported by UNIFEM¹⁷ can provide important impetus for policy-oriented advocacy and tracking results. For example, this includes promoting the application of the Economic Commission for Africa Gender and Development Index, which plans to measure actions on violence against women in 25 countries of the region. At country levels, UNIFEM will also be intensifying its support in various countries to establish common indicators and standardized data collection systems in order to improve harmonization of national database systems. At the global level, this includes coordination with the World Health Organization (WHO), the Division on the Advancement of Women (DAW) and UNFPA, among other research experts in the field (i.e. USAID's *Measure* initiative), for the ongoing capturing and dissemination of survey tools and recommended indicators that can provide state-of-the-art guidance to the growing number of countries undertaking prevalence and related studies.

¹⁶For example, in Rwanda, the Ministry of Health is providing rapid medical treatment to victims and eliminating medical fees for examinations.

¹⁷ For example, the UNIFEM regional initiative 2004-2007 in seven countries on harmonizing data through an agreement with the South Asian Association for Regional Cooperation (SAARC); the adaptation of a demographic survey module first piloted in Zimbabwe and expected to be taken up by the Southern African Development Coordination Conference; or the development of gender-sensitive early warning indicators in Colombia that include violence against women for integration into national tracking systems on gender equality.

National Action Plans addressing violence against women and girls will be a centerpiece of UNIFEM efforts. Multi-sectoral National Action Plans on the prevention, punishment, response to and eradication of violence against women and girls that are concrete in specifying the institutional mechanisms and budgets required for implementation are key instruments for propelling the coordinated, coherent and multi-stakeholder action required, and for pooling and mobilizing the needed resources. Among the specific areas of concern and competence for UNIFEM are:

- ***Advocacy and technical assistance***, both to facilitate their development and adoption in countries where existing policy frameworks addressing the issue remain weak and fragile, and to support their implementation where they have already been adopted;
- ***Strengthening the role and capacities of National Women's Machineries***, as the entities that usually function as the 'drivers' and leaders of these multi-sectoral plans, but which often lack the political and institutional authority, resources and capacities to carry out their task effectively. UNIFEM will scan and identify promising practices and experiences, and facilitate South-South/South-North exchange, with the aim of developing guidance and fostering learning and capacity development opportunities;
- ***Promoting accountability frameworks and minimal standards*** for what National Action Plans and related policies on ending violence against women should contain, including by drawing on select examples available and sharing good practices, developing policy-advocacy briefs, supporting effective and meaningful monitoring strategies and mechanisms, and providing guidance and support to decision-makers and advocates.

“Financing efforts that will contribute to ending gender-based violence in all contexts is central to financing gender equality and, ultimately, financing development.”

UNIFEM statement on the occasion of International Women's Day, 8 March 2008

Incorporating prevention and response to violence against women and girls in leading national development and funding frameworks is an especially strategic area of intervention to secure the necessary resources for implementation and upscaling, as well as position the issue at the top of mainstream policy priorities. These frameworks include *Poverty Reduction Strategies, National Development Plans, National HIV and AIDS Plans, other MDG-related plans, and Sector-Wide Approaches (SWAs)*; as well as critical opportunities that arise when key sectoral strategies and policies are being formulated that garner multi-stakeholder coalitions and, to a lesser or greater degree, resources (i.e. maternal mortality, sexual and reproductive health, education, labour, migration, youth, agricultural reform, etc.). Building on its comparative advantages and experience in this area, including its role around the Financing for Development Agenda, UNIFEM work at global, regional and national levels would focus on policy-oriented advocacy and technical assistance, with the following lead supports envisioned for national stakeholders:

- ***Data analysis and evidence-based recommendations for policy-oriented advocacy***, to build compelling arguments for investments in preventing and responding to violence against women and girls. This includes developing user-friendly, evidence-based *policy-advocacy briefs* that: establish the links of violence against women and girls to socio-economic development and poverty reduction (i.e. diminished human capital, productivity, school attendance and performance); outline *minimal standards* and concrete actions for policy content (for example, to address the intersections of HIV and violence against women in National HIV and AIDS Plans); support ongoing advocacy on the

‘costs of inaction’ to public budgets (i.e. from recurrent health, police and judiciary expenses) as well as on policy ‘gains’ and solutions to ending violence against women (i.e. savings to public budgets of investing in prevention). In addition, UNIFEM may support the development of *costing tools* and *costing exercises of proposed intervention packages*, and *costing of implementation of national laws*, on a selective basis, to provide governments and civil society advocates with concrete budgetary proposals for negotiations and upscaling;

- ***Gender-responsive budgeting***, by deepening and expanding UNIFEM’s lead work in the area; systematically addressing violence against women as a priority issue in the exercises it supports; and introducing it in a growing number of countries to advocate for the inclusion of violence against women in leading budgets, including medium-term expenditure frameworks (MTEF), but particularly, in annual sectoral and local budgets where the gains are most measurable and direct for national programme delivery.¹⁸ To accompany these efforts, UNIFEM will adapt and develop a technical guidance tool specifically tailored to gender-responsive budgeting and violence against women and girls. The tool will also serve as a basis for producing an advocacy brief for policy-making audiences, including parliamentarians;
- ***Capacity development of specialized women’s rights advocates*** in order to effectively influence public opinion and decision-makers, through training on policy-oriented advocacy, media outreach, new aid modalities, and gender-responsive budgeting with a focus on violence against women and girls. Advocacy and related supports would also be provided to women survivors of abuse, including from conflict situations and from especially neglected communities, such as HIV-positive women, indigenous leaders and young women, who would be empowered and supported to have their voices heard in policy debates in order to ensure their priorities are included in national and local laws, policies and budgets. Women’s machineries, parliamentarians and other governmental champions within key sectors would also be supported with training, tools and strengthened partnerships with key civil society representatives and experts.

(2) UPHOLDING THE STANDARDS:

Aligning national and local laws, policies and programmes with International and Regional Human Rights

Aligning national and local laws, policies and programmes with international and regional human rights standards is an area which builds on UNIFEM’s years of leadership on the human rights of women. UNIFEM will continue to provide technical and/or financial support for the universal ratification of all relevant conventions and protocols, formulation and reform of constitutions and national laws and policies in accordance with human rights standards. A particular area of focus will be the relatively emerging area of bridging the gaps between human rights standards and their application by both informal and formal justice systems. Other entry points include UN-wide staff training on human-rights based approaches (*Action 2*).¹⁹

Broad-based advocacy platforms will engage parliamentarians, lawyers’ associations, women’s affairs ministries, journalists and women’s and other civil society human rights organizations. This centres on advocacy and technical assistance around:

¹⁸ MTEF’s are three-year budgets which are not always linked to annual budgets, may suffer from lack of predictable multi-year funding, and also tend to be of a general nature (i.e. total allocation for health or education sector), such that advocating for specific line items on ending violence against women tends to be less practicable than targeting annual budgets.

¹⁹ The “Action 2 Initiative” stems from the report of the Secretary-General entitled “Strengthening of the United Nations: an Agenda for Further Change” (A/57/387 of 9 September 2002). Its Plan of Action was adopted by more than 20 UN agencies in 2004 to strengthen UN capacities on applying a human rights-based approach.

- **National follow up on recommendations to State Parties for compliance on human rights obligations, with emphasis on implementing CEDAW Committee recommendations** as they relate to violence against women and girls, as well as ratification and compliance with **recently adopted international human rights conventions**, such as the Convention on the Rights of Persons with Disabilities and its Optional Protocol, and the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families;²⁰
- **Key regional instruments and agreements, including universal** ratification and implementation of the Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa (which covers various elements on violence against women); continued inter-agency collaboration in assessing progress and addressing lacunae in implementation of the Inter-American Convention on the Prevention, Punishment and Eradication of Violence Against Women ("Convention of Belem do Para"); and follow up and dissemination support of the Southern African Development Community (SADC) Protocol on Gender and Development (which devotes a chapter to the issue of gender-based violence²¹). This component may also consider promoting *charters of domestic workers' rights*, as called for in Europe (Parliamentary Assembly of the Council of Europe) and by the women's movement in Asia;
- **New constitutions and laws**, to ensure that wherever the opportunity arises, including in post-conflict countries, these embed protections for fundamental human rights to freedom from all forms of torture, violence and abuse based on gender;
- **Policy and legal reforms**, as an ongoing core function of UNIFEM operations at country levels, especially where critical gaps remain, including to ensure all forms of gender-based violence are banned or criminalized²² and to promote the adoption of adequately-resourced National Action Plans to end violence against women and girls;
- **Strengthening the gender-responsiveness of traditional and informal justice systems**, a long-standing area of UNIFEM's work of particular urgency in light of widespread impunity, will emphasize working with customary systems of justice in communities and areas where the formal system is especially weak and the rule of law remains fragile. The aim of this dual approach is to secure protections of the human rights of women while formal institutions develop capacities. Another area of work will be collaboration with national human rights entities and other mechanisms to introduce or strengthen their oversight role on ending impunity for violence against women in their portfolios and promote legal enforcement and justice, such as Ombudspersons' offices, parliamentary commissions, and observatories on violence against women. UNIFEM will work towards achieving this outcome by: developing the institutional and staff capacities of informal and formal justice, legal and enforcement systems; facilitating the introduction and monitoring of protocols and referral mechanisms for abused women in need of access to justice, protection and care; and supporting community-based awareness-raising and sensitization of traditional and faith-based leaders, men, other custodians of culture and public opinion and enforcers of customary law on the importance of ending impunity for violence against women.

²⁰ For references to violence against women, see Article 16 of the United Nations Convention on the Rights of Persons with Disabilities; and Articles 16 and 68 of the United Nations International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families (A/RES/45/158).

²¹ See Part VI; the protocol is available at: <http://www.sadc.int/index/browse/page/465>.

²² As called for in recent General Assembly Resolutions on Intensification of Actions to Eliminate Violence against Women (2006 and 2007).

(3) RAPE AS A TACTIC OF WARFARE: **Addressing Sexual Violence in Conflict and Post-Conflict Situations**

Addressing sexual violence in conflict, post-conflict and unstable²³ situations has been a hallmark of UNIFEM advocacy efforts, especially since its pivotal role in promoting the adoption of landmark Security Council Resolutions 1325 (2000) and 1820 (2008), and its ongoing efforts to promote compliance. While sexual violence in conflict is not a new phenomenon, there has been an increase in its frequency, brutality, and in the sheer numbers affected. Evidence has emerged to show it is deployed as an organized tactic to force population flight, undermine community cohesion, and demoralize the enemy. Yet, as a major and highly efficient part of the arsenal of methods used in conflict, it nevertheless attracts remarkably little attention in terms of resources for survivors and prevention tactics by peacekeepers, nor is it mentioned in peace accords. Indeed, it has been described as one of history's greatest silences.²⁴

Security Council Resolution 1820 unambiguously recognizes sexual violence as a feature of warfare and, in some contexts, as a threat to post-conflict security and peacebuilding. It calls for the development of tactics for uniformed UN peacekeepers to prevent it, and calls for women's active participation in conflict prevention and peace processes so that this issue can be addressed in all elements of conflict resolution.

Sexual violence as a peace and security issue is a relatively new and emerging matter for international policy-making circles, requiring new capacities and approaches in international, regional, and national peace and security institutions. There are urgent needs for rapid response capacities as emergencies arise, guidance for uniformed peacekeepers, early recovery and developmental investments, and strategies for community-based methods to prevent sexual violence. UNIFEM's contribution to this area of work includes ongoing advocacy and technical assistance to:

- ***Incorporate actions for prevention, protection, prosecution and response to sexual and gender-based violence in security sector reforms and disarmament, demobilization and reintegration processes.*** This includes: applying gender-responsive institutional reform expertise to post-conflict investments in Disarmament, Demobilization and Reintegration (DDR) and Security Sector Reform (SSR) so as to ensure that perpetrators are vetted out of security positions and that reconstituted security forces are equipped to protect women and girls. Advocacy efforts include promoting women's engagement in security sector accountability systems, such as civilian oversight of defense forces and community co-policing to ensure that local police support the investigation and prosecution of sexual and gender-based violence crimes;
- ***Support the capacities of women's rights advocates and women's machineries to implement Security Council Resolution 1820,*** by raising issues of sexual violence in peace processes and in post-conflict needs assessment, planning, and donor conferences; by analyzing funds allocated to address the needs of survivors or to judicial and security preventative measures; and through data collection to expand the evidence base about the extent of the problem and the costs it imposes on recovery and long-term peace building;
- ***Institute standards and norms among uniformed personnel for protection and prevention*** through ongoing collaboration with the UN Department of Peacekeeping Operations, including by researching, systematizing, and training police and military personnel destined for UN peacekeeping

²³ The term "unstable" refers to situations that fall outside of the formal characterizations of 'peace time', 'conflict' and 'post-conflict', but which nonetheless lead to escalations of violence against women and girls. Note also that while emphasis is placed at the corporate level on UNIFEM's work in conflict-related emergencies, this does not preclude UNIFEM support to addressing violence against women issues in natural disasters on a case-by-case basis (for example, UNIFEM's past work on training in natural disaster preparedness in the Pacific Region, which addresses gender-based violence).

²⁴ UNIFEM, *Women, War, Peace*, Independent Experts' Assessment on the Impact of Armed Conflict on Women and Women's Role in Peace-building, Progress of the World's Women, 2002.

operations in effective tactics to prevent sexual violence, promoting the development of military doctrine and context-specific rules of engagement to institutionalize responses to sexual violence, and through building awareness among national police, refugee/internally-displaced camp staff, and national decision-makers;

- ***Developing community-based models of prevention and protection from sexual violence in post-conflict situations, access to justice and socio-economic reintegration for survivors***, building on UNIFEM-supported innovative experience. This builds on existing programming to test innovative approaches in different contexts so as to promote successful efforts for upscaling and replication by policy-makers and donors. This includes building women’s capacities to engage with and monitor local police and judicial responses, support for referral centers and shelters, and generating support from men to put an end to social tolerance of violence against women;
- ***Production of guidance for conflict mediators to ensure sexual violence is addressed in peace processes*** to ensure that this crime is acknowledged at the earliest stages of peace building and recovery, so that ceasefire arrangements, security, justice, power sharing, and social protection/economic support mechanisms provide redress and protection to women;
- ***Continued support and leadership within UN Action against Sexual Violence in Conflict Situations***, where UNIFEM is the advocacy co-lead driving joint efforts by this twelve-agency partnership to strengthen UNCT capacities for more effective responses. This includes advocacy for appointments of high-level sexual and gender-based violence response coordinators in some contexts, building the pool of expertise on the issue to be called upon in emergencies, improving monitoring and reporting, and advocacy to prompt security and peace-building personnel to respond more effectively.

(4) WITH AN END IN SIGHT:

Intensifying the focus on Prevention, Working with Men and Young People

Developing effective prevention approaches represents the ‘new frontier’ for putting an end to gender-based violence altogether. As international experts affirm, the bulk of efforts to date on gender-based violence have been focused on providing immediate care and support to abused women, but with limited attention paid to effective prevention strategies that could stop violence from occurring in the first place.²⁵ While urgent measures are required to respond to women and girls who are already victims/survivors of gender-based violence—fundamental and ‘non-negotiable’ from a human rights and ethical perspective—from a strategic and medium to longer-term perspective (including as regards impact and cost-effectiveness), prevention is the key. This component also responds to the call by the Special Rapporteur on Violence against Women for strengthened ‘due diligence’ standards, whereby States have a duty to work towards both prevention and response.

Stepped up investment in developing effective prevention approaches is the only way to achieve impact for violence-free future generations.

UNIFEM’s advocacy and technical assistance efforts will focus on:

- ***Consolidating promising UNIFEM-supported prevention approaches:*** In line with its innovative and catalytic role, UNIFEM will build on and further develop emerging initiatives that it has helped to pioneer, specifically as regards:

²⁵ WHO. 2007. Department of Violence and Injury Prevention and Disability, Department of Gender, Women and Health. *Expert Meeting on the Primary Prevention of Intimate Partner Violence and Sexual Violence, May 2-3, Geneva, Switzerland. Meeting Report.*

- Tackling the **‘twin pandemics’ of violence against women and HIV and AIDS**, with strong linkages to the multi-country cohort of grantees operating under the UN Trust Fund.²⁶ Combined with other UNIFEM-supported efforts, the aim will be to contribute to the ‘first generation’ of global knowledge on programming on the intersections, and to capture and widely disseminate available practices showing promise, in particular in terms of ‘dual prevention’ of both HIV and violence against women and girls;
- **‘Going Global’ and developing a model on Safe Cities Free of Violence against Women and Girls**, building on UNIFEM’s initial success with various municipalities and communities of Latin America in collaboration with UNDP and UN-Habitat, and taking it to sites in other regions of the world. The initiative centres on addressing an especially neglected but universally common phenomenon of sexual harassment and sexual violence in public spaces, such as streets, public transportation and neighborhoods, with a focus on poor city areas and slums. This will involve establishing a common conceptual, learning, design, methodological and evaluation framework; developing a strong South-South and North-South cooperation component, by supporting a global technical backstopping network of experts; and strong investments in documentation, knowledge-sharing, and dissemination to promote the model among policy-making circles for upscaling and replication by municipalities across the world. This cross-regional programme, engaging various partners at global, regional, national and local levels, represents a flagship initiative for the organization in the coming years, and a leading global effort intent on pursuing an impact evaluation to test, prove and promote the model.
- **Promoting the development of effective approaches for prevention among specific population groups, in particular men and adolescents:** In terms of critical contributions to the global knowledge-base, UNIFEM will seize and nurture opportunities with partners and interested donors to develop ‘high impact’ approaches in changing and eliminating attitudes and practices that condone gender-based violence. These would build on the handful of promising prevention approaches advanced to date by civil society organizations that experts are evaluating and analyzing as leading initiatives and potential models for upscaling.²⁷ Priority groups could be identified to deepen understanding of how to best tailor approaches. A focus on adolescents and men, including in rural settings, would be particularly strategic, as explained further below; as would developing and disseminating materials for pre-deployment training—and in-mission guidance— of uniformed peacekeeping personnel to guide approaches to troop deployment and military and policing tactics in order to prevent widespread and systematic sexual violence in conflict, post-conflict, or otherwise unstable situations. These would be approaches that measure significant changes within a three to five-year time frame.²⁸ They would be carefully documented, costed, and evaluated to provide step-by-step guidance for governments and NGOs wishing to adapt, replicate and upscale such endeavors in the future. This initiative would also draw on proven approaches and decades-long experience in the health field that have demonstrated impact on societal norms, attitudes, knowledge and behaviours. They would imply UNIFEM partnering with expert institutions from the social

²⁶ To learn more about this cohort, approved in 2006 under a special window of the UN Trust Fund to End Violence against Women sponsored by Johnson & Johnson International Co., see the UNIFEM website section on the Fund at www.unifem.org.

²⁷ For example, these include Raising Voices, Uganda; IMAGE, South Africa; CHARCA, India; Stepping Stones; and Program ‘H’ (working with men and boys).

²⁸ Examples of significant achievements in a three-to-five year time-frame include: the Intervention with Microfinance for AIDS and Gender Equity (IMAGE), which contributed to a 55 per cent reduction in past-year experiences of intimate partner violence (i.e. incidence); and the community mobilization programme by the Center for Domestic Violence Prevention in Kawempe, Uganda, which contributed to a reported 48 per cent decrease, by both men and women, in levels of physical violence in their current relationship. Note that such initiatives are measuring impact in terms of reduced incidence of violence – rather than prevalence in the way it is usually defined statistically, that is, proportion of respondents who have ever experienced violence in their lifetime; but can serve as powerful proxy indicators of longer-term impact for primary prevention.

communications, health and related fields. Learnings and methodologies from this arena can be more forcefully captured and tailored for effective programming on gender-based violence and will also be disseminated through the UNIFEM knowledge-sharing initiative. (For example, these behaviour change communication and social mobilization approaches include ‘edu-tainment’, *DEBIs*- Diffusion of Effective Behavioral Interventions, social marketing, the masculinities discipline, ‘youth-friendly’ approaches and use of Information and Communication Technologies such as the internet and mobile phones, especially suited to this age group. Attention would be paid to ensuring a strong gender perspective in response to evaluations showing weaknesses in this regard in some of these approaches).

Definitions of “Prevention”

UNIFEM adopts the definition of “prevention” to mean averting violence against women and girls from occurring altogether. This is “primary prevention” among practitioners who also refer to “secondary” and “tertiary” prevention, relating to emergency and long-term services, respectively, to mitigate the consequences of violence and prevent recurrence. While general public awareness-raising is an important element in ‘changing hearts and minds’, it is often conflated with achieving actual prevention. Effective prevention approaches, however, that can lead to reductions in violence against women and girls, require targeted strategies and methodologies to achieve changes in attitudes, practices, and behaviors at individual, relational (household, marital), community and societal levels (known as the four-tiered ‘ecological model’).

As affirmed by the Special Rapporteur on Violence against Women, and in line with established international human rights standards—in particular the ‘due diligence’ standard—States Parties have the obligation to undertake every effort within their means to prevent gender-based violence, in addition to responding to already abused or at-risk women and girls.

THE YOUNGER GENERATION:

“Change starts with young people...It is in adolescence and youth ...that people learn what is and what is not acceptable.”

Prateek Suman Awasthi, youth leader, at the panel discussion, launch of the Secretary-General’s Campaign, *UNiTE to End Violence against Women*, 2008.

Working with adolescents (10 to 19 years old) is a ‘best bet’ for faster and sustained progress on preventing and eradicating gender-based violence. Research shows that the most strategic investment for gains on gender equality (and poverty reduction and development) can occur in adolescence. This is a facet of life that, although critical, is often left unattended by public policies. Yet it is at this stage of personal and collective development that values and norms about gender equality are instilled. Adolescent girls— doubly-disadvantaged by gender and age discrimination, and triply so if living in poverty— are especially at risk of gender-based violence, including sexual assault²⁹, and suffer

immediate and life-long consequences (including risks of school dropout, psychological trauma, pregnancy, repeat abuse and exploitation throughout the life cycle), especially if prompt services are not provided to mitigate them. Very young adolescents living in poverty (10-14) are among the most vulnerable groups, including domestic and sexual violence and coercion within the context of child marriage. In line with the priority on prevention, working with this age group— both adolescent girls and boys —thus presents an invaluable opportunity to foster forthcoming generations in which violence against women is no longer commonplace or tolerated.

²⁹ By some global estimates, as well as some recent country studies, as many as 50 per cent of all sexual assaults occur to adolescent girls.

While in recent years UNIFEM has increasingly worked on youth issues and with networks of young women, including in the area of violence against women, working with this group represents a relatively new area of emphasis for the organization's advocacy and programming. A rapidly expanding number of government, UN, NGO and donor partners have joined the agenda of adolescent rights, particularly around HIV prevention and sexual and reproductive health, and more recently, child marriage. Yet few of these efforts systematically adopt a gender perspective or respond to the realities of gender-based violence in adolescent girls' lives, despite the direct links to the objectives of these very programmes.

UNIFEM's niche in this arena is two-fold: promoting the development of innovative, tested and evaluated programmes, corresponding to its role as catalyst on gender equality issues; and, in line with its role within the UN system to provide leadership on gender mainstreaming, bringing a strong and holistic gender perspective to bear on large-scale initiatives planned or underway by partners, including those supported by UN agencies, such as the Inter-Agency Task Force initiative on Adolescent Girls. This would help ensure that violence against adolescent girls and young women is integrated into these programmes, thereby bringing 'added value' by enhancing the effectiveness and responsiveness of those interventions to adolescent girls' realities. Natural UN partners envisioned in this endeavor include UNFPA and UNICEF, including in the context of the Secretary-General's Study on Violence against Children.

UNIFEM contributions in this regard include: policy-oriented advocacy vis-à-vis key stakeholders in government, civil society, the donor community and the UN System to raise awareness about gender-based violence in this age group, and its implications to national programmes and development, including the MDGs; investing in the advocacy capacities, participation and leadership of youth groups and youth-serving networks on the issue of violence against women and girls; and strengthening programme plans underway by other partners, by advocating for and providing technical assistance and resources to integrate responses to gender-based violence. A particular emphasis of advocacy efforts would centre on spurring attention to and action on sexual violence against adolescent girls and young women, a particularly neglected but urgent issue, including in countries and regions of high HIV prevalence where young women are especially affected by the 'twin pandemics'. This component also includes UNIFEM's advocacy support to reinforce new and related global campaigns, such as Amnesty International's initiative on violence against girls in schools and UN-supported outreach on child marriage.

MEN AND BOYS: Working with Men and Boys is a particularly necessary and strategic area of work, a leading theme of the Secretary-General's Campaign, and amply recognized as a long-overdue area of increased focus for accelerated progress on preventing and halting widespread gender-based violence. The joint inter-agency initiative 'Partners for Prevention Programme' (with UNDP, UNFPA, UNIFEM and UNV) focused on men and boys in Asia is example reflecting this strategic understanding. UNIFEM-supported advocacy, policy advice and programming can be enhanced and made more effective by drawing from the masculinities discipline, and forging stronger partnerships with pro-gender equality men's groups and networks that have pioneered approaches on addressing gender equality and violence against women. Particularly important are furthering model approaches for transforming male attitudes and behaviours, including by learning from, adapting and evaluating select interventions that have demonstrated results in more gender equitable attitudinal changes.³⁰ At the policy level, there is also a need to incorporate and strengthen concrete measures related to male outreach and

³⁰ Experts consider investing in evaluations of programmes working with men and boys an operational research priority (as per WHO expert consultations, among others). For promising approaches, see for example, Levack, A. and Peacock, D. "The Men as Partners Program in South Africa: Reaching Men to End Gender-Based Violence and Promote Sexual and Reproductive Health". *International Journal of Men's Health*, Vol. 3(3), Fall 2004, 173-188. Men's Studies Press, LLC.; and Program H in Brazil. Population Council. 2004. *Promoting Healthy Relationships and HIV/STI Prevention for Young Men: Positive Findings from an Intervention Study in Brazil*.

prevention in order to ensure comprehensive plans are adopted on ending violence against women. This component offers significant opportunities for partnerships with other UN agencies that support programmes working with men and boys, including UNFPA, WHO/PAHO, UNICEF and UNDP. A partnership with the global network, MenEngage Alliance, forged to strengthen synergies on policy-oriented advocacy, media outreach, technical collaboration and operational research.

4.3. Cross-cutting Strategies

UNIFEM-supported programming to address gender-based violence would pay particular attention to the following cross-cutting strategies:

- Partnerships
- National Capacity Development
- Monitoring and Evaluation
- Knowledge-sharing and Knowledge-generation
- Advocacy and Communications
- Resource Mobilization

Partnerships are crucial for UNIFEM to implement this Strategy. This includes ongoing collaboration with more traditional partners (e.g. women's affairs ministries, the women's movement, the judiciary, legal and enforcement system) as well as relatively newer partners (e.g. in non-traditional sectors, such as Ministries of Finance, Youth, Migration, and Labour; the private sector; expanded work with global and regional youth and men's groups and networks intent on, or already working on, ending violence against women and girls, at global, regional and national levels; increasing work with faith-based groups and other traditional leaders, who wield powerful influence on community social norms; and exploring further collaboration with development banks³¹). At the global level, UNIFEM will forge new partnerships on the issue, for example, with women of faith networks, and intensify its collaboration with parliamentary networks such as the International Parliamentary Union. Expanded outreach with the private sector will explore opportunities for moving beyond resource mobilization and media visibility towards deepened public-private sector partnerships, in which UNIFEM can facilitate initial technical assistance to select enterprises keen on corporate responsibility and transformation of internal policies and programmes on the issue of violence against women. In addition, this Strategy implies stronger partnerships with leading operational research institutes that can accompany programmers with strong data analysis, monitoring, evaluation, documentation and dissemination supports; as it does with leading expertise to help provide state-of-the-art guidance on evidence-based programming approaches for optimal achievement of results and quality design and implementation (e.g. ICRW, PATH, The Population Council, PROMUNDO, among others). At regional levels, strengthened partnerships will be sought with strategic entities for policy, advocacy and standard-setting (i.e. aligned with human rights norms), including the Regional Economic Commissions and other leading inter-governmental policy forums.

UN Reform and 'delivering as One': UNIFEM will continue its leading role and contributions to inter-agency mechanisms on violence against women, and pursue strengthened inter-agency partnerships within the UN System at country programme levels in the context of UN reform and the development of

³¹ For example, the Inter-American Development Bank pioneered the incorporation of violence against women in its lending and grant-making portfolio. IADB. 2005. *Emphasizing Prevention in Citizen Security The Inter-American Development Bank's Contribution to Reducing Violence in Latin America and the Caribbean*. Washington, D.C.: IADB; and UNIFEM collaborated with the World Bank in 2006 in the development of guidelines on evaluation for the UN Trust Fund.

CCA/UNDAFs. In addition to its ongoing involvement with *UNCT joint programming* on the topic in several countries, this includes:

- ✓ *Strengthened partnerships with UN agencies*, especially at country levels, in areas of competency and in response to national governmental demands (i.e. with WHO and UNFPA on addressing gender-based violence through the health sector and sexual and reproductive health programmes; with UNICEF, UNESCO, on school systems; with UNFPA, UNICEF on adolescents and youth; with UNFPA on gender-responsive budgeting; with UNAIDS, UNDP and UNFPA, on the intersections of the ‘twin pandemics’; with UN HABITAT in the framework of the Safe Cities initiative on violence against women in public spaces; with UNDP on supporting women’s rights advocacy groups and political mobilization on the issue to secure it as part of electoral campaign platforms, or securing protection for female candidates; as well as at regional and global levels, including with the Office of the Special Advisor on Gender Issues (OSAGI) and the Division on the Advancement of Women (DAW)³² on the Secretary-General’s Campaign, among other issues. Inter-agency information exchange and collaboration on working with men and boys can also be expected to intensify, especially in the context of the Secretary-General’s Campaign, and that this is currently an emerging issue for several agencies who are well-placed to contribute from their respective vantage points (including WHO, UNDP, UNFPA, UNICEF), noting also that UN Joint Programmes and initiatives have started up focused on working with men (i.e. in Asia, Andean region) that already involve UNIFEM;
- ✓ *Ongoing participation in inter-agency mechanisms and initiatives* focused on gender-based violence, including *Stop Rape Now UN Action Against Sexual Violence in Conflict*; and membership in the Task Force on Violence against Women, co-chaired by DAW and UNFPA, including UNIFEM’s role in providing technical support and implementing the 10 pilots on joint UNCT programming;
- ✓ *Ongoing exchange and collaboration with the Special Rapporteur on Violence against Women*, including provision on request of technical inputs to her reports, support for expert workshops and for backstopping in preparing her Country Missions. This builds on ongoing work in this regard, for example, the UNIFEM-UNFPA co-sponsorship of her expert consultation on Political Economy (2008) in preparation for her report on the linkages with violence against women;
- ✓ *Forging a partnership with the Spain-sponsored MDG Achievement Fund* at the Secretariat Headquarters and country levels in order to establish synergies with the UNCT joint programmes approved under the Gender Window with strong components on gender-based violence. Unprecedented in scale, these programmes represent lead opportunities for global knowledge-sharing and learning, and also imply a technical backstopping component for UNIFEM where the organization leads or co-participates in implementation;
- ✓ *Ongoing contributions to implementation of the Secretary-General’s ‘UNiTE’ Campaign*, also in light of UNIFEM’s membership as one six UN entities serving on its High-Level Steering Committee chaired by the Deputy Secretary-General and as active member of the Working Group chaired by OSAGI. Prospects for enhanced joint UN action are greatly bolstered with recent developments at the UN inter-governmental level, as well as the launch of this Campaign, which features UN leadership on the issue as one of its three pillars;
- ✓ *UNIFEM’s leading role as Administrator of the UN Trust Fund*, bringing together some twenty UN sister agencies in the process of guiding operations and grant-making, and taking into account its potential for enhancing overall inter-agency collaboration at global and country levels, ensuring synergies with other UN agency and inter-agency initiatives, and harmonization of approaches.

National Capacity Development, as a sine qua non and lead outcome of all UNIFEM operations. This aspect of programming will also be strengthened by the institution’s adoption of a new corporate

³² With DAW, this includes, for example, synergies between DAW’s inventory on national action plans, policies and laws with UNIFEM’s global knowledge management initiative; and UNIFEM participation and contributions on DAW-convened expert consultations.

framework on how to effectively and sustainably develop and strengthen national capacities, and institutionalize work on violence against women. A *comprehensive and systems approach to capacity development* will be promoted institutionally for effective and sustainable investments.³³ UNIFEM capacity building supports, including technical assistance and training, will be provided at global, sub-regional and country levels of the organization. This includes UNIFEM's development of self-learning and adaptable training tools on evidence-based programming, monitoring and evaluation, to be made widely accessible on the internet. A medium to longer-term proposition includes the development of regional and sub-regional *centres of excellence on programming to end violence against women* as a mechanism for ongoing sustainable change and technical assistance, subject to partner and donor interest and resource mobilization for this ambitious undertaking.³⁴ These centres, through formal arrangements, could be closely affiliated with the inter-agency regional hubs established in the context of UN reform, in order for the UN System and UNCTs to facilitate the provision of timely and tailored support to countries on request.

South-South and North-South Cooperation, an element of capacity development, will be facilitated at the global level based on country requests for technical assistance, including by enabling the direct exchange among implementing partners (government, civil society, UNIFEM or other UN agencies) on relevant experiences; sharing promising and good practices from one country or region with others on relevant and specific programming needs; and overall, through the global on-line programming support site (knowledge sharing site) and its network of experts. One leading example will be the South-South and North-South learning process implied in the Global Programme on Safe Cities Free of Violence against Women and Girls.

Monitoring and Evaluation, an aspect of programming that UNIFEM emphasizes as a corporate priority, inter alia, for learning and knowledge-sharing, tracking progress, results-based reporting, enhanced resource mobilization and evidence-based policy and programming guidance. Staff and partner capacities will be strengthened through increased access to technical assistance, model tools and training packages, and expert recommendations on indicators. Close collaboration with UNIFEM's Evaluation Unit will also ensure linkages and access to the Norms and Standards, and updated developments, in the United Nations Evaluation Group (UNEG), while networking with other leading international experts and institutions will also contribute to strengthening in this area. It should be noted that part of UNIFEM's role as Administrator of the UN Trust Fund to End Violence against Women includes developing and guiding the implementation of the latter's Monitoring, Evaluation and Knowledge Management Framework 2008-2011, which aims at strengthening the overall monitoring and evaluation aspects, and also calls for select but strategic investments in impact evaluation, a much-needed evidence-based documentation in the field of programming on gender-based violence.

³³ Emphasis will be placed on ensuring a comprehensive approach to capacity development that considers these basic elements (as adapted from 2003. *UNFPA Evaluation Report No. 20. UNFPA's Support to National Capacity Development: Achievements and Challenges*, p. ix.): establishing a common vision; normative frameworks (policies, laws, protocols); a critical mass of human resources; equipment, infrastructure, supplies; partnerships; knowledge base; iterative monitoring and evaluation; resources (technical, financial); and includes emphasis on the design stage through the application of capacity gaps analysis based on a human-rights based approach that assesses implementation readiness of both duty bearers and rights holders. A systems approach essentially means looking at the entire system of actors, levels (individual, organizational, institutional and environmental), incentives for performance, processes, referrals, etc., involved in effectively delivering a service (e.g. access to justice for cases of gender-based violence implies a range of inter-linked legal professionals, linkages with the health sector, the police, and so forth. For example, the tendency in development circles has been to focus on training individuals without addressing the broader context of players and context involved (i.e. institutional, policy, community and non-governmental resources, etc.) Note that a UNIFEM corporate strategy on capacity development is forthcoming.

³⁴ This would hinge on the expressed interest of a group of donors to multi-year, sizable commitments given the initial investments implied.

Knowledge-sharing and Knowledge-generation, for UNIFEM to more effectively serve its function as provider of a much-needed ‘public good’ in terms of know-how on the state-of-the-art for programmers. Knowledge-generation will result in particular from the evaluations of those innovative and learning initiatives outlined above which can be expected to provide pioneering lessons and recommendations for the way forward on specific areas. Knowledge-sharing will be rolled out as a UNIFEM global initiative, primarily in the form of the first-ever *on-line programming support site* (forthcoming 2009/early 2010) that brings together the leading tools, step-by-step guidance and ‘distilled knowledge’, and good practices available globally from leading civil society organizations, governments and the UN system, including from the UN Trust Fund. It will also test and establish a *help desk* at UNIFEM Headquarters to assist staff and external partners with locating resources and by providing guidance, including exploring the feasibility of establishing networks of experts and resource centres to provide virtual coaching and technical tips on a case-by-case basis. At the sub-regional levels, UNIFEM offices may also consider establishing technical help desks and expert referral networks to assist stakeholders in the countries covered (such as the plans underway by the UNIFEM Pacific office). As part of this component, UNIFEM will also proactively track leading country programmes for emerging practice, such as those operating with support from the MDG Achievement Fund, part of its endeavor to establish a ‘*global observatory on programming*’.

The global knowledge management initiative and stepped up efforts on monitoring and evaluation both relate to improving quality documentation and dissemination, for ongoing learning and improvements in country-level programming, and to enhancing the effectiveness of those investments; as well as to facilitating South-South cooperation and stimulate interest in scaling up or replicating catalytic initiatives. Linkages will be established with the Action Learning Initiative, being launched by UNIFEM in partnership with UNICEF and other UN agencies under the rubric of the UN Development Group Task Team on Gender Equality, the aim of which is to assist UNCTs in applying common approaches to gender equality programming.

Advocacy and Communications is a core and cross-cutting aspect of UNIFEM’s efforts to ‘change hearts and minds’, sustain public and policy attention on the issue, and promote implementation and accountability. This includes support to governments, women’s groups, other civil society organizations, UN Country Teams and the media in:

- Supporting the *Secretary-General’s Campaign* at global, regional and country levels³⁵, in collaboration with multiple partners in and outside the UN System, including women’s and civil society networks. Lead efforts will centre on UNIFEM’s role in coordinating the regional components of the Secretary-General’s Campaign in Africa and Latin America and the Caribbean³⁶, and supporting the campaign in other regions as well. This area of work also includes the UNIFEM *Say No to Violence against Women* initiative endorsed by Goodwill Ambassador Nicole Kidman (which delivered over 5 million signatures from around the world to the Secretary-General on November 25,

³⁵ Note that the UN Millennium Project, for example, identified national campaigns on violence against women as a ‘quick win’ to achieve the MDGs. UN Millennium Project. 2005d. *Investing in Development: A Practical Plan to Achieve the Millennium Development Goals*, p. 68. Report to the UN Secretary-General. London and Sterling, Virginia: Earthscan.

³⁶ In Africa, in addition to leadership by the African Union and close coordination with UN Economic Commission for Africa (UNECA) and United Nations Fund for Population Activities (UNFPA), agencies engaged in the process to date include: United Nations Development Program (UNDP), World Food Program (WFP), Department of Peace Keeping Operations (DPKO), World Health Organization (WHO), Food and Agriculture Organization of the United Nations (FAO), UN High Commissioner for Refugees (UNHCR), United Nations Children’s Fund (UNICEF), UN HABITAT, International Labour Organization (ILO) and International Organization for Migration (IOM).

2008) and collaboration with multiple partners in and outside the UN System, including the Africa-Spain Network of Women For a Better World;³⁷

- Ongoing advocacy at all levels, especially at national levels to promote policy and legal reforms; as well as identifying opportunities to place the issue at high-level global and regional inter-governmental fora;
- Ensuring user-friendly dissemination and communication of findings and solutions from new research and data efforts, and from the intensified monitoring and evaluation and knowledge-sharing pillars;
- Promoting the UN Trust Fund's visibility, outreach and resource mobilization needs;
- Enhancing UNIFEM's high-profile outreach, including through Goodwill Ambassadors, to fully seize opportunities available in the area of ending violence against women and bolster the issue's presence in the mass media. At select country levels, UNIFEM Sub-regional Offices, in conjunction with UN Country Teams and in the context of the Secretary-General's Campaign, may also seize opportunities to consider regional and national ambassadors and spokespersons, drawing on available experiences.³⁸
- Investing in skills-building and knowledge-sharing of good practices and methodologies related to advocacy and communication strategies, including as regards developing and measuring results of public campaigns;
- Commemorating *November 25th* and the *'16 Days' annual campaigns of Activism against Gender Violence*, as well as other *UN Days* to highlight critical inter-sectionalities (i.e. International AIDS Day, December 1; International Migrants Day, December 18; International Day of Action for Women's Health, May 28, and Mother's Day, including on rape, domestic violence and abuse during pregnancy).

UNIFEM will continue to build on its past successes in establishing *partnerships with media houses*, supporting gender-sensitive journalists' networks, and building their understanding and capacities to expand quality coverage of the issue. This component is expected to intensify at global, regional and country levels as the Secretary-General's Campaign unfolds, in partnership with other UN entities. It also envisions strengthened and expanded outreach and partnerships with the private sector, building on recent successes with Avon and Johnson & Johnson in the context of the UN Trust Fund as well as UNIFEM's partnering at country levels.

Resource Mobilization, to support the ongoing, catalytic and innovative areas of work outlined above; promote upscaling at national levels of promising and proven approaches; meet the targets of securing a minimum of US\$50 million by 2011 and US\$100 million annually by 2015 for the UN Trust Fund—the benchmark established in the Secretary-General's Campaign Framework; as well as to support the expansion of capacity development, monitoring and evaluation, and knowledge-sharing plans described above. UNIFEM will also begin exploring the feasibility and donor interest of carrying forward an ambitious and unprecedented multi-year, multi-country global evaluation on programming to end violence against women. At headquarters level, advocacy and resource mobilization will be supported through a plan of targeted communications and outreach products, and high-visibility events with government leaders, donor and private sector partners, women's and other civil society groups, and UN partners.

³⁷ For more information about this network, an initiative launched in 2006 by the Government of Spain, including the Network's declarations calling for action to end violence against women, see <http://www.mujiresporunmundomejor.org>. UNIFEM supports its Secretariat.

³⁸ For example, in Ecuador, UNIFEM recruited a soccer star, Ivan Hurtado, in 2006. Royal Highness Princess Bajrakitiyabha Mahidol has been Goodwill Ambassador in Thailand starting in 2008.

5. MONITORING AND EVALUATION OF THE STRATEGY

Periodic and annual review of this Strategy will be undertaken as part of UNIFEM annual reporting exercises. In line with UNIFEM's Strategic Plan, a Mid-Term (internal assessment) and Final Evaluation (external) of this Strategy will be undertaken at corporate levels in late 2009 and 2011, respectively.

Monitoring and evaluation plans and mechanisms, including baseline data, indicators and measures of verification, will be available from the specific country, sub-regional or regional programme documents to be implemented by UNIFEM. At headquarters level, the Ending Violence against Women section will produce annual and bi-annual workplans for regular monitoring and reporting purposes, including of its lead pillars of work: technical assistance; knowledge management; advocacy and communications, outreach and resource mobilization (with emphasis on the Secretary-General's Campaign and the issues of focus of this Strategy); and support to other inter-agency mechanisms and initiatives, including the UN Trust Fund to End Violence against Women and the Task Force on Violence against Women. Specific components of the Strategy will also rely on client satisfaction surveys to elicit feedback from users (for example, internal and external clients of the global knowledge-management site; global/sub-regional clients of the programming help desks; users of the training tools; etc.). The final evaluation, which is one of the corporate thematic evaluations that UNIFEM has committed to undertake under its Strategic Plan 2008-2013,³⁹ will include interviews with a wide range of programme partners and other stakeholders at global, regional and country levels to assess achievements and performance and guide future directions.

³⁹ See also *UNIFEM's Evaluation Strategy 2008-2011: Learning and Generating Knowledge for Greater Impact on Gender Equality and Women's Empowerment*.