

Violence against Women and Girls
CHASE Guidance Note Series: Guidance Note 4

Addressing Violence Against Women and Girls through Security and Justice (S&J) Programming

PART B: Practical guidance on programme design

We will not accept that there is no end to endemic violence against girls and women and we will work persistently, relentlessly for the change we need at a government level, at an institutional level, at an economic level, [and] at a personal – attitudinal level – to bring that change about”

Justine Greening, 4 March 2013

Overview

Violence against women and girls (VAWG) is the most widespread form of abuse worldwide, affecting one third of all women in their lifetime. VAWG limits progress towards the Millennium Development Goals, violates women and girls’ human rights and can have a negative impact on long-term peace and stability. In line with its international and national commitments, preventing VAWG is a top priority for the UK Government and DFID’s Ministerial team.

This two-part guidance note is part of series of DFID guidance notes on VAWG. It focuses specifically on **how to address VAWG through Security and Justice (S&J) programming**, where DFID aims to make progress towards two key impacts:

1. Women and girl survivors achieve justice and access to comprehensive support services.
2. Women and girls are protected from all forms of VAWG and the threat of VAWG.

This guidance note is not intended to be prescriptive, but aims to provide practical advice and tips to support DFID advisors and programme managers and other UK government departments to strengthen the impact of S&J programmes in addressing VAWG.

[Part A](#) sets out the strategic rationale and broad approach to addressing VAWG in S&J programming and covers the following:

- ❖ The UK Government’s commitments on VAWG
- ❖ Why it is important for S&J programmes to address VAWG
- ❖ DFID’s vision and key outcome areas to address VAWG through S&J programming
- ❖ Principles to guide S&J programming related to VAWG
- ❖ Calculating Value for Money (VFM) of VAWG interventions
- ❖ Where to go for more information and guidance

Part B (this part) provides specific guidance on designing programmes or programme components for each key outcome area:

- ❖ Specific challenges to be addressed in each key outcome area
- ❖ Questions to inform DFID’s engagement strategy
- ❖ Key entry points
- ❖ Examples of interventions
- ❖ Examples of results and indicators
- ❖ Case studies of best, promising and poor practice and lessons learned

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1.0 Introduction: Key outcome areas

As highlighted in part A of this guidance, in line with its overall Theory of Change on violence against women and girls (VAWG),¹ **DFID would like to make progress towards two key impacts through its S&J programming:**

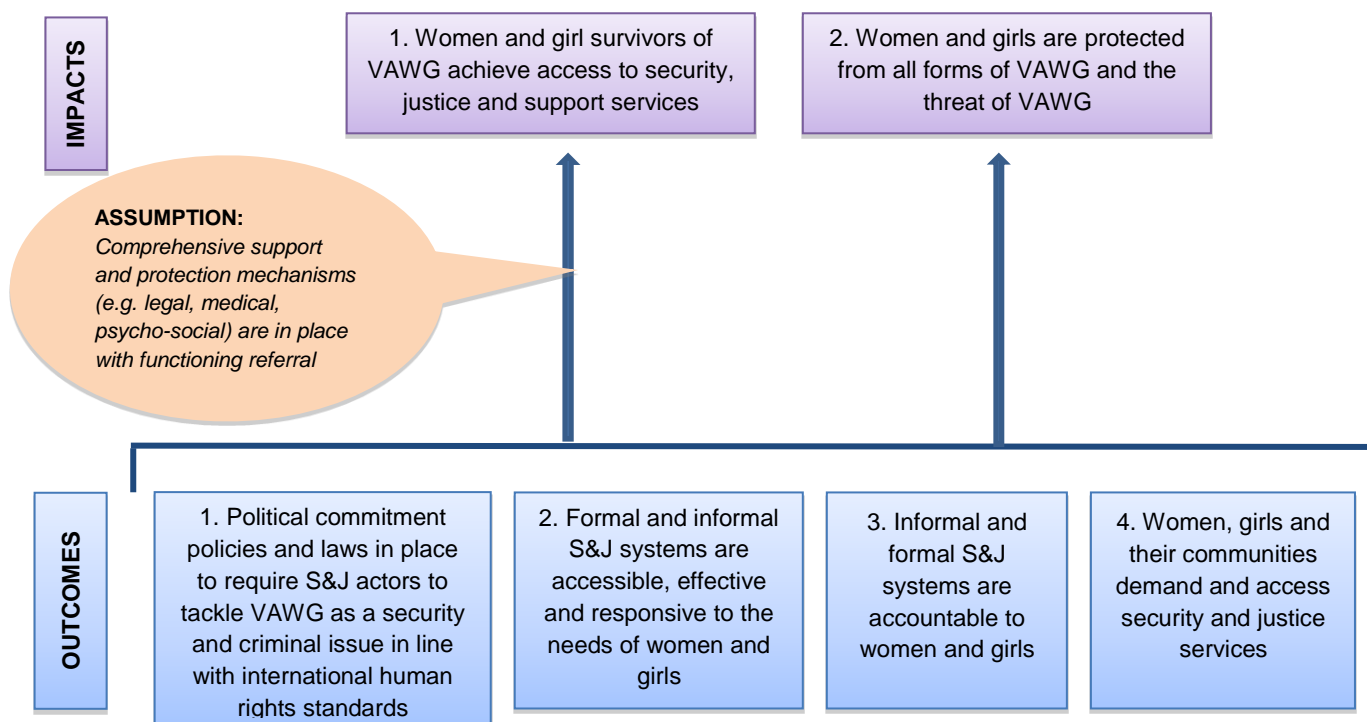
- **Women and girls survivors of VAWG achieve access to security, justice and support services** - perpetrators of VAWG are held accountable for abuses in line with the law and the range of physical and emotional needs of women and girl survivors of violence are met.
- **Women and girls are protected from all forms of VAWG and the threat of VAWG** - potential perpetrators of VAWG are deterred from committing VAWG because they fear the social or legal consequences, because they lack the opportunity to perpetrate violence or because their attitudes have shifted and they no longer wish to perpetrate VAWG.

DFID has therefore defined **four key outcome areas** in which S&J programmes can strengthen their approaches to achieve these impacts (see figure 1):

1. Political commitment, policies and laws in place to require S&J actors to tackle VAWG as a security and criminal issue in line with international human rights standards
2. Formal and informal S&J systems are accessible, effective and responsive to the needs of women and girls
3. Informal and formal S&J systems are accountable to women and girls
4. Women, girls and their communities demand and access S&J services

Depending on the opportunities in the S&J sector, DFID's current strategy, the initial situation analysis and mapping of existing initiatives and opportunities, **a DFID S&J programme may be designed to address all or just one or two of these outcomes areas.** The next sections **provide detailed guidance and suggestions for programming in each of these four outcome areas** including key challenges to be addressed, possible entry points and intervention strategies, key lessons, case studies and example indicators.

Figure 1. Addressing VAWG Through S&J Programmes: Impacts and Outcomes



¹ opcit, DFID (2012) *DFID Guidance Note 1: A Theory of Change for Tackling Violence against Women and Girls*

2.0 Securing political commitment, policies and laws to tackle VAWG

KEY OUTCOME AREA 1: Political commitment, policies and laws in place for S&J actors to tackle VAWG as a security and criminal issue

Fundamental to an effective and accountable S&J system is the existence of a strong legal and policy framework that guarantees women's rights, criminalises all forms of VAWG and mandates S&J personnel to address VAWG. Even in contexts where national policies and laws have limited penetration beyond main cities, policies and laws provide a statement about the behaviours considered acceptable and non-acceptable in society and can be used as a platform for local actors to work with traditional and informal legal and political systems to start to shift social norms and practices (see box 15 below on Haiti).

What are the challenges to be addressed?

Depending on the context, there may be one of a number of factors that limit the effectiveness of security and justice institutions and actors in addressing VAWG:

- *A lack of political will and leadership* to address VAWG through the S&J system – amongst both political leaders and senior S&J officials.
- *Many existing penal and civil law codes discriminate against women and/or do not criminalise all forms of VAWG or extend protection into the private sphere.*² For example, rape within marriage has only been made illegal in one-third of all countries.³ Where rape is penalised, it is often defined narrowly in terms of indecency or immorality with sexual violence framed as a crime against the family or society rather than a violation of a woman's bodily integrity.⁴ Certain legal jurisdictions only accept oral testimony, not forensic or physical evidence. Where there is not an adequate legal framework in place, S&J reforms can backfire (see box 1).
- *Existing laws may not be translated into specific policies, strategies and mandates for S&J institutions and actors* – and hence are poorly implemented.
- *Informal systems (e.g. traditional & customary legal systems) do not usually uphold national legislation, rarely uphold women's rights or respect their needs and rarely have sanctions against VAWG.*⁵ Instead, they may propagate practices such as the awarding of girls and women in marriage as a form of compensation, or redress as part of reconciliation processes, leaving them vulnerable to further violence.⁶

Box 1: Iraq - Legal Framework inadequate to protect women

In Iraq, the US, UNDP and other international actors promoted the implementation of Family Protection Units in Baghdad and Kurdistan. The units are staffed by female officers trained in the investigation of SGBV cases, interviewing techniques, forensics, and the chain of evidence, and aim to make it easier for women to access support services. Unfortunately, there is no law criminalizing domestic violence or assault of a family member in Iraq. In fact, the current penal code stipulates that husbands/fathers can discipline their wives or children when needed. The result was that women came to the police expecting help, only to be told the police will only help them mediate and reconcile. Many police commanders proudly reported they did not have a single repeat case, which could imply that abuse reduced, but also could imply that women who reported abuse suffered backlash and were too fearful to return.

Source: Personal communication with Heather Huhtanen, ex-Gender and Human Rights Adviser to the US Department of State's Police Development in Baghdad and Erbil.

2 opcit UN Women (2011) *Progress of the World's Women 2011-12: In Pursuit of Justice*

3 World Bank (2011) 'Chapter 4: Promoting women's agency', in *World Development Report 2012: Gender Equality and Development*, Washington, DC: World Bank: 150-192, available at:

<http://siteresources.worldbank.org/INTWDR2012/Resources/7778105-1299699968583/7786210-1315936222006/chapter-4.pdf>

4 opcit UN Women (2011) *Progress of the World's Women 2011-2012: In Pursuit of Justice*.

5 Saferworld (2010) *Addressing violence against women in security and justice programmes*,

<http://www.saferworld.org.uk/downloads/pubdocs/Addressing%20violence%20against%20women%20in%20security%20and%20justice%20>

<http://www.saferworld.org.uk/downloads/pubdocs/Addressing%20violence%20against%20women%20in%20security%20and%20justice%20>

6 See, for example, CAMP and Saferworld (2012) *The Jirga: justice and conflict transformation*, p 13:

<http://www.saferworld.org.uk/downloads/pubdocs/The%20Jirga%20justice%20and%20conflict%20transformation.pdf>

Box 2. SALW and VAWG in different countries

South Africa: Reports the highest reported rate of females murdered by shooting in a country not engaged in war, and where men use guns to intimidate and assault women. Research shows:

- One in three women and adolescent girls killed in South Africa die from gunshot injuries
- Rate of females killed by shooting is approx. 7.5 / 100,000 population – 4 times the rate in the USA
- Guns are often used in rape – in 40.9 % of rapes of adult women reported to the police in Gauteng Province in 2003 (Abrahams et al., 2010)

Pakistan: Almost 80% of violence against women involves the use or threat of small arms, according to a snapshot study conducted in districts of South Punjab

Liberia: 22.6% of all reported sexual and domestic violence involved the use of a weapon – the figure is not disaggregated by type of weapon, but typically involved blade instruments, blunt objects or firearms

Montenegro: Of 1,500 women seeking assistance from women's shelters, 90% were threatened with small arms by their partners

Sources: IANSA Women's Network (2012) 'Pakistan: Report shows guns used in 80% of violence against women' in *IANSA Bulletin 28: Women at Work – Preventing Gun Violence*;⁷ Liberia Armed Violence Assessment (2012) *Peace without Security: Violence against Women and Girls in Liberia*, IANSA Issue Brief Number 3;⁸ Gerome (2011) cited in True, J. (2012) *The Political Economy of Violence Against Women*, Oxford University Press.

- Despite having commonality of purpose - to improve the response of S&J actors to VAWG - *there is often a lack of effective joint advocacy and/or poor coordination between key actors* (e.g. WROs, media, parliament) advocating for policy and legal change.
- *Limited evidence about the link between VAWG and certain security issues.* For example, there is no global data on the percentage of VAWG committed using a small arm of light weapon (SALW) or differences between countries or regions. Yet, individual studies suggest that SALW can play a considerable role in perpetrating VAWG (see box 2).
- *There can be a disconnect between women's priorities and formal legal processes* and women frequently express a preference for achieving redress through informal justice systems – often because they are more accessible, accepted within the community or meet their needs – even though these systems may not respect their rights (see box 3).

Box 3: Kurdistan - A gap between formal legislation and women's priorities

Project activities that push for formal legislation or legal frameworks that may not always reflect the immediate needs and interests of women. For example, Kurdistan passed a family/domestic violence law in June 2011 that criminalized a number of forms of violence (physical assault, sexual assault, child brides, female genital mutilation etc.) as well as psychological abuse, insults and disparagement. Unfortunately, women in the community do not wish to see their husbands, fathers, brothers or sons jailed – and police are not prepared to enforce the law, even in the most extreme cases. Rather, the community has promoted an ad-hoc response of police where they mediate between parties and 'help them to reconcile'. As the police do not have proper training for this kind of intervention –the law is institutionalized in a manner that could (and does) have safety consequences for victims/survivors.

Source Heather Huhtanen, Geneva Centre for the democratic Control of Armed Forces (DCAF)

Developing an engagement strategy: Key questions

DFID's engagement strategy and specific interventions should be based on a situation and political economy analysis of the current policy and legal environment and of key entry points and opportunities to reform existing laws and policies on VAWG and to ensure S&J actors implement them. In addition to the general analysis recommended in part A of this guidance, additional questions to ask include about the political, policy and legal context include:

7 See: http://www.iansa-women.org/sites/default/files/newsviews/iansa_wn_bulletin_28_en_0.pdf

8 See: <http://www.smallarmssurvey.org/fileadmin/docs/G-Issue-briefs/Liberia-AVA-IB3.pdf>

Existing legal and policy framework

- Has the government signed and/or ratified international legislation on women's rights and VAWG (e.g. UNSCRs 1325, 1820, 2122; CEDAW optional protocol; DEVAW) or relevant regional instruments (e.g. AU Protocol on the Rights of Women; Convention Belem do Para)? What progress has been made in bringing these provisions into national legislation?
- Do existing laws criminalise all forms of VAWG (e.g. rape, sexual harassment, domestic violence, rape in marriage, trafficking, child abuse)? If not, what are the gaps? Is reporting of VAWG mandatory or driven by decisions of local / traditional leaders or women?
- Are there specific legal commitments that mandate the S&J sector to prevent and respond to VAWG (e.g. authorising police to arrest perpetrators, issue protection orders)?
- Are there national S&J policies, strategies or plans in place with specific commitments to address VAWG and mandate S&J actors to respond (e.g. NAP 1325, national action plan on VAWG, national security strategy with provisions on women's security or VAWG)?

Political economy analysis

- How are security priorities currently identified and by whom? Does the gender ministry participate in security decision-making? Are there opportunities for women and girls to provide inputs into security-related laws and policies?
- Are there specific mechanisms and budgets in place to implement these laws and policies? Do they track expenditure on women's needs and priorities (e.g. gender-responsive budgeting approaches)?
- How do informal justice and dispute resolution systems deal with VAWG? Are there community-based policies and practices that are protective of women? Do these systems work with or refer cases to the formal system? If not, what are the gaps and challenges?
- Are there incumbent political leaders that have shown a particular commitment to women's rights issues or VAWG? What are their capacities and levels of influence?
- Are there any plans to reform relevant legislation (e.g. the penal code) or update policies or plans (e.g. the national security strategy)? Are there any upcoming relevant events (e.g. country due to report to CEDAW Committee, regional summit on gender issues)?
- What are the capacities and interests of WROs, other civil society actors, parliamentarians and media actors to advocate for more effective action on VAWG by the S&J sector? What existing local, national or regional initiatives and coalitions might be built on and how?

Intervention strategies to consider

- **Support political dialogue, training exchange visits and incentives for political leaders to address VAWG as an S&J issue** e.g. *The Rwanda National Police Gender Desk has been visited by law enforcement personnel from Southern Sudan, Somalia, Uganda and Burundi. In 2010, in collaboration with the UNITE campaign, the Rwandan government organised an international conference attended by high-level security actors, which led to the Kigali Declaration committing signatories to 12 actions on improving their ability to address VAWG.*⁹
- **Provide technical assistance to help domesticate international commitments on VAWG into national law** e.g. See box 4 on using the CEDAW Optional Protocol in **the Philippines**.
- **Provide funding and technical support for consultations with women, drafting new provisions, strategies and action plans for S&J actors on VAWG; and for gender-responsive budgeting.** e.g. See box 17 below on International Alert's support for consultations with women on developing a community policing programme in **Burundi**.
- **Provide capacity building, technical assistance and/or funding to WROs and other actors to engage in strategic and coordinated advocacy work.** e.g. *The Ark Foundation in Ghana formed the 'Policy Advocacy Partnership' – a coalition of state and non-state actors – to lobby for implementation of the 2007 Domestic Violence Act.*¹⁰ e.g. See box 5 on international advocacy by the COM.PACT network on compensations for trafficked persons.

⁹ See Conference report here:

http://www.endvawnow.org/uploads/browser/files/security_conference_report_kigali_international_conference_on_vawg_un_women_2010.pdf

¹⁰ See the full case study here: <http://arkfoundationghana.org/index.php?page=m-a>

Box 4: Philippines - The first successful use of the CEDAW Optional Protocol in a rape case

Human rights instruments have been effectively used to address VAWG, as in the case of *Karen Tayag Vertido v. The Philippines*, which was brought under the Optional Protocol of CEDAW (UN Convention on the Elimination of all forms of Discrimination of Women) by [the Women's Legal and Human Rights Bureau of the Philippines](#). On 16 July 2010 the CEDAW Committee ruled that the Philippines government violated the rights of Karen Vertido, a rape survivor, when a local court dismissed her rape allegations due to "gender-based myths and stereotypes" such as concluding that no rape had occurred because the woman had not tried to escape at every opportunity and the woman and man had a prior relationship.

The Philippines Government must now implement the CEDAW Committee's recommendations, including ensuring immediate measures in rape cases and impartial legal procedures. CEDAW also urged the government to review its definition of rape and to train its judges, lawyers, law enforcement officers and medical personnel in a gender-sensitive manner to understand crimes of rape and other sexual offenses.

Source: Global Fund for Women: <http://www.globalfundforwomen.org/impact/success-stories/top-10-wins-for-womens-movements-2011>

Box 5: NGO Advocacy for compensation for trafficked persons

Started in 2009, COMP.ACT is a European initiative, led La Strada International and Anti-Slavery International, and with partners in 14 European countries, that aims to improve access to legal redress and guarantee compensation for trafficked people. At the international level, COMP.ACT advocated for the inclusion of compensation on the anti-trafficking agenda of intergovernmental organisations. The issue of compensation is now covered by the EU Directive on preventing and combating trafficking in human beings and protecting the victims and in The EU Strategy towards the Eradication of Trafficking in Human Beings. There is also increased knowledge and awareness about compensation nationally and internationally and more trafficked persons are now applying for and receiving compensation.

Source: COMP.ACT (2012) Findings and Results of the European Action for Compensation for Trafficked Persons¹¹

Evidence and lessons learned

- It is more likely that policy commitments will be institutionalised and implemented if a **two-pronged policy approach is taken with both**: (i) a national strategy to tackle VAWG (or national gender policy or NAP 1325) which sets out clear responsibilities for S&J institutions; and (ii) specific commitments on addressing VAWG are clearly articulated in S&J policies.
- To ensure their implementation, it is important that there are **action plans and budgets** put in places to raise awareness of and implement new policies and legislation.
- It is important to ensure that **VAWG is integrated into S&J programming in the design phase** with clear targets set in the results framework accompanied by appropriate indicators, ensuring implementing partners have the required support and expertise, and that staff are equipped with the technical know-how on VAWG (see box 6).
- It is also useful to include **specific objectives on building political will and establishing a mandate** on tackling VAWG as a core element of S&J programmes, especially where operational capacity is low or stretched and reform is seen as of secondary importance.
- It is important to ensure that **all elements of S&J programmes are assessed from a gender and VAWG perspective** to ensure that VAWG and women's rights are embedded across the board in S&J policy reform, not just seen as an add-on (see box 6 below).
- There is strong evidence that national women's movements have played a substantive role in securing national level policy reforms on VAWG.¹² Thus, **supporting women's organisations and other CSOs to lobby for policy reforms** and support implementation is a key priority (see box 5 above)

11 See: <http://lastradainternational.org/Isidocs/Findings%20and%20results%20of%20Comp.Act.pdf>

12 Htun, M. and Laurel Weldon, S. (2012) *The Civic Origins or Progressive Policy Change: Combating Violence against Women in Global Perspective, 1975-2005*, *American Political Science Review*, Vol. 106, No. 3, pp.548-569, available at: <http://www.ssireview.org/pdf/CombatingViolenceAgainstWomen.pdf>

Box 6: DFID DRC – Integrating VAWG into a security sector and police reform programme

DFID DRC has worked to improve the police response to VAWG in its Security Sector Accountability & Police Reform Programme (SSAPR) (2009 – 2014). Although there are no high-level results with a specific focus on gender or VAWG, one purpose-level indicators (Increased capacity & accountability of the Congolese police and responsiveness to the needs of local communities) is ‘Degree of satisfaction of sexual and gender based violence (SGBV) victims with how the police dealt with their case’.

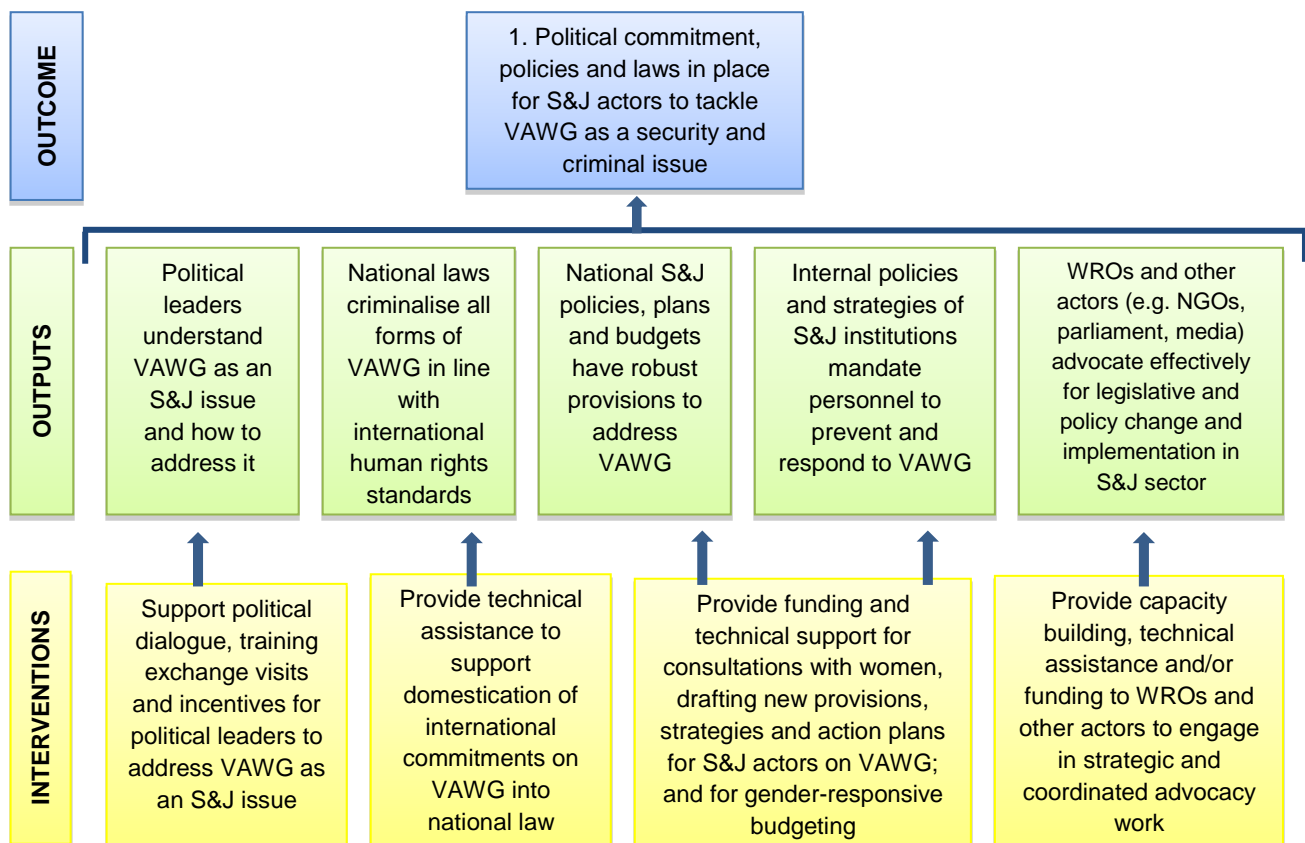
The primary focus of work on VAWG has been to engage a police technical adviser to work with the Congolese National Police (PNC) to establish and staff new Women and Children’s Police Services (PSPEF) in the three pilot towns for the programme. A new police manual has been developed on VAWG response procedures and this has been used to train new PSPEF recruits. It is too early to assess the impact of this work, but a gender audit conducted in 2012 highlighted that:

- Although improved response to SGBV was included as an indicator in the results framework, there was little clarity at the onset on how this would be measured, little initial ownership of this work area and limited expertise on SGBV among programme implementing partners.
- (Hence) work on the PSPEFs started late and all PSPEF recruits were men (women did not meet the skills criteria), rather than training up women officers for frontline positions dealing with SGBV survivors and women at risk, which is seen as best practice.
- (Hence) a number of opportunities were missed to integrate gender / VAWG across the S&J reform programme e.g. (i) There was no work on the recruitment or advancement of women (only 10% of police officers were women and there were very few women in senior positions in 2012); (ii) Training on SGBV has been provided one-off by numerous donors and not institutionalised in existing police training colleges; (iii) There has been no explicit work on SGBV prevention.

Source: McLean-Hilker, L. et al (2012) DFID DRC: Gender Audit. Social Development Direct.

Developing a Theory of Change

It is important to develop a robust theory of change for any programme (component) focused on improving the response of the S&J to VAWG. This should be underpinned by sound evidence from the context or similar contexts. Based on evidence and lessons from previous programming, the diagram below suggests some possible pathways to change in this outcome area.



Examples of results and indicators

Level	Results	Example indicators	Current and recent DFID progs using some of indicators
Outcome	Political commitment, policies and laws in place for S&J actors to tackle VAWG as a security and criminal issue	<ul style="list-style-type: none"> - Number of initiatives /speeches made by political leaders on VAWG - National legislation recognises VAWG as a security issue - Existence, quality, implementation of national policies (e.g. NAP 1325) commit government to address VAWG as a security issue - Existence & quality of specific legal provisions on role of S&J actors in tackling VAWG - % of Human Rights Universal Periodic Review recommendations relating to women's rights that are implemented - # & types of policies, bills, acts, mechanisms formulated and tabled at relevant forums 	<p>DFID Nigeria Stability and Reconstruction Programme (NSRP)</p> <p>DFID Zimbabwe National Child Sensitive Social Protection Programme</p> <p>DFID Pakistan Gender Justice programme</p>
Output	National laws criminalise all forms of VAWG in line with international human rights standards	<ul style="list-style-type: none"> - Ratification and translation into national law of CEDAW optional protocol on VAWG - Existence and quality of legislation on domestic violence (including rape in marriage) - Existence and quality of legislation on sexual harassment and assault in public spaces - Existence and quality of legislation of women's rights to land and property - Perceptions of women on quality of laws and policies on VAWG 	<p>DFID Nigeria Stability and Reconstruction Programme (NSRP)</p> <p>DFID Pakistan Gender Justice programme</p> <p>DFID Asia Regional Anti-Trafficking Programme</p>
Output	National S&J policies, plans and budgets have robust provisions to address VAWG	<ul style="list-style-type: none"> - Existence and quality of national action plan on VAWG (with specific actions, indicators and targets for S&J institutions) - Existence and quality of commitments to tackle VAWG in national security policy / strategy. - % of budget allocation to address women's S&J needs 	DFID Jerusalem Security and Justice programme
Output	Internal policies and strategies of S&J institutions mandate personnel to prevent and respond to VAWG	<ul style="list-style-type: none"> - Existence and quality of commitments to tackle VAWG in S&J ministry policies and plans. - Number of specialist units and personnel with mandate to tackle VAWG - Existence & quality of provisions in job descriptions and performance plans of S&J personnel 	DFID Uganda Support to Civil Society Organizations Work on GBV programme
Output	WROs and other actors (e.g. parliament, media) advocate effectively for legislative and policy change and implementation in S&J sector	<ul style="list-style-type: none"> - Number, quality and outcomes of WRO advocacy campaigns focused on S&J sector - Level and quality of participation of gender ministry on national security committee - Number and quality of inputs of gender ministry on S&J policies and legislation - Number of parliamentary debates or inquiries on women's access to S&J and VAWG - Frequency and quality of media coverage on women's S&J needs and VAWG 	DFID's Tawanmandi Fund for Afghan civil society supports CSOs to advocate for women's access to justice

3.0 Ensuring S&J systems are accessible, effective and responsive to women & girls

KEY OUTCOME AREA 2: Formal and informal S&J systems are accessible, effective and responsive to the needs of women and girls

A key measure of capable, accountable and responsive S&J institutions is the extent to which they meet the needs of different population groups, especially poorer and vulnerable groups, including women and children. Given the specific nature of and risks associated with VAWG, survivors and women and girls at risk need specialised protection, specific services and support from S&J institutions, whether formal or informal.

What are the challenges to be addressed?

- *Formal S&J systems often lack capacity* with a critical shortage of trained police, legal and forensic staff; a lack of basic equipment and infrastructure; poor data collection systems to monitor violence levels and track cases and courts that are overloaded with case backlogs. These challenges can be particularly pronounced outside of district or regional capitals,¹³ and in fragile and conflict-affected settings where S&J infrastructure has been destroyed and government financial resources are very limited.¹⁴
- *Formal S&J services are often not geographically accessible to women:* In many contexts, especially rural, police stations and courts (especially those that can deal with forms of VAWG like sexual violence) are often geographically distant and most women may not have the time or resources to access them – or the journey may carry safety risks.¹⁵
- *Formal and informal S&J institutions lack specialist staff:* S&J personnel often have little awareness of existing legislation and of their own role in preventing and responding to VAWG. Without specialist training, frontline S&J staff lack the skills and knowledge to protect survivors, ensure confidentiality, investigate and respond appropriately to cases.¹⁶
- *S&J services are often not financially accessible to women:* Whether due to corruption or inadequate budgets, there are many examples of police asking women or their families to cover the costs of stationery or transport, to provide funds to enable the police to arrest alleged perpetrators and to supply food for them in detention.¹⁷ Informal S&J actors also often ask for payment to intervene to mediate or resolve cases of VAWG between families.
- *S&J personnel are often biased against women and do not take VAWG seriously:* As discussed in section 4.3. S&J personnel are influenced by social norms, which often regard VAWG as a private family matter and blame the female victims¹⁸ or lead them to behave in particular ways. As a result, S&J institutions may inflict further trauma on survivors through bias, mistreatment and inadequate protection for victims/survivors and witnesses (see box 7 below).¹⁹ In extreme cases, S&J actors may blame or arrest women for speaking out about violence, especially if those accused are state agents – as reported in India²⁰, Somalia²¹, and Afghanistan²².

13 Social Development Direct (2011) Security Sector Module: *Working with the security sector to end violence against women and girls*. UN Women: <http://www.endvawnow.org/en/modules/view/13-security.html>; opcit. Saferworld (2010) *Addressing violence against women in security and justice programmes*; Barnes, K. (2009) *Building an inclusive security sector: How the EU can support gender-sensitive security sector reform in conflict-affected contexts*, Initiative for Peacebuilding::

http://www.initiativeforpeacebuilding.eu/pdf/BUILDING_AN_INCLUSIVE_SECURITY_SECTOR.pdf; AusAID (2008) *Violence against Women in Melanesia and East Timor: Building on Global and Regional Promising Approaches*, Canberra: AusAID: http://www.usaid.gov/publications/pubout.cfm?ID=4140_9790_4186_8749_8769

14 opcit. UN Women (2011) *Progress of the World's Women 2011-2012*

15 opcit. UN Women (2011) *Progress of the World's Women 2011-2012*

16 Social Development Direct/ UN Women (2011) *Working with the Security Sector to End Violence against Women and Girls*, Social Development Direct/ UN Women, London/ New York, available at: <http://www.endvawnow.org/en/modules/view/13-security.html>

17 Roseveare, C. (2012) *Sierra Leone Access to Justice for Survivors of Sexual and Domestic Violence* (October 2012); opcit. UN Women (2011) *Progress of the World's Women 2011-2012*

18 opcit. Heise, L. (2011) *What Works to Prevent Partner Violence?*

19 opcit. Saferworld (2010) *Addressing violence against women in security and justice programmes*; opcit. Heise, L. (2011) *What Works to Prevent Partner Violence?*

20 Kabeer, N. (2013) "Grief and rage in India: making violence against women history?" OpenDemocracy.net, January 5:

<http://www.opendemocracy.net/5050/naila-kabeer/grief-and-rage-in-india-making-violence-against-women-history>

21 <http://www.guardian.co.uk/world/2013/feb/05/woman-charged-somali-state-rape>

22 Human Rights Watch (2012) "I had to run away": http://www.hrw.org/sites/default/files/reports/afghanistan0312webwcover_0.pdf

- *S&J institutions are male-dominated*, particularly at senior levels and in frontline roles. In 2011, women represented only 9% of police forces globally.²³ This can be a barrier for women survivors who often feel safer and more comfortable disclosing violence to a woman officer, lawyer, investigator, judge or chief. Yet, it is important not to assume that women in senior positions will necessarily advocate for women's rights. For example, in Bosnia & Herzegovina, the majority of judges are women, yet in over 70% of domestic violence criminal cases where the perpetrator is found guilty, only a suspended sentence is given (no applied sentence).²⁴
- To date, there has been *very little work undertaken by S&J personnel to prevent VAWG*, although there are some examples of community security and early warning systems being set up, where S&J personnel might be called on to respond e.g. through patrolling, door-to-door visits. This is an area that needs further piloting and evidence collection.

Box 7: Police bias in Pakistan

In Pakistan, when a woman seeks justice, she first has to register her case with the police. It is generally believed that no decent woman would venture into a police station so she is immediately treated as a suspect. If the case involves a family member, the police will dismiss it as a private matter to be resolved at home. Bribery, extortion, and coercion are all used to discourage or falsify registration. If the injury is a bruise or minor laceration, it does not qualify as a crime under the Criminal Procedures Code, and the police are unable to act. The physical injury has to be "bone deep." The police *can* apply to a magistrate for a declaration to proceed with prosecution on behalf of the victim and they can exert pressure on an abusive person to change his behaviour by taking him to court for a "Binding Over to Be of Good Behaviour Order" from a magistrate. However, the police often fail to act.

Source: Abass 2012, cited in Bell, E. (2013) DFID VAWG Helpdesk Research Report: Norms around gender, masculinity and violence among S&J actors, Department for International Development, London

Developing an engagement strategy: Key questions

DFID's engagement strategy and specific interventions should be based on governance (political and institutional) assessments of the key formal and informal S&J actors in the context, an assessment of how they coordinate with each other and other sectors as well as analysis of specific opportunities for reform. In addition to the general analysis recommended in part A of this guidance, additional questions to ask include about formal and informal S&J institutions include:

Political and institutional analysis of S&J actors

- Which formal and/or informal S&J providers currently exist in the national / local context?
- How physically accessible are they to women & girls? What other barriers exist (e.g. social, economic)?
- What is their current capacity to respond to the needs expressed by women and girls? Do they have sufficient well-trained personnel? Resources? Equipment? What are the gaps?
- What are the current knowledge, attitudes and practices of different S&J providers with respect to women's rights, different kinds of VAWG and their roles and responsibilities on VAWG?
- What level of trust do community members have in existing S&J mechanisms (informal & formal)? To what extent do they feel these mechanisms meet their needs?
- What is the level of coordination between various formal and informal providers? Is there clarity of responsibilities between the formal and informal sector for different forms of VAWG?
- Do providers operate in line with existing legislation? Do they respect women and girls' rights? Are there examples of abuses committed by these providers? Has action been taken in response to these abuses?

Status of other support services and levels of coordination

- What is the accessibility, capacity and responsiveness of other services in this context: medical, shelter, psychosocial, legal, economic support? What are the key gaps?
- Is there a functioning and effective referral network between these services and S&J actors?

Opportunities for reform

- Are there existing reform processes that provide opportunity to address the S&J response to VAWG?
- Are there openings to work with the informal system (e.g. wider reforms of the traditional legal system, change of traditional leadership, etc.)?

²³ opcit UN Women (2011) *Progress of the World's Women 2011-2012*

²⁴ OSCE (2011) *Ensuring Accountability for Domestic Violence: An analysis of sentencing in domestic violence criminal proceedings in Bosnia and Herzegovina*: http://www.oscebih.org/documents/osce_bih_doc_2012022017152706eng.pdf

Intervention strategies to consider

- **Provide technical assistance, training and equipment to establish specialist services (e.g. women's police stations, mobile courts, paralegal service)** e.g. see box 8 on support to Family Support Units in **Sierra Leone**.
- **Establish dedicated focal points or gender desks in S&J institutions** e.g. *UN Women and UNDP have supported the establishment of a Gender Desk at the Rwanda National Police Headquarters, with the aim of enhancing the National Police's response to VAWG. The Desk included focal points in Kigali, and at all province and district police stations. Since the gender desk was established, the number of cases adjudicated has increased and the stigma associated with sexual violence has been reduced.*²⁵
- **Train (formal/informal) S&J personnel in human rights, gender & response to VAWG** e.g. see box 111 for information about the Rabta Police training programme in **Pakistan**.²⁶
- **Support specific measures to increase recruitment, retention and advancement of women (outreach, quotas, women's mentoring and leadership programmes, specialist training for women recruits, progressive maternity, flexible working policies)** e.g. *the Liberian National Police's recruitment programme is a good example of innovative outreach strategies to recruit and retain women.*²⁷
- **Reform informal systems to uphold women's rights & work with formal sector (e.g. regularise procedures, record oral codes & decisions, integrate lawyers /paralegals)** e.g. in **Sierra Leone**, *TIMAP and BRAC are training community-based paralegals to act as free mediators that can provide an alternative to customary and formal justice systems.*²⁸
- **Support alternative women-centred dispute resolution systems** e.g. in **India**, *collectives of lower caste women in Gujarat have set up 'Nari Adalats' (women's courts). These are run by women and bring acts of domestic violence into the public sphere, resolve situations of violence against women and girls, and remove women from violent circumstances.*²⁹
- **Establish systems to manage cases and coordinate between sectors** e.g. *The GBVIMS (developed by IRC, UNHCR, UNFPA) aims to improve the safe, ethical collection, analysis and sharing of data on sexual violence in conflict. It includes a GBV classification tool, intake and consent form, incident recorder and information sharing protocol template. It is implemented in Cote d'Ivoire, DRC, Ethiopia, Liberia, Kenya, Sierra Leone, South Sudan, Thailand, Uganda.*³⁰

Box 8: Family Support Units in Sierra Leone

Family Support Units (FSUs) were first established in 2001 with a view to addressing provide services to survivors of violence against women and children. The FSUs provide free legal aid to victims of domestic and sexual violence, financial support to homeless survivors, skills training, and a helpline. They also undertake awareness-raising campaigns about the implications of sexual and gender-based violence and the importance of reporting cases. Trained social workers are stationed in each Unit to ensure that women and children are not re-victimised in the interviewing process. Police and social workers have been trained in awareness-raising, human rights, record-keeping, and conducting joint investigations.

A MoU has been agreed between Police FSUs and the Ministry of Social Welfare, Gender and Children's Affairs which allows them to work together to monitor VAW and children. The FSUs also work closely with international organizations – DFID has supported 40 FSUs, UNICEF has supported training to improve investigations of domestic violence; and the IRC, Cooperazione Internazionale and GOAL have supported FSUs to provide psycho-social counseling, trainings, and access to temporary shelters.

Source: Bastick, M. & Valasek, K. (eds) (2008) *Gender & Security Sector Reform Toolkit*, DCAF, OSCE/ODIHR³¹

25 See the UNIFEM case study here: <http://www.endvawnow.org/uploads/browser/files/Case%20Study-Rwanda%20-%20UNIFEM%20-.pdf>; opcit, UN Women (2011) *Progress of the World's Women 2011-2012*

26 See the following link for the full case study: http://www.endvawnow.org/uploads/browser/files/security_rozan_case_study.pdf

27 See DCAF (2011) <http://issat.dcaf.ch/eng/content/download/4956/43716/file/Examples%20from%20the%20ground.pdf> (p9)

28 Fill study by Denney and Ibrahim (2012): <http://www.odi.org.uk/sites/odi.org.uk/files/odi-assets/publications-opinion-files/8175.pdf>

29 See: <http://regionalcentrebangkok.undp.or.th/practices/governance/a2/docs/CaseStudy-05-India-NariAdalat.pdf>

30 World Bank (2011) *Preventing and Responding to Sexual Violence in Situations of Fragility and Conflict. Social Development Notes. Social Cohesion and Violence Prevention*, 133, pp.1-12

31 Available at: <http://www.dcaf.ch/Publications/Gender-Security-Sector-Reform-Toolkit>

Evidence and lessons learned

- There is often a **disjuncture between what women survivors may want from S&J actors** (e.g. public denunciation or temporary arrest of perpetrator) **and how S&J actors want to deal with the case** (e.g. accept informal mediation, pursue case to court) in a particular context. It is important to understand this and work gradually to shift and better match expectations. It is also important to address both demand- and supply-side factors.
- It is important that **specialist S&J services and staff to deal with VAWG are not isolated from mainstream services**, as has sometimes occurred – for example with women’s police stations in Brazil and Ecuador.³² All police stations and staff need to be able to deal competently with cases of domestic violence and then refer them to specialist services. Providing comprehensive and coordinated services also supports women emotionally and practically and makes it easier for them to report cases of VAWG.
- **“One stop shops”** where survivors of violence can both report the case and receive comprehensive care in the form of medical, emotional and legal support can be an effective solution for women and girls survivors. For example, **South Africa’s** UNICEF-supported Thuthuzela Care Centres allow sexual violence survivors to receive medical attention, speak to a police officer, and access psycho-social counselling. The TCC model is considered a best practice model internationally, with Ethiopia and Chile adopting similar models,³³ but centres need to be adequately resourced and staffed to deal with a range of cases (see box 9).

Box 9: Sexual Assault Referral Centres in Somaliland

The UNDP established its first ever ‘sexual assault referral centre’ (SARC) in 2009 in Somaliland. A ‘one stop shop’ for survivors of rape and sexual violence, it aimed to provide comprehensive care and support for women, where previously services had been disjointed and poorly connected. However, whilst innovative in its approach, the SARC struggled initially. Staff were ill-equipped to deal with the range and complexity of cases, and the capacity of women investigators operating out of the SARC was weak. There were no competent counsellors to provide psychosocial support and evidence was poorly documented meaning cases were routinely thrown out or not brought to court at all. Limited public knowledge about the services available also contributed to an under-utilisation of the SARC. From 2009-2011, NGO ActionAid, funded by DFID, worked with the Somaliland government, UNDP and other partners to:

- Train SARC staff on VAWG protocols (e.g. how to collect forensic evidence, the importance of maintaining confidentiality, how to conduct medical examinations etc.)
- Pilot psychosocial services in police stations and hospitals
- Create awareness about SARC services through radio, television, newsletters and public speeches
- Generate media coverage to highlight the poor provision of justice for women’s rights violations, with a view to raising awareness and encouraging action from policy-makers

Source: ActionAid (n.d.) Strategies for Success: Access to Justice for Women³⁴

- **Women’s police stations require adequate long-term investment** including ongoing training of women officers, adequate provision of infrastructure (e.g. private interview rooms, safe rooms, telephone hotlines) and close monitoring to ensure protocols are followed.³⁵ There is evidence that increasing numbers of female police officers encourages women to report crime,³⁶ but recruitment of women alone is not sufficient to address discrimination and abuse; this requires specifically trained women and men.³⁷
- **Special courts to deal with VAWG cases** can positively change the way VAWG cases are handled and have resulted in higher conviction rates as well as satisfaction expressed by survivors (e.g. see box 10).

32 opcit. Heise, L. (2011) *What Works to Prevent Partner Violence? An Evidence Overview*, London: DFID; opcit. Social Development Direct, (2011) Security Sector Module; Jubb, N., et al. (2010) *Women’s Police Stations in Latin America: An Entry Point for Stopping Violence and Gaining Access to Justice*, Centre for Planning and Social Studies, Quito, available at:

http://www.ceplaes.org.ec/pdf/CEPLAES_ingles.pdf

33 See full case study: http://www.unicef.org/southafrica/hiv_aids_998.html.

34 http://www.actionaid.org/sites/files/actionaid/strategies_for_success_-_access_to_justice_for_women.pdf

35 opcit. Jubb, N. et al (2010) *Women’s Police Stations in Latin America*

36 opcit, UN Women (2011) *Progress of the World’s Women 2011-2012*; Bastick, M., Grimm, K. and Kunz, R. (2007) *Sexual Violence in Armed Conflict*, DCAF, p.148, <http://www.dcaf.ch/Publications/Publication-Detail?lng=en&id=43991>

37 OECD DAC (2009) *Handbook on Security Sector Reform (SSR): Section 9 Integrating Gender Awareness and Equality*, Paris, p. 7: <http://www.oecd.org/development/incaf/42033010.pdf>

Box 10: Sexual Offences Courts in South Africa

In South Africa, studies on sexual offenses courts revealed an average 70% conviction rate – well above the national average. The courts were also viewed in a positive light by the legal personnel involved, the families of the survivors, and the survivors themselves. Lessons highlight the importance of:

- Providing easily accessible and culturally appropriate psychosocial support to avoid re-traumatisation
- Ensuring that there are sufficient trained staff so that survivors do not have to encounter lengthy delays before their case gets a hearing
- Ensuring judges have sufficient training and that clear procedural guidelines guide their conduct
- Supporting the allocation of sufficient space at courts so that separate and secure waiting rooms as well as specially designated court rooms can be set aside.

Source: UNWomen Virtual Knowledge Centre to end VAWG: Justice module³⁸

- Although quotas and special entry criteria for women are key to improve their representation, it is also important to **focus on retention and advancement of women in S&J institutions**. This may require specific training and mentoring to women recruits on leadership; human resources policies that encourage women to stay (e.g. better maternity cover, flexible working); and high-level support from male counterparts. There also need to be clear procedures in place to address abuse sometimes faced by women S&J personnel from male peers and managers.
- **Training for S&J actors needs to be institutionalised** with a consistent (knowledge, attitude & practice-based) curriculum, senior leadership support, regular refresher training and follow-on in-depth specialist training for frontline personnel in operational procedures (e.g. risk assessment and safety planning, response protocols for VAWG, survivor protection, interview techniques, evidence collection procedures and standards, service provision such as emergency contraception and post-exposure prophylaxis, and referrals) (see box 11).

Box 11: Promoting attitudinal change among S&J sector personnel in Pakistan

The Rabta Police Training Programme, established in 1999, is run by the NGO Rozan in partnership with the National Police Academy, National Police Bureau, Islamabad Police and Provincial Police Departments. Rozan developed a successful three-day “attitudinal change” training module for police inspectors and constables that has since been integrated into the official police curriculum. It includes a substantial gender component including supporting trainees to examine their own experiences of gender norms and roles. The experiences of Rozan highlight the following lessons:

- Institution-wide change requires leadership from the top. The degree to which senior police officials accept training and endorse new behaviour influences effectiveness.
- Basic training on gender sensitivity, women’s rights and VAWG should be mandatory for all personnel, not just those in specialised units. Transferring ownership of training from Rozan to the National Police Academy and integrating this within the formal curriculum was critical in reaching large numbers of police officers and challenging the idea that these are peripheral issues.
- Specialised training is also important for those providing frontline response and investigative services to survivors will need more in-depth specialist training.
- **“One-off” trainings have limited effect.** Rozan found that, about six months after the training, there is a general decline in terms of knowledge and sensitivity amongst officers.
- Training should go beyond awareness-raising to also promote attitudinal change, for example through approaches that stimulate personal and collective reflection and critical thinking.

Sources: Heise, L. (2011) *What Works to Prevent Partner Violence? An Evidence Overview*, London: DFID; Social Development Direct (2011) *Working with the security sector to end violence against women and girls*. UN Women.

- When seeking to **reform informal S&J institutions**, key priorities include securing buy-in of and training high-level leaders (e.g. village/district chiefs); providing training for informal S&J actors; increasing representation and participation of women in the procedures (see box 12)³⁹ - especially by building on existing mechanisms that women and girls have developed to meet their justice and security needs and by strengthening their leadership capacities.

³⁸ UN Women (2012) *Justice Sector Module*, in the Virtual Knowledge Centre to End Violence Against Women and Girls, available at: <http://www.endvawnow.org/en/modules/view/7-justice.html>

³⁹ For further examples of effective approaches for transforming informal systems see *DFID Guidance Note 2: A Practical Guide on Community Programming on Violence against Women and Girls* including experiments with ‘restorative justice’, non-formal approaches to community sanctioning, and alternative women-led adjudication and arbitration systems (pgs 25-27). Available at: https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/67335/How-to-note-VAWG-2-community-prog.pdf

Box 12: Reforming informal justice institutions in Bangladesh

The *shalish* in Bangladesh is a community-based justice system - the only mechanism for justice accessible to the majority of poor people - in which influential local leaders resolve community disputes and prescribe penalties. In the traditional *shalish* system, arbitrators are exclusively men who tend to uphold conservative cultural norms and practices, resulting in discriminatory rulings against women. Nagorik Uddyog, a local NGO, has helped to transform this indigenous mediation system to ensure better outcomes for women by:

- Assisting in the formation of alternative shalish committees made up of committee members that represent a cross-section of the community, with **at least one third of members being women**
- Providing **intensive workshops** for shalish committee members on existing laws to help ensure shalish rulings are consistent with state laws. Sessions cover the legal rights of citizens as well as women’s rights. Committee members undergo regular refresher courses
- Establishing **Legal Aid Committees** to monitor the outcomes of *shalish* hearings every three months
- Promoting **basic record-keeping** so that key proceedings are documented

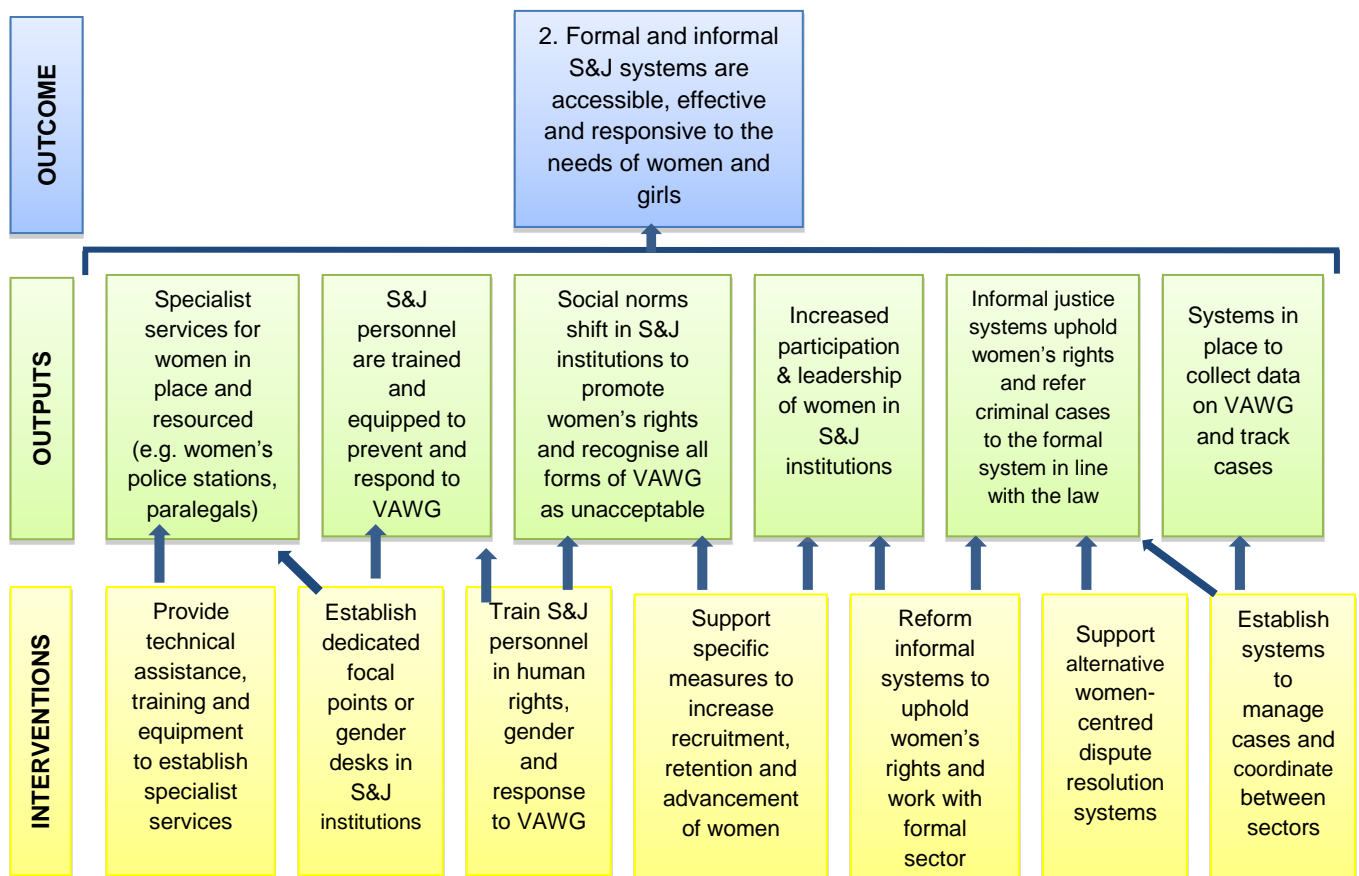
Nagorik Uddyog’s experience has shown that legal training is not enough to overcome barriers to women’s active participation in *shalish* hearings – often female shalishdars find that they have knowledge but lack the authority to make a substantial difference. Nagorik Uddyog therefore introduced a **women’s leadership programme**, which has built solidarity and networking among women leaders. This has led to a perceptible change in women’s participation in *shalish* hearings.

Source: DFID (2012) *A Practical Guide on Community Programming on Violence against Women and Girls*

- There is a **need for more preventative work** where women are directly involved in analysis and implementing early warning response systems with formal or informal S&J actors.

Developing a Theory of Change

It is important to develop a robust theory of change for any programme (component) focused on improving the response of the S&J to VAWG. This should be underpinned by sound evidence from the context or similar contexts. Based on evidence and lessons from previous programming, the diagram below suggests some possible pathways to change in this outcome area.



Examples of results and indicators

Level	Results	Example indicators ⁴⁰	Current / recent DFID progs using indicators
Outcome	Formal and informal S&J systems are accessible, effective and responsive to the needs of women and girls	<ul style="list-style-type: none"> - % of VAWG cases that are reported to S&J actors (formal and informal) - % of VAWG cases reported to formal system that are recorded, investigated, referred & prosecuted in line with the law. - % of VAWG cases reported to informal system that are recorded and processed respecting women's rights (set of criteria) - Level of satisfaction of women & girls with service provided by specific S&J providers - Level of confidence in S&J providers - Perception of fairness, transparency and integrity of traditional authorities in handling disputes - Quantity & quality of co-ordination between formal & informal justice actors in VAWG cases 	<p>DFID DRC Security Sector Accountability and Police Reform programme</p> <p>DFID Malawi Justice for Vulnerable Groups</p> <p>DFID Sierra Leone Access to Security Justice programme</p> <p>DFID Zambia - A Safer Zambia programme</p>
Output	Specialist services for women in place and resourced (e.g. women's police stations, paralegals)	<ul style="list-style-type: none"> - No. / % of women that are within specified distance from: (i) Police station / post with staff trained in VAWG; (ii) Court / magistrate that has expertise to deal with VAWG cases. - No. of S&J staff trained to handle different forms of VAWG per 10,000 population - No. / % of police stations with specialist family / women police units established and quality of provision (e.g. private interview rooms, dedicated telephone line, integrated services for survivors). - No. and % of cases where women receive support from a paralegal. - No. of specific measures in place to increase the recruitment, retention & advancement of women. 	<p>DFID Sierra Leone Access to Security Justice programme</p> <p>DFID Uganda Support to CSO Work on Gender-based Violence</p> <p>DFID Pakistan Gender Justice programme</p> <p>DFID-funded Engaging Women in Building Peace and Security programme</p> <p>DFID Jerusalem Security and Justice programme</p>
Output	S&J personnel are trained and equipped to address VAWG	<ul style="list-style-type: none"> - No. & % of general and specialist S&J personnel trained in VAWG - No. & % of / informal justice mechanisms with trained women judges/ advisers - Average performance of S&J actors on questionnaire on VAWG - Knowledge of S&J actors on legal provisions or policies/ protocols on VAWG / women. - Number of VAWG protocols / procedures developed, approved and incorporated. - % of cases processed in line with: (i) legislation; and (ii) policies and protocols. - Existence of sexual exploitation & abuse policies for S&J personnel - % survivors referred to other services 	<p>DFID Malawi Justice for Vulnerable Groups programme</p> <p>DFID Uganda Support to Civil Society Organisations Work on Gender-based Violence</p> <p>DFID Zambia - A Safer Zambia programme</p> <p>DFID Jerusalem Security and Justice programme</p>
Output	Social norms shift in S&J institutions to promote women's rights and recognise all forms of VAWG as unacceptable	<ul style="list-style-type: none"> - % of S&J personnel who state that it is acceptable for a husband to beat his wife in at least one specified circumstance (e.g. burning food, refusing sex). - % of women's rights known by S&J actors. 	
Output	Incr. participation & leadership of women in S&J institutions	<ul style="list-style-type: none"> - % & roles / grades of women in formal (e.g. army, police) and informal S&J institutions. - Views of women personnel on their participation in decision-making of these S&J institutions 	DFID-funded Engaging Women in Building Peace and Security programme
Output	Systems in place to collect data on VAWG and track cases	<ul style="list-style-type: none"> - Quality of data collection on prevalence and incidence of different forms of VAWG - Existence of a harmonised shared VAWG case management form used by all service providers 	<p>DFID Zambia - A Safer Zambia programme</p> <p>DFID Jerusalem Security and Justice programme</p>

40 All indicators disaggregated by type of S&J provider, form of violence, age and socioeconomic status of victim

4.0 Ensuring informal and formal S&J systems are accountable to women and girls

KEY OUTCOME AREA 3: Formal and informal S&J systems are accountable women and girls

Strong accountability mechanisms are essential to building political will within S&J systems and improving performance of the personnel and institutions within these systems on preventing and responding to VAWG and meeting the needs of survivors and women and girls at risk. They are also critical to preventing and adequately responding to any abuses of power by S&J actors. In addition, well-developed accountability mechanisms ensure that women and girls affected by the performance of S&J systems are included in oversight processes.

What are the challenges to be addressed?

- *There is a lack of regular reporting of progress of the S&J system in addressing VAWG.* This is often in spite of the fact that there are policies and actions plans in place to improve the work of the S&J sector to prevent and respond to VAWG. Reporting issues predominantly affect national policies, however in some cases, countries may submit a weak report, or none at all, to an international process (e.g. CEDAW).
- *Internal oversight mechanisms* within the S&J sector (e.g. within the police, defence, and home affairs ministries) to hold S&J actors to account for tackling VAWG are non-existent or weak.⁴¹ Therefore – even if policies, strategies or protocols do exist – there are few internal incentives to improve performance on preventing and reducing VAWG.
- *External oversight mechanisms* (e.g. parliament, ombudsoffice, civil society, media) to hold S&J actors to account for tackling VAWG are non-existent or weak and hence there is little public and political pressure on S&J institutions to improve performance. Even if such mechanisms exist, there is often limited opportunity for women and girls to participate.⁴²
- *Some S&J personnel perpetrate VAWG, often with impunity.* This is a very serious problem as it can send messages to the wider population that VAWG is okay as S&J actors perpetrate it; that S&J actors cannot be trusted to take VAWG seriously; and that a woman may expose herself to further abuse from S&J actors if she speaks out.⁴³

Developing an engagement strategy: Key questions

DFID's engagement strategy should be informed by a political and institutional analysis of the capacities, independence, performance and potential of existing and potential oversight bodies to hold S&J actors to account. In addition to the general analysis recommended in part A of this guidance, additional questions to ask include about formal and informal S&J institutions include:

- What internal mechanisms are there within formal and informal S&J institutions (police, army, border officials, judiciary etc) to track performance on VAWG? Are there specific institutional, departmental or individual work plans and objectives on VAWG and are these monitored? Are there specific units or processes that monitor compliance with protocols on VAWG response, codes of conduct etc?
- Are there clear and confidential complaints and disciplinary procedures in place where both members of the public and other S&J personnel can safely report abuses by S&J personnel? To what extent have these procedures been used and with what outcomes?
- How strong is the oversight exercised by executive bodies (ministries of internal affairs, defence, justice, national security committees etc) of S&J institutions? To what extent do S&J institutions respond to policies and mandates provided by the executive? Who controls budgetary allocations and oversight?
- What role has parliament played in legislating on VAWG and the mandate of S&J institutions to respond

41 Holvikvi, A. and Valasek, K. (2011) Summary and Analysis of Findings, in Gaanderse, M. and Valasek, K. (eds) *The Security Sector and Gender in West Africa: A survey of police, defence, justice and penal services in ECOWAS states*, DCAF, available at: <http://www.dcaf.ch/Chapter-Section/Summary-and-Analysis-of-Findings>

42 OECD DAC (2009) *Handbook on Security Sector Reform (SSR): Section 9 Integrating Gender Awareness and Equality*, Paris.

43 HRW (2003) "We'll Kill You if You Cry": *Sexual Violence in the Sierra Leone Conflict*, Human Rights Watch:

<http://www.hrw.org/sites/default/files/reports/sierleon0103.pdf>; UNODC (2010) *Handbook on Effective Police Responses to Violence Against Women*, United Nations Office on Drugs and Crime, Vienna http://www.unodc.org/documents/human-trafficking/Needs_Assessment_Toolkit_ebook_09-87518_June_2010.pdf

to VAWG? Are there parliamentary committees on security, justice, women's rights or VAWG? To what extent have they debated the role of S&J actors in addressing VAWG? Are there particular parliamentarians with an active interest in these issues?

- What independent commissions and bodies exist which (could potentially) play a role in monitoring the role of S&J actors in addressing VAWG? These could include a National Human Rights Commission, Women's Commission, Ombudsoffice, Auditor's Office, and/ or Public Complaints Commission.
- Which women's organisations and CSOs are active – at the community, regional, national level - and what is their capacity to work on VAWG as a S&J issue? Have they engaged in any monitoring or advocacy activities to date, and if so, to what effect?
- To what extent do media bodies report on VAWG and the performance of S&J actors? Is there interest from particular bodies in engaging more in these issues?

Intervention strategies to consider

- **Support preparation of country reports for CEDAW, 1325, Human Rights Council etc** e.g. consultations with women, data collection, expert advice
- **Strengthen internal governance & accountability mechanisms within S&J institutions e.g.**
 - VAWG response integrated into job descriptions and staff appraisals
 - Monitor and set targets for S&J institutions on VAWG response, compliance with law, codes of conduct etc
 - Mandate managers & dedicated units to conduct inspections (e.g. women's police stations)
 - Develop robust disciplinary systems for identifying and investigating perpetration of VAWG by S&J personnel*e.g. See box 13 below the establishment of the International Police Investigative Directorate in South Africa which is designed to address police impunity for rape.*
- **Strengthen executive oversight of S&J institutions e.g.**
 - Strengthen knowledge of senior ministry officials & national security bodies in VAWG
 - Support development, implementation and tracking of national action plans on VAWG, which include a clear mandate for S&J institutions.
 - Implement gender-responsive budgeting to track allocation of resources to address VAWG *e.g. In Iraq, the Kurdistan regional government has established a Directorate for Following up Violence against Women within the Ministry of Interior, with the aim of ensuring the implementation of laws protecting women from violence.*⁴⁴
- **Strengthen parliament's oversight of S&J institutions to ensure S&J institutions deliver on their responsibilities on VAWG e.g. parliamentary questions, public hearings, select committee inquiries, monitoring public complaints** e.g. *In 2008, in Kyrgyzstan, the Kyrgyz Minister of Internal Affairs held parliamentary hearings with the deputies of the Parliament, and other state, civil society and media stakeholders. The hearings aimed to assess domestic violence prevention efforts and consolidate the proposed criminal procedure measures to increase the effectiveness of police responses.*⁴⁵

Box 13: South Africa - Independent Police Directorate to tackle police impunity for rape⁴⁶

In South Africa, police impunity for rape is recognised as a serious problem. Although the police service attempted to improve internal accountability and control through evaluations, monitoring, assessments and sanctions, this was undermined by individual and institutional cover-ups, delay and resistance. Since 2010, in cases of allegations of rape committed by a police officer (whether the police officer is on- or off- duty) or rape while in police custody (irrespective of whether a police officer is involved), the Independent Police Investigative Directorate (IPID) investigates. The police have an obligation to report such matters to the IPID, and it can also receive complaints directly from the public and from non-governmental organisations.⁴⁷

44 A full case study is available here: <http://www.endvawnow.org/en/articles/1102-strong-executive-control.html?next=1103>

45 For full case study, see : <http://www.endvawnow.org/en/articles/1103-legislative-parliamentary-oversight-.html?next=1104>

46 See Independent Complaints Directorate & African Policing Civilian Oversight Forum (2010) *The New Legislative Framework and Mandate of the Independent Complaints Directorate: Rape by a police officer and rape while in police custody irrespective of whether a police officer is involved*, APCOF, Pretoria, available at: <http://www.apcof.org/files/RapeWorkshop%20Report%20%20final.pdf>

47 There is limited publicly available information about the performance of IPID to date. The 2012 US Dept of State Human Rights Country Reports makes a brief mention, stating that, in its own reporting IPID had not provided information about the number of rape complaints it received in the year preceding, but did mention three ongoing investigations:

- **Support oversight by independent bodies, e.g. ombudsoffices, national human rights institutions, audit offices, public complaint commissions; women's commissions** e.g. *The independent National Commission on Violence Against Women in **Indonesia** was established in response to public demand for state accountability on the mass rapes which occurred during the 1998 riots. The Commission compiles yearly data on VAWG cases handled by the police, attorney general, courts, hospitals and NGOs around the country. This enables it to track annual trends in violence against women, including estimates on the number of cases per year. The annual reports are made public and allow government agencies, civil society and the public in general to keep track of progress.*⁴⁸
- **Support oversight by civil society and the media** e.g.
 - Evaluate S&J laws for compliance with international and regional human rights standards
 - Monitor implementation of laws and policies e.g. collect data on VAWG; document VAWG cases, conduct gender assessments of institutions, policies and budgets.
 - Monitor S&J sector reform processes to ensure they include measures to improve responses to VAWG*e.g. In **Cambodia**, the human rights organisations LICADHO's Women's Rights Monitoring Office monitors the treatment of VAWG survivors against international standards, and supports survivors to access services, prepares reports on the alignment of Cambodian laws with international commitments such as CEDAW, and undertakes advocacy with the judiciary.*⁴⁹ See also box 14 below on the VAW Observatory supported by DFID in the OPTs.

Box 14: DFID support to accountable and responsive security and justice in the OPTs

This programme aims to outputs aims to strengthen the public accountability of Palestinian National Authority's (PNA) security services, and to improve PNA responsiveness to the needs of vulnerable groups, particularly women experiencing violence. The programme aims to establish an effective referral system for women victims of violence entering the justice system, train a pool of judges and prosecutors in handling cases of VAW, and establish pilot specialist courts for VAW cases. A VAW Observatory is also planned, and this will monitor and publicly report on VAW legal cases passing through the criminal justice system, raising the level of public accountability for providing justice to women. There is also a prisons component, which includes supporting a Palestinian women's organisation to conduct regular visits to women inmates on a weekly basis. The organisation is providing legal counselling and linking the inmates with specialised lawyers; raising inmates' needs with prisons' administration; and following-up with Ministry of Social Affairs in relation to provision of social aid.

Source: DFID Programme Annual Review 2011-12

Evidence and lessons learned

- Even where management systems and vertical accountability in S&J institutions is weak, it is possible to **improve accountability at a local level by setting up community-level mechanisms to monitor and respond to VAWG**, and holding different actors accountable for their actions and responses (see box 15).
- There is limited evidence on the impact of **measures taken to reduce perpetration of VAWG** by security actors, but promising measures (particularly used with peacekeepers) include:⁵⁰ introducing a **code of conduct with a zero tolerance policy** for VAWG; **training and awareness raising** among S&J personnel about VAWG and these policies and procedures; establishing **well-publicised procedures for confidential complaints** from the public about abuse by S&J actors; and **publishing data on the management of cases of VAWG** perpetrated by S&J actors.

<http://www.state.gov/documents/organization/204378.pdf>. At a recent conference convened the Institute for Security studies, it was also noted that, from 2006-2012, only 1% of cases opened against officials end in conviction: <http://www.polity.org.za/article/saps-a-brutal-police-force-with-a-reputation-for-corruption-2013-08-21>

⁴⁸ See the full case study here: DCAF (2011) *Gender and Security Sector Reform: Examples from the Ground*, DCAF: <http://www.poa-iss.org/kit/Gender-SSR-E.pdf>

⁴⁹ See the LICADHO website for further information: <http://www.licadho-cambodia.org/programs/womenoffice.php>

⁵⁰ opcit. OECD DAC (2009) *The OECD DAC Handbook on Security System Reform*, chapter 9, p. 5; opcit. Gaanderse, M. and K. Valasek (eds) (2011) *The Security Sector and Gender in West Africa*, (DCAF), p 42, 44, available at:

<http://www.dcaf.ch/Publications/Gender-and-Security-Sector-Reform-in-West-Africa-A-Needs-Assessment-Report> ; UNIFEM/ UNDP (2007) *Gender-sensitive police reform in post-conflict societies*, available at:

<http://www.unwomen.org/~media/Headquarters/Media/Publications/UNIFEM/GenderSensitivePoliceReformPolicyBrief2007eng.pdf>

Box 15: Building accountability through Local Security Committees in Haiti

DFID is supporting a UN Women programme (2010-2014), which aims to ensure women contribute to and benefit from security measures and peace-building processes at community, national, regional and international levels. A major focus is on supporting community forums that promote accountability for preventing and responding to VAWG, and empowering women to participate in these structures.

In **Haiti**, UN Women is strengthening links between women's rights organisations and service providers through **multi-stakeholder local security committees**. These committees monitor and respond to cases of VAWG and hold local government officials and service providers accountable. They are **convened by community women's groups** and bring together representatives from the local authorities, police, education, health, a local magistrate, and religious and community leaders. Committees meet monthly to identify security risks facing women and girls and devise solutions, track progress of cases, plan prevention and awareness raising activities, and liaise with regional women's rights organisations. They have succeeded in mobilising police to apprehend suspects, change patrol patterns to monitor high-risk areas and increase awareness about the consequences of VAWG.

Source: Social Development Direct (2011) UN Women Programme: From Communities to Global Security Institutions: Engaging Women in Building Peace and Security: Haiti Report (Helen Spraos)

- **Vetting procedures for S&J personnel** are an important means to detect whether potential employees have perpetrated any form of VAWG in the past, have a history of violent or discriminatory behaviour or express negative attitudes towards women S&J actors or survivors of abuse. Given low reporting and conviction rates for VAWG, it is important to use a range of methods to vet potential employees e.g. personal interview; interviews and character references from their family, community members and colleagues;⁵¹ psychological testing; review of applicants membership of social and political organisations; criminal records check; review of past conduct from previous employer (where applicable).⁵²
- **Internal and external complaints mechanisms** are needed to enable security personnel to raise concerns about the conduct or performance of colleagues, as well as to allow the public to file complaints in cases of abuse. In both cases, the mechanisms must be clear and confidential, and responsiveness should be assured.⁵³
- **Transparent disciplinary procedures** for investigating cases of sexual exploitation and abuse, and issuing penalties should be developed and enforced. Cases should be processed publicly and fairly through the courts to demonstrate that all citizens are equal before the law.⁵⁴
- Civil society organisations are important for **ensuring the integration of community participation into the development of national and local security measures, and for overseeing the performance** of S&J institutions. Specific functions include monitoring the compliance of national laws and policies with international commitments, monitoring police and reform processes, undertaking gender assessments of S&J institutions, raising awareness about VAWG, and the mechanisms for reporting incidents, establishing networks of state and non-state actors to share experiences, and advocate for change.⁵⁵

Developing a Theory of Change

It is important to develop a robust theory of change for any programme (component) focused on improving the response of the S&J to VAWG. This should be underpinned by sound evidence from the context or similar contexts. Based on evidence and lessons from previous programming, the diagram below suggests some possible pathways to change in this outcome area.

51 This is done in Liberia for example – see opcit. Gaanderse, M. and K. Valasek (eds) (2011) *The Security Sector and Gender in West Africa*, (DCAF), p. 40.

52 DCAF (2006) *Vetting and the Security Sector*, DCAF, Geneva, available at:

http://www.dcaf.ch/content/download/35283/525783/file/bg_security_vetting.pdf.

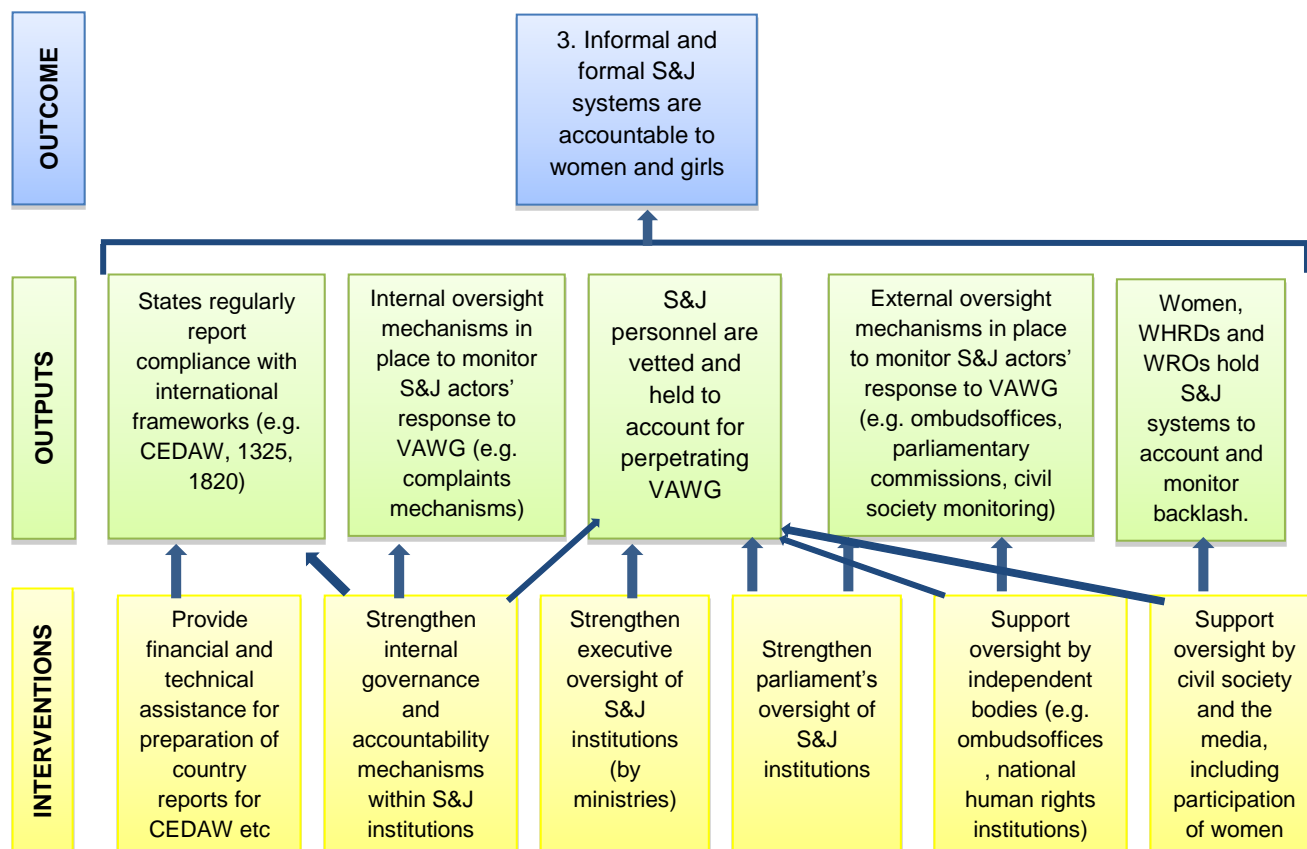
53 Opcit, OECD DAC (2009) *Handbook on Security Sector Reform (SSR): Section 9 Integrating Gender Awareness and Equality*

54 An example from the Philippines of standards for police services in the investigation and handling of VAWG is provided here:

http://www.endvawnow.org/pampa/v0.1/library/filemanager/v1/files/Police_Standards_Assmt_Tool_Phil_2008.pdf

55 Barnes, K. and Albrecht, P. (2008) 'Civil Society Oversight of the Security Sector and Gender – Tool 9', in Bastick, M. and Valasek, K., *Gender & Security Sector Reform Toolkit*, DCAF, OSCE/ODIHR, UN-INSTRAW, Geneva

<http://www.dcaf.ch/Publications/Publication-Detail/?id=47411&lng=en>



Example results and indicators

Level	Results	Example indicators	Current/recent DFID progs using indicators
Outcome	Informal and formal S&J systems are accountable to women and girls	- % of population (disaggregated by gender, age, socio-economic status) who express confidence that a person who perpetrates abuse will face: (a) social sanctions; (b) legal sanctions.	
Output	States regularly report compliance with international frameworks (e.g. CEDAW, 1325)	- Timely submission of country reports on 1325 / 1820, CEDAW etc - Quality of country reports and level of compliance with specified convention	
Output	Internal oversight mechanisms in place to monitor S&J actors' response to VAWG (e.g. complaints mechanisms)	- Existence and quality of processes and procedures to monitor S&J actor's response to VAWG. - Frequency and quality of internal reports on responses of S&J actors to VAWG (in line with policy commitments / actions plans) - Development of a Code of Conduct	DRC Security Sector Accountability and Police Reform programme DFID Jerusalem Security and Justice programme
Output	External oversight mechanisms in place to monitor S&J actors' response to VAWG (e.g. ombudsoffices, parliamentary commissions, civil society)	- No, frequency & impact of actions taken to hold S&J sector to account for addressing by: (i) national parliament; (ii) Ombudsoffices; (iii) civil society - Existence of parliamentary committees focused on security, security issues, and their gender representation. - Existence & extent of follow-up of public complaints mechanisms about S&J actors response to VAWG - No. of exchanges between state and non-	DRC Security Sector Accountability and Police Reform programme DFID Jerusalem Security and Justice programme

	monitoring)	state (parliament, CSOs, research organisations) on policy and delivery decisions on addressing VAWG through security and justice actions. - Level of engagement between CSOs, media, academics and research organisations on issues of VAWG and S&J	
Output	S&J personnel are vetted and held to account for perpetrating VAWG	- No. % violations perpetrated by formal S&J personnel (police, military, peacekeepers) that are (i) reported, (ii) investigated and (iii) prosecuted. - Existence and quality of public complaints mechanisms and processes to report abuse committed by S&J actors - Awareness of complaints systems amongst communities and S&J actors (DRC SSAPR) - % of women who say they would report abuse perpetrated by a member of security or justice personnel (e.g. police, border police, soldier, community security officer)	
Output	Women, WHRDs and WROs hold S&J systems to account and monitor backlash	- Existence of formal mechanisms for involvement of WROs in local oversight e.g. police board, community security committees - No., type and quality of initiatives and campaigns undertaken by WHRDs and WROs to hold S&J actors to account for performance on tackling VAWH	

5.0 Supporting women, girls and communities to access S&J services

KEY OUTCOME AREA 4: Women, girls and their communities demand and access security and justice services

Evidence shows that even where S&J services exist and are accessible, few women and girls ever tell anyone about the violence they experience or seek protection, support or justice.⁵⁶ It is therefore important to understand the barriers that prevent women and girls from speaking out and accessing S&J services and to design interventions that are based in an understanding of their needs and a respect for their wishes and rights and gradually increase demand for S&J services.

What are the challenges to be addressed?

- *Social norms that condone or tolerate unequal gender relations and VAWG*: Evidence shows that social norms inhibit families and communities from acting to prevent violence and support survivors and significantly affect whether or not women will seek protection from and justice for violence perpetrated against them.⁵⁷ For example, the World Development Report 2012 finds that the main reasons women give for not reporting domestic violence are shame or guilt, a perception of violence as being normal or justified, fear of consequences and lack of support from family members.⁵⁸
- *Fear of backlash*: The existence of strong social norms that emphasise male dominance and family honour, can also lead to threats, social, economic and violent repercussions against

⁵⁶ Hagemann-White, C et al. (2011) *Review of Research on Factors at Play in Perpetration*, available at:

http://ec.europa.eu/justice/funding/daphne3/multi-level_interactive_model/bin/review_of_research.pdf; opcit. Heise, L. (2011) *What Works to Prevent Partner Violence? An Evidence Overview*; World Bank (2011) 'Chapter 4: Promoting women's agency', in *World Development Report 2012: Gender Equality and Development*, Washington, DC: World Bank: 150-192, available at:

<http://siteresources.worldbank.org/INTWDR2012/Resources/7778105-1299699968583/7786210-1315936222006/chapter-4.pdf>

⁵⁷ Battilwala, S. (2008) *Changing Their World: Concepts and Practices of Women's Movements*, Toronto: AWID, available at:

<http://www.awid.org/About-AWID/AWID-News/Changing-Their-World>; opcit Hagemann-White, C. et al (2011) *Review of Research on*

Factors at Play in Perpetration; Barker, G. et al (2011) *Evolving Men: Initial Results of the International Men and Gender Equality Survey (IMAGES)*, International Center for Research on Women and Rio de Janeiro: Instituto Promundo, Washington, DC

⁵⁸ opcit. World Bank (2011) 'Chapter 4: Promoting women's agency', in *World Development Report 2012*

women and girls who speak out about violence.⁵⁹ An assessment by the IRC in 2009 of survivors seeking assistance through the formal justice system in Sierra Leone found that 30% of respondents had received threats in some form.⁶⁰

- *Women and girls have limited or no knowledge of their rights* under the law and of the justice system, and a lack of confidence to navigate plural legal avenues and complex and intimidating legal processes.⁶¹ They may also lack knowledge about the services available to them, and how they can access them.
- *Women and girls lack the economic autonomy* needed to leave an abusive relationship or pursue a case through informal or formal systems. A lack of economic autonomy can make it impossible for women to leave an abusive relationship because of their dependence on the perpetrator for their economic welfare.⁶² It can also leave women unable to afford the direct costs of pursuing claims – of childcare, court costs, fees for medical examinations, travel to S&J institutions – as well as any informal “fees” requested.⁶³
- *Women lack the social and legal autonomy to pursue a case.* Women also face restrictions on their mobility - for example, they may not be allowed to travel alone or spend a night away from home – and time, due to their domestic responsibilities. They may require the permission of their husband or guardian to begin court proceedings or must rely on the male head of the family (who may be the perpetrator) to bring the grievance to the attention of traditional leaders in informal systems.⁶⁴ They may also lack the literacy skills needed to pursue a case. Many women also fear being excluded from their families and losing custody of their children.⁶⁵
- *Women and girls often lack trust in the police and other S&J actors.* This can be due to a lack of knowledge or familiarity, the culture of impunity, or a history of discrimination and abuse faced by women – often marginalised women - at the hands of these actors.⁶⁶
- *Lack of comprehensive services and protection mechanisms.* In order for women to have the support and resources to sustain their participation in investigations and judicial processes, and to preventing further violence, they need to be able to access medical, psychosocial, legal and economic support and shelter and safety for themselves and their children.⁶⁷ In many contexts, most of these services are absent or geographically or financially inaccessible.

Developing an engagement strategy: Key questions

DFID’s engagement strategy should be informed by detailed analysis of the security and safety needs, knowledge, attitudes and practices of women and girls in the targeted local context as well as the social norms and practices of other community members, local community and traditional leaders and locally-based S&J actors. It should also be based on an analysis of existing initiatives that might be built on as well as an assessment of the support services available to women and risk and VAWG survivors. In addition to the general analysis recommended in part A of this guidance, additional questions to ask include about women, girls and their communities include:

Needs, knowledge, attitudes and practices of women and girls

- What level of awareness do women and girls have of their rights? Of laws and policies on VAWG? What are their perceptions and beliefs about various forms of VAWG?
- Where and when do women and girls feel safe / unsafe in their daily lives? How do security fears curtail their lives and opportunities?

59 opcit. Roseveare, C. (2012) *Sierra Leone Access to Justice for Survivors of Sexual and Domestic Violence* p. 66

60 IRC (2009) *An assessment of the problems faced by Rainbo Centre Clients in Accessing Legal Redress; Freetown, Kono and Kenema, International Rescue Committee,*

61 opcit. AusAID (2008) *Violence against Women in Melanesia and East Timor*; opcit World Bank (2011) ‘Chapter 4: Promoting women’s agency’, in *World Development Report 2012*

62 opcit. AusAID (2008) *Violence against Women in Melanesia and East Timor*

63 opcit. World Bank (2011) ‘Chapter 4: Promoting women’s agency’, in *World Development Report 2012*

64 opcit. World Bank (2011) ‘Chapter 4: Promoting women’s agency’, in *World Development Report 2012*

65 e.g. see KARAT Coalition (2012) General Discussion on Women’s Access To Justice, 54th Session of CEDAW, written contribution submitted by KARAT Coalition, available at: <http://www2.ohchr.org/english/bodies/cedaw/docs/Discussion2013/KARATCoalition.pdf>; and opcit. UN Women (2011) *Progress of the World’s Women 2011-2012*

66 opcit. Saferworld (2010) *Addressing violence against women in security and justice programmes*; opcit. Heise, L. (2011) *What Works to Prevent Partner Violence?*; opcit. Social Development Direct (2011) Security Sector Module;

67 opcit DFID Guidance Note 1: *A Theory of Change for Tackling Violence against Women and Girls*

- What are women and girls' priorities in terms of improving their personal safety and security and that of their families and communities?
- What level of trust do women and girls have in existing S&J mechanisms (informal and formal)? To what extent do they feel these mechanisms meet their needs?
- What level of access do women and girls have in existing S&J mechanisms (formal and informal)? Can they get there physically? Are they allowed to go? Are they allowed to participate? Can they afford the time and money needed to go? Are there some women and girls who have access and others who don't? What is the difference between those who can / can't access S&J services?
- How do women and girls define "justice"? What kinds of outcomes contribute to this? What do they feel needs to happen to ensure they achieve justice for abuses perpetrated against them?
- What proportion of survivors tell someone about the violence? Who do they tell (family member, friend, traditional leader, police officer etc)? What happens when they do tell?

Knowledge, attitudes and practices of other local actors

- What do different community members, local leaders and S&J actors perceive as the most significant security and safety issues faced by their community in general and women and girls specifically?
- What is the knowledge and attitudes of different community members (e.g. elected leaders, religious leaders, men & boys, ex-combatants, local S&J actors) in relation to women's and girls' rights?
- What are the perceptions and beliefs of different community members about various forms of VAWG? What is their knowledge about VAWG laws and policies? What levels of tolerance are expressed (attitudes) and demonstrated (practices)?
- What level of trust do community members have in existing S&J mechanisms (informal & formal)? To what extent do they feel these mechanisms meet their needs?
- How do different community members define "justice" in general and in relation to VAWG?
- What do different community members think about women and girl's access to justice (formal and informal)? Can they get there physically? Are they allowed to go? Are they allowed to participate? Can they afford the time and money needed to go? Are there some women and girls who have access and others who don't? What is the difference between women/girls who can access and those who can't?
- What views do community members express about what should happen when a woman or girl speaks out about violence? What are the most common practices when this occurs?

Existing initiatives and services related to VAWG

- Are there existing initiatives led by or involving women to meet women's needs for safety, security and access to justice? What has been their impact? What scope is there to build on these or scale them up?
- What is the accessibility, capacity and responsiveness of the following services in this context: medical, shelter, psychosocial, legal, economic support? What are the key gaps?
- Is there a functioning and effective referral network between these services?
- Which women's organisations operate in the context (community, regional, national) and what is their capacity to work on VAWG? Are there other organizations or actors who are working on these issues?

Intervention strategies to consider

- **Support community-based policing and security mechanisms** e.g. *In India, as part of the Parivartan programme, female police officers in New Delhi conduct community awareness and sensitisation activities (e.g. pantomimes, door-to-door) against rape and domestic violence in poor, densely-populated areas. The project's culturally-sensitive approach resulted in audiences demonstrating high levels of 'recall and retention' on women and children's safety issues.*⁶⁸
- **Establish mechanisms for dialogue between S&J actors and women's and community groups on VAWG** e.g. *Women's groups in Bougainville, Papua New Guinea played a role in bringing the conflict to an end, by directly by negotiating with fighting forces, providing training on women's rights to ex-combatants and police recruits.*⁶⁹
- **Support social norm change work with traditional and community leaders, local S&J actors, men and boys** e.g. *In 2001, the Brazilian NGO Viva Rio began the campaign 'Arma Não! Ela Ou Eu' (Choose gun free! It's your weapon or me) targeted at young women. The campaign used humorous messaging to stigmatise firearms. Popular, respected female celebrities transmitted messages linking the use of guns with poor sexual performance – "Good lovers don't need guns" and "Guys who use guns must have a little problem". Most men who*

68 See the full case study here: http://www.endvawnow.org/uploads/browser/files/security_parivartan_case_study.pdf

69 See http://www.globalactionpw.org/wp/wp-content/uploads/conflict_prevention_publication-final-2005small.pdf

handed in their guns were influenced by women - lovers/partners, but also mothers and grandmothers which prompted a further slogan “Mothers, Disarm your Sons!” and mobilisation of mothers. The campaign was not formally evaluated, but is widely considered to have been successful in creating female support for disarmament.⁷⁰

- **Support WHRDs and WROs to provide key services and assist survivors through S&J processes** e.g. *The International Development Law Organization (IDLO) funded the NGO Sanlaap in West Bengal in India to support girls who are victims or at risk of human trafficking to access legal assistance. The project included capacity building of legal (lawyers) & paralegal (barefoot counsellors) experts; establishing links with law enforcement agencies; and creating legal awareness among girls and community members. During the project period (2010-2011), 83 girls (victims and potential victims of trafficking) received legal counselling and assistance.⁷¹*
- **Training and awareness-raising for women & girls on women’s rights, VAWG and services** e.g. *In Armenia, surveys had revealed that the population distrusted the judiciary and knew little about their legal rights. In 2003, the World Bank and Ministry of Justice launched a TV show called “My Right to increase legal knowledge”. Hosted by the Deputy Minister of Justice, it featured a mock trial based on real court cases and judges, attorneys, law students, and other experts discussed a wide range of legal matters. My Right became extremely popular and there is anecdotal evidence that, as a result of the show, citizens are more interested in legal matters, voice greater demand for legal services, and use gained knowledge. Additionally, there is emerging evidence that the show has improved the public’s trust in the judiciary.⁷²*
- **Provision of legal literacy training, advice and assistance e.g. via paralegals, legal services or legal aid** e.g. *See box 16 below on DFID’s Women’s Paralegal Committees programme in Nepal.*

Box 16: Women’s Paralegals Committees in Nepal

Through UNICEF Nepal, DFID supported a Women’s Paralegal Committees programme from 2010-2012 to support the creation of women’s paralegal committees (WPLC) within Village Development Committees. The programme had four main components:

- Legal empowerment and awareness raising
- Alternative dispute resolution for simple civil cases – for example visiting homes to mediate against cases of VAWG
- Referrals of cases to informal or formal justice providers, including legal aid providers, social services and shelters for survivors
- Early detection of cases and protection of individuals at risk

From 2012-13, WPLC groups are transitioning into ‘Gender-based Violence Watch Groups’ focusing on awareness-raising, legal empowerment and referrals, as part of the Government of Nepal’s Women’s Development Programme. Evaluations show that the existence of a widespread, grassroots network of women has made women feel safer in their communities, more confident about their ability to access justice and support and more willing to report violations.

Source: DFID Nepal

Evidence and lessons learned

- Where there is a national or local initiative to **establish community-based policing or other community-based security mechanisms, it is essential that women are able to participate effectively** both to voice their security concerns and to support sensitisation of the population about the new mechanism (e.g. see box 17 below).

⁷⁰ Small Arms Survey (2006) *Small Arms Survey 2006: Unfinished Business*, Geneva: Small Arms Survey.

<http://www.smallarmssurvey.org/publications/by-type/yearbook/small-arms-survey-2006.html>; Bellis, M., Jones, L., Hughes, K. and Hughes, S. (2010) *Preventing and Reducing Armed Violence: What Works*, Geneva: WHO, UNDP and the Government of Norway.

http://www.poa-iss.org/kit/2010_What-works.pdf

⁷¹ Pramod, V.R. and Liberalato, S. (2012) *Preventing and Combating the Trafficking of Girls in India: Using Legal Empowerment Strategies: Evaluation Report*, IDLO Monitoring & Evaluation Unit <http://www.idlo.int/DOCCalendar/IndiaFullEvaluationReport.pdf>

⁷² UN Women and Advocates for Human Rights (2012) *Working with the Justice Sector*. Virtual Knowledge Centre to end Violence against Women. <http://www.endvawnow.org/uploads/modules/pdf/1325624043.pdf>

Box 17: Consultation with women's groups in developing community policing in Burundi

In Bujumbura (Burundi), a community-based policing force was established in response to an identified security gap at individual and community levels, especially in rural areas, with support from several donors, including the UN Peacebuilding Fund, Belgium and France. To better understand the security needs of women and determine if these were being adequately addressed through wider security sector reforms, the NGO International Alert conducted a survey with women, which revealed that they placed more weight on their personal and household security over public security.

As part of the reform process, community discussions on police reform and community policing consistently noted VAWG as a concern. Police officers explained their need to have information required to intervene in cases of domestic violence. As part of the programme representatives from 30 women's rights organisations met with Peacebuilding Fund project staff to discuss how to develop a gender-responsive community-based policing approach in Burundi. This contributed to several recommendations:

- Ensure there are periodic meetings between the police and local communities where women are able to participate effectively and voice their security concerns
- Provide sex-disaggregated data on the number of participants in trainings and sensitisation meetings that are planned under all Peacebuilding Fund projects
- Ensure women's rights organisations are involved in the implementation of this project, particularly with regards to sensitising the population on the functions of the new police force and the advantages of their new functions and uniforms.

Source: opcit. Barnes K. (2009), Building an inclusive Security Sector, How the EU can support gender-sensitive security sector reform in conflict-affected contexts, Initiatives for Peacebuilding⁷³

- Establishing mechanisms for **regular dialogue between the police and other S&J actors and local communities** are critical for building trust in S&J services. It is important that women are able to participate effectively in these meetings and voice their concerns – and is often more effective to hold specific women-led meetings. Once established and proven in several communities, these mechanisms can be most effectively scaled up if they are linked to a national police reform programme and through engagement at policy level (see box 18).
- **Community paralegals and legal assistance services / centres** can play an important role in supporting hard-to-reach women and ensuring that women know their rights, can negotiate plural legal avenues (formal & informal) and are able to access the justice system (box 19 & box 16).⁷⁴ However, sensitivity to social norms and local needs, continuous awareness raising and outreach techniques are needed to gain trust from both community leaders, community-based organisations and local women and sustain projects over the longer term.

Box 18: Building relationships between S&J providers and communities in Bangladesh

Supported by the Norwegian Ministry of Foreign Affairs, Saferworld, in partnership with BRAC, implemented a programme to (i) build the capacity of community members to identify and address their security needs; and (ii) build relationships between communities, including women's groups, and police and local authorities. Drawing on existing *polli shomaj* (village-level federations of poor rural women), the project facilitated participatory processes with women, men and young people to identify their security priorities, develop action plans to address them, and set up 'action committees' to implement the plans, in cooperation with local police. Among the key security concerns identified by poor rural women were domestic violence and *jouno hoirani* (sexual harassment and abuse of girls and women in public places).

Positive impacts of the programme included improvements in community-police relations, with police visiting villages more regularly to listen to people's problems and community members taking their problems to the police more often. Sexual harassment and domestic abuse was dramatically reduced, and young women reported feeling more confident in travelling to school. However, while relations with police improved, they have been difficult to maintain when senior officers move on to new posts. When relations with the police falter, problems resurface. The programme is now being scaled up with the support of the Dutch Ministry of Foreign Affairs to include a further 16 locations in 5 districts, linked to a national police reform programme.

Source: BRAC/ Changemaker/ Saferworld (2011) *Creating Safer Communities in Bangladesh*, Saferworld, London⁷⁵

⁷³ http://www.initiativeforpeacebuilding.eu/pdf/BUILDING_AN_INCLUSIVE_SECURITY_SECTOR.pdf

⁷⁴ opcit. DFID (2010) *How To Note: A Practical guide on community programming on violence against women and girls*; UN Women (2011) *Progress of the World's Women 2011-2012*

⁷⁵ <http://www.saferworld.org.uk/downloads/pubdocs/Creating%20safer%20communities%20in%20Bangladesh.pdf>

Box 19: Legal Assistance Centres in refugee camps in Thailand

Refugees in camps along the Thailand-Burma border have had almost no access to the Thai legal system or to justice within camp settings. To address this, since 2007, IRC has established Legal Assistance Centres (LACs) in 5 camps as part of a DFID-funded partnership between the IRC and UNHCR. The IRC’s Legal Assistance Centres improve sustainable access to justice for refugees by:

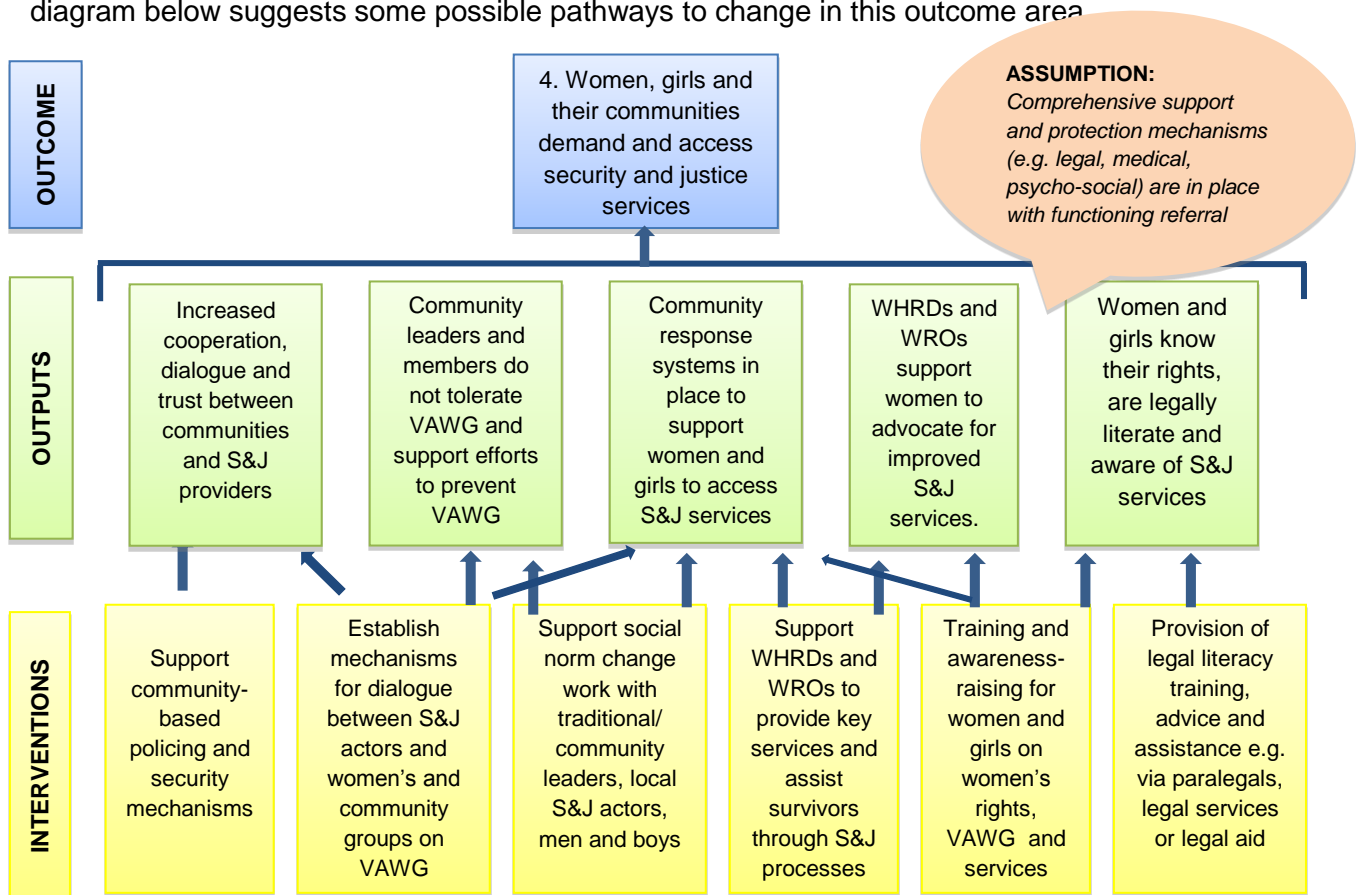
- Strengthening the engagement and capacity of camp and Thai S&J authorities – on Thai & international law, mediation, arbitration and restorative justice mechanisms, case management, policing techniques, and human rights principles including on VAWG
- Increasing legal literacy among refugees – via training refugee Camp-based Assistants to carry out awareness-raising, community outreach, civic education and training on basic Thai law, legal rights and human rights principles
- Providing legal counselling and assistance in relation to formal and informal systems, helping refugees to assert their rights and access legal remedies, and referring victims of VAWG to holistic service providers (health, shelter, psychosocial care)

Source: International Rescue Committee (IRC)

- **Women-centred informal dispute resolution systems** can be more accessible than formal systems and play a role in supporting survivors and challenging cultures of impunity at local levels. Support for informal systems, including women-led mediation, should complement ongoing efforts to reform formal justice institutions if the majority of women are to benefit. However, it is key that volunteers are **trained in mediation skills to ensure quality**. Minimum standards should be agreed and reflected in operational guidelines for informal S&J providers, including clear guidance on when cases should be referred to formal justice systems.
- **Awareness raising work among different groups about their rights and available services** is important, and particularly effective if linked to an ongoing initiative at community level to provide a new forum for discussion (e.g. box 15) or new services (e.g. box 19)

Developing a Theory of Change

It is important to develop a robust theory of change for any programme (component) focused on improving the response of the S&J to VAWG. This should be underpinned by sound evidence from the context or similar contexts. Based on evidence and lessons from previous programming, the diagram below suggests some possible pathways to change in this outcome area



Examples of results and indicators

Level	Results	Example indicators ⁷⁶	Current/recent DFID progs using indicators
Outcome	Women, girls and their communities demand and access S&J services	<ul style="list-style-type: none"> - % of women who have suffered abuse who reported it, who they reported it to and what the outcome was. - No / % of women & girl survivors or at risk using different support services (disaggregated by service) - % women who believe they have the right to lead lives free from violence; % children who believe they have the right to attend school without fear of abuse 	DFID Malawi Justice for Vulnerable Groups
Output	Increased cooperation, dialogue and trust between communities and S&J providers	<ul style="list-style-type: none"> - % of population who express confidence that a person who perpetrates abuse will face: (a) social sanctions; (b) legal sanctions. - Existence of mechanisms for dialogue / cooperation between communities and S&J actors (e.g. community policing forum, local security committee) - Action plans developed in consultation with communities - No. of people who report feeling safer through increased access to community police boards 	<p>DFID DRC Security Sector Accountability and Police Reform programme</p> <p>DFID Sierra Leone Access to Security Justice programme</p>
Output	Community leaders and members do not tolerate VAWG and support efforts to prevent VAWG	<ul style="list-style-type: none"> - % of people who have witnessed an incident of violence against a woman or girl who took action to try to prevent it (disaggregated by gender, age and socio-economic status) and nature of action. - % of people who say they have given support to a woman or girl who has suffered abuse and nature of support given. - Attitudes expressed by women and men regarding women's rights and tolerance of violence against women and girls. - Real-time measures of attitude & behaviour change (e.g. No. of men trained who take action to prevent VAWG; % of incidents of VAWG investigated by community leader; % change in no. of women who participate in community processes). - Number of community and traditional leaders, and media personnel trained in VAWG - Number of men who work as agents of change - Number of women, men and children reached through media activities, e.g. radio 	<p>DFID Zambia - A Safer Zambia programme</p> <p>DFID Pakistan Aawaz programme</p> <p>Pakistan Gender Justice programme</p>
Output	Community response systems in place to support women & girls to access S&J services	<ul style="list-style-type: none"> - Proportion of women who know a local organisation that provides legal aid to VAWG survivors - Existence & impact of local committee or body that meets to discuss VAWG cases in the community - Number of survivors networks established 	DFID Zambia - A Safer Zambia programme
Output	WHRDs and WROs support women to advocate for improved S&J services.	<ul style="list-style-type: none"> - No. and quality of actions taken by (i) Women's Human Rights Defenders (WHRDs); (ii) Women's Rights Organisations (WROs) to support women victims and those at risk to access services. - No. of attacks on WHRDs per month / year. 	
Output	Women and girls know their rights, are legally literate and aware of S&J services	<ul style="list-style-type: none"> - % of population who are aware of their rights and the law on violence against women and girls - % women who state they feel empowered to report and seek justice from violence (disaggregated by who they seek support from and by type of women). - % women who demonstrate knowledge of support services for survivors of violence and those at risk (legal, psychological, medical, shelter, economic) 	<p>DFID Malawi Justice for Vulnerable Groups</p> <p>DFID Uganda Support to CSOs work on GBV</p>

⁷⁶ Many indicators to be disaggregated by forms of violence, gender, age, socio-economic and marital status.