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# UNITED STATES STRATEGY TO PREVENT AND RESPOND TO GENDER-BASED VIOLENCE GLOBALLY





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TO PREVENT AND RESPOND TO  
GENDER-BASED VIOLENCE  
GLOBALLY**

Section 7061 of the Conference Report accompanying the Department of State, Foreign Operations, and Related Programs Appropriations Act, 2012 (Div. I, P.L. 112-74), provides that the U.S. Department of State and the U.S. Agency for International Development are “to submit to the Committees on Appropriations, not later than 180 days after the enactment of this Act, a multi-year strategy to prevent and respond to violence against women and girls in countries where it is common. The strategy should include achievable and sustainable goals, benchmarks for measuring progress, and expected results. The formulation of the strategy should include regular engagement with men and boys as community leaders and advocates in ending such violence.” This strategy document is submitted pursuant to the above referenced section.

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*"We also know that countries are more likely to prosper when they tap the talents of all their people. And that's why we're investing in the health, education and rights of women, and working to empower the next generation of women entrepreneurs and leaders. Because when mothers and daughters have access to opportunity, that's when economies grow, that's when governance improves."*

– President Barack Obama, Remarks at the Millennium Development Goals Summit, United Nations Headquarters, New York, New York, September 22, 2010

*"Around the globe, violence against women is an epidemic. Violence robs women and girls of their full potential and causes untold human suffering. Violence against women impedes economic development, threatens peace and prosperity, and inhibits full participation in civic life. For every woman who has been beaten in her own home, for the millions of women who have been raped as a weapon of war, for every girl who has been attacked on her way to school, for all of the children—girls and boys—who have witnessed this brutality, we must do better."*

– Vice President Joe Biden, Statement on the Anniversary of the International Day for the Elimination of Violence Against Women, November 24, 2010

*"It is time for all of us to assume our responsibility to go beyond condemning this behavior, to taking concrete steps to end it, to make it socially unacceptable, to recognize it is not cultural; it is criminal."*

– Secretary of State Hillary Clinton, Remarks on the Adoption of a United Nations Security Council Resolution to Combat Sexual Violence in Armed Conflict, United Nations Headquarters, New York, New York, September 30, 2009



*Elcira and her daughter, Dalia, 15, hold a portrait of Elcira's daughter, Fabiola, at their home in Guatemala City. Elcira is HIV-negative but became an activist when she discovered that Fabiola, at age nine, had been sexually abused by her father, and his friends. Fabiola died of AIDS when she was 12 years old.*



## OVERVIEW

Under the leadership of President Obama and Secretary Clinton, the United States has put gender equality and the advancement of women and girls at the forefront of the three pillars of U.S. foreign policy—diplomacy, development, and defense. This is embodied in the President’s National Security Strategy, the Presidential Policy Directive on Global Development, and the 2010 U.S. Quadrennial Diplomacy and Development Review (QDDR). Evidence demonstrates that women’s empowerment is critical to building stable, democratic societies; to supporting open and accountable governance; to furthering international peace and security; to growing vibrant market economies; and to addressing pressing health and education challenges.

Preventing and responding to gender-based violence is a cornerstone of the Administration’s commitment to advancing gender equality. Such violence significantly hinders the ability of individuals to fully participate in and contribute to their families and communities—economically, politically, and socially. Vice President Biden, who authored the Violence Against Women Act while in the Senate, has been a leader in efforts to end violence against women and girls for two decades. Secretary of State Clinton and the U.S. Agency for International Development (USAID) Administrator Rajiv Shah also have been tireless advocates for ending gender-based violence, and have elevated this issue as a foreign policy priority.

To further advance its commitment to gender equality and women’s empowerment, the Obama Administration has developed this new strategy to prevent and respond more effectively to gender-based violence globally. The purpose of the strategy is to establish a government-wide approach that identifies, coordinates, integrates, and leverages current efforts and resources. The strategy provides Federal agencies with a set of concrete goals and actions to be implemented and monitored over the course of the next three years with an evaluation of progress midway through this period. At the end of the three-year timeframe, the agencies will evaluate the progress made and chart a course forward.

To ensure a government-wide perspective in developing this strategy, the White House, at the request of the U.S. Department of State and USAID, convened representatives from the U.S. Departments of State, the Treasury, Defense, Justice, Labor, Health and Human Services (including the U.S. Centers for Disease Control and Prevention (CDC) and the U.S. National Institutes of Health), and Homeland Security, as well as from the Office of the United States Trade Representative, the White House Office of Science and Technology Policy, USAID, the Peace Corps, and the Millennium Challenge Corporation. These included representatives working on the President’s Emergency Plan for AIDS Relief (PEPFAR), the Global Health Initiative (GHI), and the Office of the United States Government Special Advisor and Senior Coordinator for Children in Adversity. Additionally, the White House, the Department of State, and USAID held multiple consultations with civil society organizations to ensure that their perspectives informed the development of the strategy.

## *Congressional Efforts*

The United States Congress has long championed efforts to prevent and respond to gender-based violence, including in the context of child marriage, female genital mutilation/cutting, sexual violence resulting in obstetric fistula, and region-specific violence against women, from Latin America and the Caribbean to the Middle East and North Africa. Congress has played a critical role in highlighting the bipartisan commitment of the United States to preventing and responding to gender-based violence, and has helped to strengthen ongoing U.S. efforts. This strategy is intended to be a broad framework encompassing all forms of gender-based violence across all regions of the world in which it is common. The Administration looks forward to working closely with Congress as it builds on policies and programs addressing specific types of gender-based violence through its implementation efforts.

### *Definitions*

**Sex** is the classification of people as male or female. At birth, infants are assigned a sex based on a combination of bodily characteristics including: chromosomes, hormones, internal reproductive organs, and genitalia.

**Gender** is the socially defined set of roles, rights, responsibilities, entitlements, and obligations of females and males in societies. The social definitions of what it means to be female or male vary among cultures and change over time. Gender identity is an individual's internal, personal sense of being male or female. For transgender people, their birth-assigned sex and their own internal sense of gender identity do not match.

**Gender equality** concerns women and men, and it involves working with men and boys, women and girls to bring about changes in attitudes, behaviors, roles, and responsibilities at home, in the workplace, and in the community. Genuine equality means more than parity in numbers or laws on the books; it means expanding freedoms and improving overall quality of life so that equality is achieved without sacrificing gains for males or females.

*Definitions from USAID's March 2012 Gender Equality and Female Empowerment Policy*

#### **Gender-based Violence**

This strategy defines "gender-based violence" as violence that is directed at an individual based on his or her biological sex, gender identity, or perceived adherence to socially defined norms of masculinity and femininity. It includes physical, sexual, and psychological abuse; threats; coercion; arbitrary deprivation of liberty; and economic deprivation, whether occurring in public or private life.

Gender-based violence takes on many forms and can occur throughout the life cycle. Types of gender-based violence can include female infanticide; child sexual abuse; sex trafficking and forced labor; sexual coercion and abuse; neglect; domestic violence; elder abuse; and harmful traditional practices such as early and forced marriage, "honor" killings, and female genital mutilation/cutting.

Women and girls are the most at risk and most affected by gender-based violence. Consequently, the terms "violence against women" and "gender-based violence" are often used interchangeably. However, boys and men can also experience gender-based violence, as can sexual and gender minorities. Regardless of the target, gender-based violence is rooted in structural inequalities between men and women and is characterized by the use and abuse of physical, emotional, or financial power and control.

*Definition adapted from Gender-based Violence and HIV: A Program Guide for Integrating Gender-based Violence Prevention and Response in PEPFAR Programs*<sup>1</sup>

## *Statement of Problem*

The United States has a strong interest in preventing and responding to gender-based violence around the world. Regardless of the form that gender-based violence takes, it is a human rights violation or abuse, a public health challenge, and a barrier to civic, social, political, and economic participation. It is associated with many negative consequences, including adverse physical and mental health outcomes, limited access to education, increased costs relating to medical and legal services, lost household productivity, and reduced income. Gender-based violence undermines not only the safety, dignity, overall health status, and human rights of the millions of individuals who experience it, but also the public health, economic stability, and security of nations.

Gender-based violence cuts across ethnicity, race, class, religion, education level, and international borders. An estimated one in three women worldwide has been beaten, coerced into sex, or otherwise abused in her lifetime.<sup>2</sup> Intimate partner violence is the most common form of violence experienced by women globally.<sup>3</sup> As noted previously, gender-based violence can also take the form of harmful traditional practices. Children are particularly vulnerable to violence, especially sexual abuse. According to the United Nations Population Fund (UNFPA), almost 50 percent of all sexual assaults worldwide are against girls 15 and younger.<sup>4</sup> In 2002, 150 million girls and 73 million boys under the age of 18 years experienced forced sexual intercourse or other forms of sexual violence.<sup>5</sup> Sexual violence is also often used as a tactic of war during conflicts. In the context of humanitarian crises and emergencies, civilian women and children are often the most vulnerable to exploitation, violence, and abuse because of their gender, age, and status in society. Women with a disability are two to three times more likely to suffer physical and sexual abuse than women with no disability.<sup>6</sup> Lesbian, gay, bisexual, and transgender (LGBT) persons also face heightened risk.<sup>7</sup>

Although statistics on the prevalence of violence vary, the scale is tremendous, the scope is vast, and the consequences for individuals, families, communities, and countries are devastating.

## **UNITED STATES' STRATEGIC APPROACH TO PREVENTING AND RESPONDING TO GENDER-BASED VIOLENCE**

The United States' strategy to prevent and respond to gender-based violence globally builds on an existing foundation, abides by certain guiding principles and lessons learned, delineates achievable and sustainable objectives and actions for implementation, and provides for metrics to measure the progress of the strategy's implementation.

### *Building on an Existing Foundation*

In March 2012, the United States reiterated its commitment to gender equality as part of its foreign policy and assistance efforts. The Secretary of State announced Policy Guidance on Promoting Gender Equality to Achieve our National Security and Foreign Policy Objectives (Policy Guidance on Promoting Gender Equality), which provides the Department of State with guidance on advancing gender equality in the United States' foreign policy. USAID issued an updated policy on Gender Equality and Female Empowerment, which includes reducing gender-based violence as one of its three outcomes. The United States has made significant progress in its efforts to specifically address gender-based violence, including through the development of the U.S. National Action Plan on Women, Peace, and Security; PEPFAR's Gender-based Violence Scale-Up Initiative and Evaluation; the work of the President's

Interagency Task Force to Monitor and Combat Trafficking in Persons; and efforts to incorporate gender-based violence programming into humanitarian response activities. The strategy builds upon and coordinates with such efforts.

Photo Credit: David Johnson and Silent Images, Provided by Women Thrive Worldwide



## *Primary Roles of the Department of State and USAID*

The United States supports many programs that prevent and respond to gender-based violence around the world, primarily with Department of State and USAID funds. These agencies take a comprehensive approach to addressing gender-based violence, and have a wide range of programs either as stand-alone interventions or as part of broader efforts.

The diplomatic focus and U.S. foreign assistance programming to address gender-based violence has increased since the 1990s, in part due to the use of rape as a tactic of war in several armed conflicts, including in Bosnia and Rwanda. The Rome Statute establishing the International Criminal Court, which entered into force in 2002, expressly recognized that sexual violence may constitute a war crime or crime against humanity, and helped sharpen the focus of the international community. Since then, the scope of attention to gender-based violence has expanded from service provision for survivors to more comprehensive programming efforts that also focus on preventing gender-based violence, including increased emphasis on engaging men and boys in their various roles as potential perpetrators, agents of change, and survivors themselves. Within emergency response programs, for example, humanitarian assistance workers have been trained on gender-based violence prevention and response. In addition, the United States has invested in collecting data on the prevalence of violence, in particular domestic violence, for the past 20 years. This has helped to demonstrate the magnitude of the problem in the countries where the United States works. The United States also provides contributions to multilateral organizations to enhance their capacity to address gender-based violence.

Recently, the Department of State and USAID developed new classifications for U.S. foreign assistance activities addressing gender, including: gender equality/women's empowerment; gender-based

violence; and women, peace, and security. This allows for easier, consistent reporting in budget and performance documentation. Through prior year classifications, estimates of U.S. support for gender-based violence total approximately \$92 million on average per year, for the past four years. This estimate does not capture all funding that impacts prevention of or response to gender-based violence as it is only the portion of United States Government funds that was attributed directly to gender-based violence. Many programs and activities can indirectly impact the prevention of and response to gender-based violence, which may not be captured within the gender-based violence attribution. For example, United States Government initiatives such as GHI and the Global Food Security Initiative (Feed the Future) have as a goal full integration of activities to empower women and prevent and respond to gender-based violence.

Specifically in Fiscal Year (FY) 2010 and FY 2011, PEPFAR invested a total of \$155 million in gender-based violence-related activities, making PEPFAR one of the largest funders worldwide. Of this amount, \$38 million in 2010 and \$57 million in 2011 were built directly into country programs. For the remainder, PEPFAR invested central funds in special gender initiatives to pilot specific approaches, build an evidence base for investments, and expand programming at the country level.

For FY 2013, the Department of State and USAID requested \$147.1 million for programs addressing gender-based violence worldwide, an increase of approximately \$30 million over the FY 2012 request of \$117.2 million. This request is attributed across the following accounts:

- \$6.4 million from the Development Assistance account;
- \$20.7 million from the Economic Support Fund account;
- \$200,000 from the Food for Peace Title II account<sup>8</sup>;
- \$74.4 million from the Global Health Programs-State account<sup>9</sup>;
- \$10.5 million from the Global Health Programs-USAID account;
- \$24.9 million from the International Narcotics Control and Law Enforcement account; and
- \$10.0 million from the Migration and Refugee Assistance account.

## *Department of State*

The Department of State takes a comprehensive, multi-faceted approach to addressing gender-based violence, including ensuring appropriate care for survivors while also strengthening deterrents through legislation and legal and judicial action. Preventing and responding to gender-based violence is addressed throughout the full range of the Department of State's diplomatic engagement with host governments, civil society, donors, the media, and the private sector. This work occurs through bilateral and regional diplomacy, multilateral diplomacy, and public diplomacy across the Department of State, as well as through foreign assistance and the work of public-private partnerships. As a result of Secretary of State Clinton's leadership, the Department of State has significantly elevated issues related to the advancement of women and girls. As part of that effort, Secretary Clinton designated the first ever Ambassador-at-Large for Global Women's Issues in April 2009. Through the office led by the Ambassador, the Department of State promotes sustained peace and development by empowering women around the world and promoting policies and programs that prevent and respond to gender-based violence. This office builds upon the ongoing work of many regional and functional bureaus and offices within the Department of State, which have made sustained efforts over the last 10 years to incorporate programming to address gender-based violence and gender equality into their work.



## USAID

USAID is well-positioned to address gender-based violence, as evidenced by its long history of programming around gender-based violence prevention and response within its development and humanitarian assistance mandate. USAID programs address the root causes of violence; improve prevention and protection services; respond to the health and economic needs of those affected by gender-based violence; and support legal frameworks that, when implemented, mitigate against gender-based violence. USAID has reinvigorated attention to gender equality issues, including gender-based violence, through its revised Gender Equality and Female Empowerment Policy; its implementation plan for the U.S. National Action Plan on Women, Peace, and Security; its policy on Counter-Trafficking in Persons; and its staff training and program design. Furthermore, USAID has established a gender-based violence working group that is chaired by the Office of Gender Equality and Women's Empowerment and consists of members from various bureaus and offices across USAID. To further elevate the gender equality agenda, USAID named its first Senior Coordinator for Gender Equality and Women's Empowerment and its first Senior Gender Advisor in the Bureau of Policy, Planning and Learning, who collaborate closely with an Agency-wide network of experts and allies enabling the political, economic, and social empowerment of women and girls through programs in every sector globally.

### *Examples of Key U.S. Coordinated Efforts*

The United States' inter-agency efforts advance gender-based violence prevention and response through existing strategies, policies, and processes. The strategy complements and reinforces those efforts to support long-term gender-based violence prevention and response. Examples of such efforts include:

#### ➤ **U.S. National Action Plan on Women, Peace, and Security**

In December 2011, President Obama released the first-ever U.S. National Action Plan on Women, Peace, and Security and signed Executive Order 13595 directing the Plan's implementation. The goal of the National Action Plan is to promote U.S. national security by empowering women abroad as equal partners in preventing conflict and building peace in countries threatened and affected by war, violence, and insecurity. Together, Executive Order 13595 and the National Action Plan chart a roadmap for how the United States will accelerate and institutionalize efforts across the Federal Government to advance women's participation in peace processes and decision-making; prevent and respond to gender-based violence, trafficking in persons, and other forms of exploitation and abuse in conflict areas; promote women's engagement in conflict prevention; and ensure safe, equitable access to relief and recovery assistance, including health, education, and economic opportunity. The National Action Plan provides a mechanism for the United States to protect women and girls, as well as men and boys, from gender-based violence and abuse in conflict-affected environments through a range of actions, including building the capacity of protection actors, developing and implementing laws and policies that reduce impunity, providing comprehensive services for survivors of violence, and ensuring that gender and protection issues are systematically addressed in the provision of humanitarian assistance.

Embodying a government-wide approach, the National Action Plan contains commitments by the Departments of State, Defense, Justice, the Treasury, and Homeland Security, the U.S. Mission to the United Nations, USAID, the Centers for Disease Control and Prevention (CDC), and the Office of the United States Trade Representative.

#### ➤ **Global Health Initiative**

The Global Health Initiative (GHI) is an integrated approach to unify the United States' investments in global health. The initiative draws upon the expertise and programs of the Department of State's Office of the

Global AIDS Coordinator, USAID, the Department of Health and Human Services (HHS), the Department of Defense (DOD), and the Peace Corps. GHI is an approach to instituting integrated, coordinated, and results-driven U.S. global health investments. It seeks to achieve significant health improvements and foster sustainable, effective, and efficient public health programs that deliver essential care. A key component of this initiative is the Women, Girls, and Gender Equality (WGGE) Principle, which aims to redress gender imbalances related to health, to promote the empowerment of women and girls, and to improve health outcomes for individuals, families and communities. One of the Principle's ten key program elements is to "monitor, prevent and respond to gender-based violence."<sup>10</sup> The WGGE Principle is also integrated across GHI's other six principles to ensure a concerted focus on women, girls, and gender equality.

### › **President's Emergency Plan for AIDS Relief**

The President's Emergency Plan for AIDS Relief (PEPFAR) is an inter-agency program coordinated by the Department of State's Office of the Global AIDS Coordinator and implemented through the Department of State, USAID, HHS (including CDC), DOD, the Department of Commerce, the Department of Labor, and the Peace Corps. It aligns its efforts to focus on women, girls, and gender equality across all U.S.-supported development efforts and as a key piece of GHI.

PEPFAR's gender strategy recognizes that addressing gender norms and inequities is essential to reducing HIV risk and increasing access to HIV prevention, care, and services for women and men. Reducing violence and coercion is one of the gender strategy's key priorities. Country studies indicate that the risk of HIV among women who have experienced violence may be up to three times higher than among those who have not. PEPFAR supports significant work in the field to mainstream gender-based violence prevention and treatment into existing HIV programs. This includes PEPFAR's Gender-based Violence Scale-Up Initiative in Mozambique, Tanzania, and the Democratic Republic of Congo, which totals over \$48 million over three years (2011-2014). In Tanzania, an outcome evaluation will be undertaken to examine the effectiveness of the program.

Moreover, to support local, grassroots civil society organizations that work to prevent or respond to gender-based violence, PEPFAR and the Secretary of State's Office of Global Women's Issues jointly announced in March 2012 an initiative that provides \$4.65 million in small grants for organizations that work in countries with a PEPFAR presence. The initiative funds projects that leverage existing HIV/AIDS prevention platforms to integrate gender-based violence prevention and response programming.

### › **Countering Trafficking in Persons**

Federal efforts to combat trafficking in persons—a form of modern slavery thought to affect as many as 27 million people worldwide, a majority of whom are women and girls—are coordinated by the President's Interagency Task Force to Monitor and Combat Trafficking in Persons (PITF). The PITF is a Cabinet-level entity chaired by the Secretary of State and comprised of the heads of seventeen Federal departments, agencies, and offices. High-level designees of PITF representatives meet regularly as the Senior Policy Operating Group (SPOG), which coordinates inter-agency policy, grants, research, and planning issues involving trafficking in persons and the implementation of the Trafficking Victims Protection Act of 2000 (P.L. 106-386), as amended. The SPOG is chaired by the Ambassador-at-Large and Director of the Office to Monitor and Combat Trafficking in Persons at the Department of State. In addition to actions and policies affecting domestic populations, member agencies of the PITF and SPOG implement a number of programs of relevance to gender-based violence abroad, including legal and technical support to foreign governments on trafficking in persons, forced child labor, and child sex tourism, as well as grants to non-governmental organizations providing comprehensive services to trafficking survivors.

### › **United States Government's Humanitarian Response**

The Department of State, the Department of Homeland Security (DHS), HHS, and USAID work together to prevent and respond to gender-based violence in conflict-affected regions around the world. The

Department of State's Bureau of Population, Refugees, and Migration (PRM) and USAID's U.S. Office of Foreign Disaster Assistance and Office of Food for Peace work collaboratively to provide assistance through international and non-governmental organizations to conflict-affected populations in order to prevent and respond to gender-based violence in these especially dangerous environments. PRM also coordinates with HHS' Office of Refugee Resettlement and DHS' U.S. Citizenship and Immigration Service to administer the U.S. Refugee Admissions Program (USRAP). USRAP works with the Office of the United Nations High Commissioner for Refugees to process refugees, including women-at-risk and survivors of gender-based violence and to provide resettlement in the United States. CDC's International Emergency and Refugee Health Branch is responsible for CDC's response to complex humanitarian emergencies, and brings public health principles to prevent and respond to gender-based violence in emergencies as requested by the United States Government, United Nations agencies, and non-governmental organizations.

### › **Public Law 109-95 and the United States Government Action Plan on Children in Adversity**

More than 30 offices within seven United States Government agencies and departments, including the Departments of Agriculture, Defense, Health and Human Services, Labor, and State, the Peace Corps, and USAID, assisted children and their families in adverse conditions through approximately 1,700 projects in more than 100 countries. The Assistance for Orphans and Other Vulnerable Children in Developing Countries Act of 2005 (P.L. 109-95) was signed into law to help ensure that these efforts are comprehensive, coordinated, and effective. As a result, the United States Government Action Plan on Children in Adversity is being developed to provide a results-based strategy for an effective whole-of-government response to the world's most vulnerable children, including those who have experienced gender-based violence. The Plan also puts emphasis on broader surveillance of reductions in violence against children and women. Its goal is to ensure that all children grow up within protective family care and free from violence, deprivation, or danger. The Plan will ensure greater synergy and coordination across the United States Government and foster the measurable and time-bound results necessary to improve the protection and care of children around the world.

### › **The Global Peace Operations Initiative**

The Global Peace Operations Initiative (GPOI) is a joint Department of State and DOD program to build peacekeeping capacity globally. The program formally engages in peacekeeping capacity-building activities with 62 partner countries and two regional organizations. Since 2005, the program has facilitated the training of over 168,000 peacekeepers and facilitated the deployment of over 171,000 peacekeepers to 22 operations around the world. Through its partnership with Italy's Center of Excellence for Stability Police Units, which has 23 partner countries, the program has trained over 4,000 stability police unit trainers. GPOI activities provide training to help prevent and respond to gender-based violence, including sexual violence. Human rights and gender-based violence topics are incorporated into all GPOI training courses from United Nations Senior Mission Leaders to United Nations Staff Officer training to unit level training. GPOI also works through the International Association of Peacekeeping Training Centers and its sub-bodies to emphasize the importance of preventing and responding to gender-based violence. GPOI supports 43 peace support operations training centers around the world, thus allowing the institutionalization of key prevention and response programs of instruction and continuous awareness of the importance of these subjects. Taken together, these activities convey the importance of effective gender-based violence prevention and response to a large number of countries that are involved in deploying military and stability police personnel to conflict areas where substantial segments of the population, especially women and girls, are at risk.



## *Guiding Principles*

The United States recognizes that for people to achieve their full potential, their lives must be free from violence. The strategy incorporates the following overarching priorities to ending gender-based violence:

- › **Prevention** of gender-based violence from occurring in the first place, and from recurring, by working with local grassroots organizations, civil society, and key stakeholders in the community, including men and boys;
- › **Protection** from gender-based violence by identifying and providing services to survivors once the violence occurs; and
- › **Accountability** to ensure that perpetrators are prosecuted and to end impunity by strengthening legal and judicial systems.

## *Focus on Lessons Learned*

To ensure this strategy is meaningful and effective, it incorporates key lessons learned in designing, executing, and evaluating U.S. programs and policies. Based on these lessons, successful policies and programs that prevent and respond to gender-based violence need to:

- › Recognize that violence can occur throughout the life cycle;
- › Recognize the cycle of abuse, as research indicates that experiencing violence as a child increases one's risk of experiencing or perpetrating violence later in life;



- Ensure attention to vulnerable and underserved populations, including women and girls living in poverty or rural areas; women and girls with disabilities; those who are stateless, internally displaced or refugees; tribal or indigenous women; and religious or ethnic minorities;
- Engage women and girls, including from local civil society and indigenous organizations, as change agents, partners, and survivors in policy and culturally appropriate program development, implementation, and evaluation;
- Engage men and boys as allies, advocates, role models, change agents, partners, and survivors in policy and culturally appropriate program development, implementation, and evaluation;
- Engage religious, community, business, local civil society, and local government leaders and health care providers to prevent and respond to gender-based violence in their communities;
- Understand the causes and socio-cultural dynamics that perpetuate violence; and
- Carefully consider the potential impact of all efforts in order to do no harm to the individuals that such efforts intend to support and protect.

Photo Credit: One Man Can Campaign, Sonke Gender Justice



The strategy will ensure that the guiding principles and lessons learned continue to inform the United States' work in this area.

### *Objectives and Actions*

The strategy represents a multi-sector approach that includes the justice and legal, security, health (including sexual and reproductive health), education, economic, social services, humanitarian, and development sectors, and that works at the individual, family, community, local, national, and global levels.

The overarching goal of this strategy is to marshal the United States' expertise and capacity to prevent and respond to gender-based violence globally. It is imperative that the United States employ its human



and financial resources in the most effective, efficient, and coordinated way. To achieve this goal, over the next three years, the United States will prioritize the following four objectives:

1. To increase coordination of gender-based violence prevention and response efforts among United States Government agencies and with other stakeholders;
2. To enhance integration of gender-based violence prevention and response efforts into existing United States Government work;
3. To improve collection, analysis, and use of data and research to enhance gender-based violence prevention and response efforts; and
4. To enhance or expand United States Government programming that addresses gender-based violence.

***Objective 1: To Increase Coordination of Gender-based Violence Prevention and Response Efforts among United States Government Agencies and with Other Stakeholders***

The United States will establish an inter-agency working group (“Working Group”) to coordinate more effectively Federal agencies’ gender-based violence prevention and response activities. The Working Group will also ensure greater collaboration with other stakeholders, including civil society, multilateral organizations, other donors, and the private sector.

➤ **Action 1.1: Improve Inter-agency and Intra-agency Coordination**

- **Inter-agency Working Group:** The United States Government’s departments and agencies that work to prevent and respond to gender-based violence domestically and internationally will join a strategic, deliberate and inclusive inter-agency process that will draw upon each agency’s expertise, responsibility, and capacity to provide a comprehensive and multi-faceted approach to this issue.<sup>11</sup> The creation of the Working Group is an essential component to several of the other objectives outlined in the strategy.
  - The Working Group will provide a forum to more effectively share information and best practices (including promising pilot/demonstration projects, successful strategies, successes and challenges in gender-based violence integration into agency efforts, and the most effective training modules) in order to avoid possible duplication of efforts. The Working Group will also provide an opportunity to discuss improvements to program development and implementation and potentially assess how gender-based violence is addressed in current crises around the world.
  - The Working Group will devise a mechanism for monitoring and evaluating agencies’ implementation of the strategy.
- **Intra-agency Working Groups:** As appropriate, agencies will form or continue, as in the case of USAID’s agency-wide gender-based violence working group, their own intra-agency working groups to assist in internal coordination and integration of gender-based violence into their programming and policies.

- **Action 1.2: Ensure Greater Collaboration with Other Stakeholders:** The United States will deepen engagement and coordination with host governments; international organizations, including multilateral and bilateral actors; the private sector; and civil society organizations, such as representatives of indigenous and marginalized groups, foundations, community-based, faith-based, and regional organizations (including those that serve

## *Examples of United States Government Collaboration with Other Stakeholders:*

- › Together for Girls (TfG) is a unique public-private partnership between private entities, the United Nations, and the United States Government that addresses sexual violence against children, particularly girls. Launched in 2009, the partnership currently brings together private sector organizations, including the Nduna Foundation, BD (Becton Dickinson and Company), the Centers for Disease Control and Prevention (CDC) Foundation, and Grupo ABC; five United Nations agencies, including the United Nations Children's Fund (UNICEF), the Joint United Nations Program on HIV/AIDS, the United Nations Population Fund (UNFPA), UN Women, and the World Health Organization; and the United States Government through the CDC's Division of Violence Prevention and the President's Emergency Plan for AIDS Relief (PEPFAR)—which includes USAID, CDC, the Department of Defense, and the Peace Corps—in collaboration with the Department of State's Office of Global Women's Issues. Working with governments and civil society, TfG is taking practical and effective steps to stop sexual violence against children. The partnership focuses on three pillars: conduct national surveys and collect data to document the magnitude and impact of sexual violence; support coordinated program actions at the country level with interventions tailored to address sexual violence against girls; and lead global advocacy and public awareness efforts to draw attention to the problem and promote evidence-based solutions.

Since 2009, the partnership has achieved several outcomes. National Violence Against Children Surveys have been completed in five countries: Swaziland, Tanzania, Kenya, Zimbabwe, and Haiti. Additional countries in Asia, Africa, Central Africa, and the Caribbean have initiated or expressed interest in implementing the surveys in their countries. The partnership and national surveys have resulted in local investment in prevention of violence against children. For example, the survey results in Swaziland indicated that one out of three girls had experienced sexual violence as a child. Data from the survey led to critical actions, such as introduction and passage of legislation on violence and sexual offenses, establishment of child-friendly courts for testimony on sexual violence, and integration of sexual offense units trained to work with children into 75 percent of police stations in the country. In Tanzania, three out of every ten girls and one out of every seven boys reported at least one experience of sexual violence prior to age 18. A task force composed of a variety of government ministries, including Health, Education, Justice, and Gender, non-governmental organizations, and in-country United States Government representatives developed and launched a multi-sector action plan for policy and program interventions that built off of the results of the survey. Partners are currently working to implement the plan. Similar efforts are underway in Kenya.

- › Following reports of displaced women risking attacks to collect firewood, USAID's Office of Foreign Disaster Assistance and the Department of State's Bureau of Population, Refugees, and Migration (PRM) coordinated efforts to develop and support the rollout and scaling up of standards to better address fuel and firewood needs in humanitarian settings. The original USAID-funded program began in 2006 and evaluated stove effectiveness and other factors influencing fuel collection and usage. The program ultimately led to the creation of the Inter-Agency Steering Committee (IASC) Task Force on Safe Access to Firewood and Alternative Energy (SAFE) in Humanitarian Settings and accompanying guidelines for addressing fuel needs in emergencies and long-term displacement. USAID supported the initial trainings on these guidelines, and in September 2009, PRM funded additional trainings and the development of fuel-related protection strategies based on IASC SAFE Guidance. As an IASC-led initiative, this project directly engaged United Nations entities, including the United Nations World Food Program and the Office of the United Nations High Commissioner for Refugees (UNHCR), which helped highlight this issue in a relatively short period of time. In 2011, PRM and USAID also jointly supported an evaluation to understand whether cookstoves reduce women's exposure to violence in Kenya. The USAID and PRM implementing partner has also taken on a role as co-coordinator of the Global Alliance for Clean Cookstoves Humanitarian Working Group, further expanding networks through which evaluation results will be shared.

survivors), labor unions, universities, and research organizations. These types of partnerships are critical to coordinating and leveraging resources, identifying and building on best practices, conducting research, identifying and filling gaps, scaling up promising projects, and ensuring that the United States avoids implementing duplicative programming. Such collaboration, by providing opportunities for discussion of lessons learned, challenges, and successful efforts, will assist the United States in strengthening its gender-based violence prevention and response programming.<sup>12</sup>

- o **Civil Society Consultation:** Consistent with Federal law, agencies will consult with representatives of both U.S.-based and host country civil society organizations with demonstrated experience in preventing and responding to gender-based violence, including grassroots organizations, academics, service providers, and other experts.
- o **Cross-sector Collaboration:** As opportunities arise, the Working Group will facilitate opportunities for collaboration among diverse organizations, such as those focused on criminal justice/security, human rights, education, labor, social welfare, development, humanitarian issues, and public health to develop the most comprehensive approach to preventing and responding to gender-based violence.
- o **Public-Private Partnerships:** Agencies, as appropriate, will work with non-governmental organizations and the private sector to determine which aspects of this strategy could be conducive to developing public-private partnerships.<sup>13</sup>

Photo Credit: Bureau of Population, Refugees, and Migration



*Community members in South Sudan enacting a drama addressing gender-based violence. After the drama concludes, a United States-funded NGO engaged the community in discussions on gender-based violence prevention as part of its outreach efforts.*

## ***Objective 2: To Enhance Integration of Gender-based Violence Prevention and Response Efforts into Existing United States Government Work***

Consistent with the Department of State's Policy Guidance on Promoting Gender Equality and USAID's Gender Equality and Female Empowerment Policy, the agencies involved in the Working Group will more comprehensively integrate gender-based violence prevention and response programming into their foreign policy and foreign assistance efforts.



- **Action 2.1: Integrate Content on Gender-based Violence into Existing Agency Programs and Policies:** Agencies will integrate content on how to prevent and respond to gender-based violence into their current operations, policies, trainings, and strategies, as appropriate.<sup>14</sup> Agencies will identify these areas during strategy and project design, implementation, and monitoring and evaluation. Such integration will be backed by staff capacity and technical expertise in gender-based violence as well as a review of potential gender-based violence outcome indicators.
- **Action 2.2: Increase the Use of Existing Platforms to Advance Efforts to Prevent and Respond to Gender-based Violence:** Several inter-agency efforts address gender-based violence, including the U.S. National Action Plan on Women, Peace, and Security;<sup>15</sup> GHI; PEPFAR; the United States Government’s anti-trafficking in persons and humanitarian response work; the White House Council on Women and Girls; and the Equal Futures Partnership.<sup>16</sup> These efforts will provide valuable opportunities to advance the Administration’s work on preventing and responding to gender-based violence.<sup>17</sup> The Working Group will work to ensure that these existing platforms focus on gender-based violence prevention and response, as appropriate. The Working Group will also coordinate these different efforts as they relate to gender-based violence to leverage the most effective programs and to avoid duplication.

Photo Credit: AFP PHOTO/HOANG DINH NAM



*Villagers carry home wood for cooking in the northern province of Xiengkhoang, Laos.*

**Objective 3:** *To Improve Collection, Analysis, and Use of Data and Research to Enhance Gender-based Violence Prevention and Response Efforts*

Many countries, including the United States, and international and non-governmental organizations have conducted research on gender-based violence throughout the world, but the data are often not easily obtainable, comprehensive, consistent, or usable. Substantial research gaps remain.<sup>18</sup> The United States will work to promote a research agenda that addresses the gaps in, and builds upon, existing data collection and research<sup>19</sup> and to identify and share best practices, data, and research, including smaller,

community-based studies. Agencies will use such data and any new research findings consistent with the principles outlined in the Presidential Memorandum of March 9, 2009, on “Scientific Integrity,” together with agency implementing guidance, to inform policy and projects that prevent and respond to gender-based violence.

➤ **Action 3.1: Promote Ethical and Safe Research, Data Collection, and Evidence-based Analyses Relating to Different Forms of Gender-based Violence and Prevention and Response Efforts at the Country and Local Level**

- **Development of Research Agenda:** The relevant agencies will assess their research and data collection capabilities, needs, and gaps to help develop a relevant research agenda that builds upon existing data and research, and is coordinated with the work of other organizations (for example, the United Nations and Sexual Violence Research Initiative) that are prioritizing global gender-based violence research. The agencies also will share and better coordinate research and data processes regarding both domestic and global gender-based violence issues.<sup>20</sup>
- **Partnerships with Stakeholders:** Agencies, as appropriate, will seek to develop public-private partnerships to support United States Government research initiatives, strategic planning efforts, and private sector research priorities. Agencies, as appropriate, will also seek to collaborate with local communities to develop and implement research projects and priorities.
- **Research Focus on the Impact of Gender-based Violence on Foreign Policy and Assistance Goals:** A growing body of evidence shows that reducing gender-based violence, empowering women and girls, and reducing gender inequalities in health, education, and access to economic resources are associated with lower poverty, higher economic growth, greater agricultural productivity, better nutrition and education of children, improved public health, and other outcomes vital to the success of countries. One relevant potential area of research is to more fully assess the economic as well as social costs of gender-based violence. The United States will encourage rigorous research in these areas.
- **Capacity-Building of Country-Level Data Collection Systems and Surveys:** Agencies, as appropriate and where possible, will support the development of host country-level systems that routinely obtain descriptive information on key indicators of gender-based violence over time. They will also support the implementation of population-based surveys in countries to collect key information around exposures, related risk factors, and health and social outcomes related to gender-based violence. Capacity-building of countries will be supported through training programs and working with host countries to plan and implement data collection systems and surveys, including those to collect justice sector data. These data collection systems and surveys will complement existing and past efforts including, but not limited to, Demographic and Health Surveys and other health surveys that address gender-based violence, such as the integration of metrics related to vulnerable at-risk populations.
- **Improvement and Harmonization of Research and Data Collection Methods:** To increase accurate, consistent, coordinated, and comparable data, agencies will examine and improve their data collection methods. In addition, agencies will work to harmonize indicators, where appropriate, and support the use of common guidelines.
- **Ethical Considerations and Human Subjects:** Agencies will require the use of internationally recognized guidelines on ethical and safe practices, including the World Health Organization’s ethical and safety recommendations, to protect the



confidentiality and safety of human subjects when conducting U.S.-funded gender-based violence research and data collection. In other circumstances, agencies will advocate for the use of these ethical guidelines and any additional privacy considerations as appropriate, including the adaptation of the guidelines to local settings.

➤ **Action 3.2: Prioritize Monitoring and Evaluation of United States Government Programs:**

Strong monitoring and evaluation contributes to the identification of best practices that can be promoted in future gender-based violence prevention and response programs. Agencies will monitor and evaluate gender-based violence prevention and response interventions to determine their effectiveness.

- **Common System for Monitoring and Evaluation:** Many indicators are used to capture performance information about Department of State and USAID gender-related activities. (*See Appendix.*) Within the entire suite of shared indicators used to capture the results of foreign assistance funding across all sectors, all indicators for which it is possible are reported with sex disaggregated data to capture the impact of the activities on women and men. A subset of indicators in the performance suite are specifically focused on gender issues, and of those, three are specifically focused on gender-based violence. PEPFAR also uses common indicators for program monitoring and evaluation. (*See Appendix.*) The Peace Corps is currently developing gender indicators across sectors to better monitor and evaluate its programming. The Department of State and USAID will share their monitoring and evaluation methods with the Working Group. Through the Working Group, agencies will consider whether to adopt some of the existing indicators to ensure consistency and comparability of data across the United States Government or whether to develop other accountability measures to monitor and evaluate their programming. Agencies will review available resources to assist them in this effort, such as the Compendium of Monitoring and Evaluation Indicators on Violence Against Women and Girls.<sup>21</sup> Agencies will also examine how gender-based violence outcomes can be associated with broader programming, such as maternal and child health, education, employment, entrepreneurship, or political empowerment initiatives.
- **Common Basis for Assessing Evidence to Ensure that the Best Available Evidence-based Strategies are Implemented:** The Working Group will examine resources, including the CDC's Continuum of Evidence,<sup>22</sup> which could be used to assist program staff and policy-makers in better understanding the best available research evidence and to help make decisions about which violence prevention and response strategies to adopt.

➤ **Action 3.3: Identify and Share Best Practices, Lessons Learned, and Research Within and Across Agencies and with Outside Partners:**

Agencies will continue to build the evidence base for gender-based violence prevention and response programming and monitoring and evaluation, and will share best practices within their own agencies, with the Working Group, and with implementing partners as appropriate.<sup>23</sup> Agencies will also consider other mechanisms, such as international exchanges, to ensure that the United States is exchanging best or promising practices, resources, and research with country and non-governmental partners, including civil society. Further, the Working Group will explore existing gender-based violence databases or registries and investigate the development of an infrastructure, such as a resource bank, for compiling and disseminating data and research results efficiently and effectively to Federal agencies and their partners.

- **Domestic Best Practices and Expertise:** Certain departments and agencies, including the Department of Justice's Office on Violence against Women and Office for Victims of Crime, HHS' Family Violence Prevention & Services Program and Substance Abuse

and Mental Health Services Administration, and CDC's Division of Violence Prevention, have worked in the area of violence against women and girls domestically for many years. These agencies provide technical assistance domestically to states and local communities on a wide range of issues including best practices in the criminal justice system, effective methods for serving survivors, and the development of prevention campaigns. Likewise, the Department of Labor's Occupational Safety and Health Administration has published guidance on developing workplace violence prevention programs, and conducts outreach to employers and employees on methods for reducing the likelihood of workplace violence. Where possible and appropriate, domestic expertise and materials may be adapted for use in the international context.<sup>24</sup> Exchanging domestic lessons learned with colleagues within the United States Government and with non-governmental organizations could help continue to improve international programming and policies.<sup>25</sup>

- o **Best Practices and Expertise from a Range of Sectors:** The Working Group will examine lessons learned and harness expertise from sectors, such as the rule of law/ law enforcement sector, that have successfully scaled up programs, worked with the private sector, and shared data and research. The Working Group will also consider lessons learned in the field of public health, including HIV/AIDS, which draws on a multi-disciplinary science base.

#### *Objective 4: To Enhance or Expand United States Government Programming that Addresses Gender-based Violence*

The United States will support programming that provides a comprehensive approach to preventing and responding to gender-based violence, and that involves specific sectors, including health, economic, education, labor, law enforcement, and justice.<sup>26</sup> The United States will enhance or expand such programming based on available resources.

- › **Action 4.1: Replicate or Scale Up Successful Programs:** Agencies will identify which of their programs meet the criteria for evidence-based best practices (to be developed, as stated under Action 3.2) and could be considered for replication or scaling up. Agencies will share success stories and lessons learned on addressing challenges in expanding implementation of community-based programming.
- › **Action 4.2: Assess Pilot Country Approach:** The Working Group will assess the feasibility of a focused, coordinated, multi-sector, and comprehensive approach to gender-based violence by supporting health programs and social services; increasing access to justice through civil and criminal legal and judicial protections and capacity by strengthening institutions and training; encouraging changing social norms through communication and organizing efforts; promoting access to economic opportunity projects; and improving educational and employment opportunities for women and girls, in one or more countries. Criteria for country selection may include host government engagement; local civil society organizational capacity, including survivor-led groups; presence of international and private sector organizations with gender-based violence programming experience; and the presence of United States Government efforts, such as GHI, PEPFAR, Feed the Future, and the Millennium Challenge Corporation, to leverage resources. Other criteria may include whether a country is experiencing or has recently emerged from conflict or insecurity (which will take into account focus countries developed under complementary initiatives, to include the U.S. National Action Plan on Women, Peace, and Security); and geographic, ethnic, and cultural representation. The Working Group will assess the goals and objectives of such an approach.

## *Examples of Engaging Local Community Stakeholders*

- The goal of the CHUNAUTI (which means “challenge” in Nepali) project, which was supported by USAID and implemented by CARE, was to decrease the harmful practices of child marriage and gender-based violence through behavior change communication and social mobilization in Nepal. The project, which lasted from 2009-2011, used a holistic approach, encompassing active engagement with the community, the media, political and religious leaders, and law enforcement officials. Critical to CHUNAUTI’s social mobilization and behavior change efforts were the 1,000 community based Peer Educators (PEs) who made over 475,000 door-to-door visits of households in 112 Village Development Committees. In addition to the PEs, the project formed 112 Child Marriage Eradication Committees, 123 school-based forums to address gender-based violence, and 163 child clubs. Through these community-based organizations, the project mobilized and raised the public’s awareness about the harmful effects of child marriage and gender-based violence and the negative consequences of dowry through local rallies, reaching over 180,000 people. Furthermore, the project engaged religious, political, and traditional leaders, as well as wedding vendors, who, as a result of the project, became change agents and were committed to identifying and changing social beliefs and attitudes that perpetuate the practice of child marriage. The project delayed the marriage of 220 girls by providing them with educational scholarships and obtaining their parents’ guarantee that the girls would finish high school. CHUNAUTI activities received wide coverage from the Nepali media, including two nationally televised public hearing programs, with more than 16,000 people in attendance, and involved the police, political leaders, journalists, human rights activists, and social workers.

To scale up, the CHUNAUTI project trained Nepali social mobilizers and project staff to mainstream child marriage and gender-based violence issues into CARE’s other, ongoing empowerment projects in the Terai region.

- In Afghanistan, Pakistan, and Bangladesh, the Department of State’s Bureau of Democracy, Human Rights and Labor supported a program that promoted women’s rights by training 450 imams using a curriculum on the compatibility of women’s rights and Islam. Anecdotal evidence from a series of key-informant interviews and focus group discussions showed the following:
  - o One religious leader from Herat explained that since participating in project trainings, when he presides over marriages, whether he officiates the wedding ceremony or not, he asks the age of the bride and for proof of her consent, and he uses the opportunity to publicly discuss the importance of the bride’s consent to marriage. He even reported stopping a marriage when he found out that the bride had not given her consent.
  - o Focus group participants agreed that since their local imams have started discussing women’s right to education in Friday sermons, the barriers for women going to school have been reduced.
  - o Several focus group participants recounted stories about women’s families providing them with a fair share of inheritance after the imams in their communities were influenced by the curriculum and trainings.
  - o Community members in the focus groups agreed that most imams have been speaking out about women’s rights in Islam, women’s inheritance rights, and condemning violence against women.
  - o In some communities, wives of imams trained in the curriculum were using it to educate women in their communities of their rights.

## *Metrics to Measure the Implementation of the Strategy*

The Working Group will establish metrics to measure the progress of the implementation of the strategy. The progress of this strategy will also be assessed in line with the various existing policies and strategic frameworks, including the Department of State's Policy Guidance on Promoting Gender Equality; USAID's Gender Equality and Female Empowerment Policy; the U.S. National Action Plan on Women, Peace, and Security; GHI; and PEPFAR.

## *Implementing the Strategy*

The Department of State and USAID are the United States Government's primary implementers of programs to prevent and respond to gender-based violence around the world. Secretary Clinton and Administrator Shah have emphasized that advancing gender equality and women's empowerment are critical to U.S. foreign policy. Both agencies have myriad efforts underway in this area, including programs to reduce gender-based violence. Pursuant to the strategy's objectives, the Department of State and USAID will work closely on implementing the strategy. The following implementation plans outline the specific modalities for realizing the United States strategy's objectives and actions.

Photo Credit: The Hunger Project



*Ambassador-at-Large for Global Women's Issues, Melanne Verveer, with a group of village council women in India.*



# U.S. DEPARTMENT OF STATE IMPLEMENTATION PLAN

## *Department of State's Commitment to Addressing Gender-based Violence*

The Department of State takes a multi-pronged approach to preventing and responding to gender-based violence around the world. These efforts are guided by the Quadrennial Diplomacy and Development Review (QDDR) and the Secretary's March 2012 Policy Guidance on Promoting Gender Equality to Achieve our National Security and Foreign Policy Objectives. This strategy and implementation plan also align with, and work to complement, the Department of State's commitments to address gender-based violence in conflict-affected environments, as detailed in the U.S. National Action Plan on Women, Peace, and Security.

The Department of State currently works to prevent and address gender-based violence in cooperation with several other United States Government agencies. The Secretary's Office of Global Women's Issues (S/GWI) regularly coordinates with other Department of State bureaus and United States Government agencies on issues including child marriage, female genital mutilation/cutting, "honor" related crimes, girls' access to education, gender-biased sex selection, discriminatory treatment of widows, sexual violence in conflict, and intimate partner violence, among many others. A variety of bureaus and offices within the Department of State develop policy and support programs that take multi-faceted, multi-sector approaches to prevent and respond to gender-based violence in diverse settings.

For example, the Bureau of Population, Refugees, and Migration (PRM) has taken a lead role in raising and addressing the special protection needs of women and children in humanitarian response. The Bureau of Conflict and Stabilization Operations (CSO) conducts operations in-country to prevent, mitigate, and respond to conflict. Based on its conflict prevention and crisis response mandate, CSO works to reduce violence in societies, including gender-based violence. Many other bureaus and offices within the Department of State are critical in the work to prevent and respond to gender-based violence. These include: the Office of Global Criminal Justice; the Bureau of International Organization Affairs

### *Example of United States Government Research Partnership:*

- The U.S. Centers for Disease Control and Prevention (CDC), in partnership with the United Nations Population Fund (UNFPA) and the United Nations High Commissioner for Refugees (UNHCR), has documented the magnitude and scope of violence against women in humanitarian settings through population-based studies in Liberia, East Timor, and Uganda. In post-conflict Liberia, CDC, JSI Research and Training Institute, Inc., UNFPA, and the host government partnered with civil society organizations to transform survey results into evidence-based programs for violence prevention. The project resulted in local investment by providing small grants of \$10,000 for civil society organizations to implement a violence prevention program. The study in East Timor found that approximately a quarter of women reported exposure to psychological and physical violence perpetrated by a non-family member during the crisis of 1999. The findings led to improved access and availability of medical and psychosocial programs, informed ongoing national gender-based violence research, and sparked parliamentary discussions on how to address gender-based violence. In Uganda, female urban refugees reported a high level of sexual violence (49 percent) in the population-based study conducted by UNHCR and CDC and funded by the Department of State's Bureau of Population, Refugees and Migration. This led to a joint assessment with CDC and UNHCR to identify gaps and improve monitoring of response efforts, such as coordination, the referral pathway, and service provision.





*Afghan woman holding her baby as she walks in the outskirts of Herat.*

(IO); the Bureau of Democracy, Human Rights and Labor (DRL); the Bureau of International Narcotics and Law Enforcement Affairs (INL); the Office to Monitor and Combat Trafficking in Persons (J/TIP); the Office of the U.S. Global AIDS Coordinator; and all Department of State regional bureaus.

Each bureau offers a unique perspective and expertise to respond to and prevent gender-based violence that helps the United States address the issue in a comprehensive manner. For instance, the Office of Global Criminal Justice strives to address the issue of accountability as a deterrent, and IO works to deepen the Department's multi-sector partnership with the United Nations (UN) and other international, regional, and sub-regional organizations involved with preventing and responding to gender-based violence. DRL considers gender-based violence a serious human rights violation or abuse and funds a variety of programs, including those that build the capacity of justice sector actors to investigate and prosecute gender-based violence cases; provide legal and psychological resources to gender-based violence survivors; educate communities about women's rights and gender-based violence, including protection techniques; and support capacity-building of the media and civil society to advocate against gender-based violence and to monitor and report on cases of gender-based violence. INL designs and implements global criminal justice programs across the police, justice, and corrections sectors. It also incorporates appropriate gender sensitive strategies into its reform, assistance, and capacity building programs. Recognizing that women and girls represent the vast majority of sex trafficking survivors and a significant percentage of forced labor survivors globally, J/TIP leads diplomatic engagement focused on eradicating modern slavery. J/TIP also supports partnerships with civil society, multilateral organizations, and foreign governments aimed at improving efforts to prevent human trafficking, protect and assist survivors, and prosecute traffickers.

## *Examples of Judicial and Legal Reform*

- The Department of Defense funded a \$2.97 million project, administered by the Department of State's Bureau of Conflict and Stabilization Operations, in the Democratic Republic of Congo (DRC). The project helped create a civilian police force to respond effectively to cases of gender-based violence and increase protection of women and girls in eastern DRC. The project trained male and female police officers on how to investigate gender-based violence cases, built police stations in remote areas, provided essential equipment enabling police to be more responsive to the community, and funded a public awareness campaign on gender-based violence.
- The Department of Justice and Colombian justice sector actors implemented a USAID-funded project to co-sponsor the design, construction, and operation of a number of Victims' Assistance Centers (CAVs, for the initials in Spanish) that serve the families of homicide victims, as well as survivors of domestic violence and sex crimes. The centers have provided integral assistance (legal, psychological, and social) to more than 4,400 survivors since 2009, when the first CAV opened in Bogotá. Over 80 percent of the survivors who use these centers are low-income women with families. The centers are co-located in the prosecutors' offices and the purpose of the CAVs is to serve as the liaison between prosecutors and survivors/witnesses, as well as to ensure that they are educated on the criminal process, updated on the status of their cases, provided necessary social services, and empowered to testify at trial. To date, five CAVs have been established in major cities throughout the country (Bogotá, Bucaramanga, Cali, Medellín, and Barranquilla). To ensure high quality assistance and sustainability of the program, more than 2,500 students of law, social work, and psychology have attended victims' assistance seminars carried out by the Department of Justice in 55 universities throughout the country.
- In Cambodia, the criminal justice system faces significant barriers when addressing gender-based violence cases. Intensive USAID-supported trainings on the penal code helped to double the rate of gender-based violence prosecutions clearance rate in Cambodia from 2010 to 2011. USAID's year-long training program brought together legal aid lawyers, the Ministry of Women's Affairs, and justice sector officials to improve the low case clearance rate, which was only 16 percent before the training. According to the Cambodian Ministry of Justice records, the rate increased to 32 percent following the six regional trainings of 500 legal aid lawyers and government officials.
- In Afghanistan, the Department of State, through the Bureau of International Narcotics and Law Enforcement Affairs (INL), supports an Afghan Violence against Women (VAW) Unit in the Office of the Attorney General (AGO) in Kabul, and supported the opening of six new provincial VAW Units from 2011-2012. Since its opening in March 2010, the Kabul VAW Unit alone has initiated over 750 cases, resulting in 26 convictions, including one for murder. Women have come from 22 different provinces in Afghanistan to initiate cases. VAW Units are staffed by 31 AGO prosecutors and support personnel, who receive technical assistance and training from the International Development Law Organization through the INL grant.
- Department of State and USAID funding supported the establishment and development of the Azerbaijan Women's Bar Association (WBA) from 2006-2011 through the American Bar Association Rule of Law Initiative's programs. The WBA promoted gender equality, monitored and reported spurious employment advertisements, and conducted community training sessions in order to prevent human trafficking. At its peak, the WBA grew to more than 300 members, who were trained on organizational capacity building and a wide range of legal issues, and applied this training to obtain support for and conduct programs funded by three other donors. Under these programs, the WBA provided educational trainings in anti-trafficking and domestic violence to hundreds of Azerbaijanis, including activists and community leaders, provided free legal aid to human trafficking and domestic violence survivors as well as psychological support to approximately 100 such survivors, and monitored court proceedings. Although the organization has experienced setbacks since mid-2011, women who were active in WBA have taken leading roles in other organizations and activities that help empower women. Given the significant challenges facing Azerbaijani women, these contributions will continue to support reform.

Regional bureaus also work to monitor and address this issue. For example, as part of its comprehensive gender strategy, the Bureau of Western Hemisphere Affairs (WHA) seeks to ensure that all security initiatives in the region focus on decreasing the high levels of gender-based violence, which will in turn yield positive results in lowering overall levels of violence in the region. WHA is partnering with INL to ensure that training for law enforcement personnel includes gender-sensitive curriculum, and supports increased participation of women in training of law enforcement. The Bureau of South and Central Asia (SCA) has made the economic empowerment of women in the region a top priority. In July 2011, SCA and S/GWI convened the Women's Economic Symposium (WES) for Central Asian and Afghan women. The WES is a regional initiative that supports a network of women leaders and provides the tools they need to increase economic empowerment through entrepreneurship and trade. Since the WES, SCA has committed \$1.17 million in continuing support of this initiative.

The Department of State's implementation plan aims to ensure appropriate care for survivors of violence while also strengthening deterrents to such violence. Priorities include:

- supporting survivors through vital assistance, including meeting physical, legal, and psychosocial needs;
- preventing violence through education efforts and public awareness campaigns;
- prosecuting perpetrators to enhance accountability and counter impunity; and
- sharing best practices and information within the United States Government.

Where existing platforms and resources do not meet identified programming gaps, additional staff or financial resources may be required to meet strategic objectives.

## *Preventing and Responding to Gender-based Violence through Diplomatic Engagement*

In an effort to improve the prevention and response to gender-based violence around the world, the Department of State will continue to raise such issues through diplomacy, policy, and programming, in coordination with other United States Government agencies. Preventing and responding to gender-based violence will be addressed throughout the full range of the Department of State's diplomatic engagement—with host governments; civil society; multilateral, regional, and sub-regional organizations; the private sector; and the media. Complementing U.S. foreign policy pillars of development and defense, diplomacy around gender-based violence is necessary in order to highlight the issue as essential to the United States' overall foreign policy priorities. This includes bilateral and regional diplomacy, multilateral diplomacy, and public diplomacy efforts, as well as through public-private partnerships.

### *Bilateral and Regional Diplomacy*

The Department of State will continue to raise issues of gender-based violence through bilateral and regional engagement. As the United States engages in strategic dialogues, for example, the Department of State will work to ensure that issues of gender-based violence are included on the agenda. The Department of State will also continue advocating to ensure that the voices and issues of women and girls are raised, and are linked to the achievement of U.S. security and governance objectives. For example:

- The Department of State and USAID have developed a comprehensive strategy for women and girls in Afghanistan entitled "U.S. Government Civilian Strategy for Assistance to Women

in Afghanistan,” which addresses their health, education, economic, political, and security needs. The strategy includes a significant portion on access to justice, which addresses violence against women. The U.S. Afghanistan and Pakistan Regional Stabilization Strategy, which is the Administration’s guiding policy document on developing peace, stability, and economic prosperity in Afghanistan and Pakistan, includes advancing women’s rights and their empowerment as crucial to this effort. The Department will continue to raise these issues with both governments.

- During Secretary Clinton’s trip to the Democratic Republic of Congo in August 2009, and on subsequent occasions afterwards, she urged President Kabila to take concrete measures to address impunity and hold accountable those accused of gender-based violence, including mass rape. The Department will continue to raise such issues bilaterally and regionally.
- Department of State officials attended the December 2011 International Conference on the Great Lakes Region (ICGLR) Heads of State Summit, which included a special session on gender-based violence. Department officials reiterated the United States’ commitment to prevent and respond to gender-based violence and urged countries to advance specific objectives of the ICGLR’s declaration. The Department of State will continue to follow up and raise such issues in other regional forums around the world.

## *Multilateral Diplomacy*

The United States has a history of providing leadership and support for women’s initiatives at the UN and other international, regional, and sub-regional organizations. The United States has brought attention to issues affecting women—including gender-based violence—in multiple UN forums, including the Security Council, the Human Rights Council, the General Assembly and its committees, the World Health Assembly, the Commission on the Status of Women, and the Commission on Narcotic Drugs, among others. The Department of State also works closely with the UN Secretariat to ensure that its efforts to address sexual violence are prioritized and receive the necessary authorities and resources. This includes both diplomatic and technical support for development of training and operational tools to enable peacekeeping missions to carry out their mandates. The Department will continue to work with other governments in multilateral forums to highlight issues of gender-based violence, and will continue to partner with the UN in efforts to prevent and respond to gender-based violence. For example:

- The Department of State will continue to exercise leadership at the United Nations Security Council (UNSC) on women’s rights, and will remain at the forefront of efforts to prevent and respond to gender-based violence. For example, the United States introduced UNSC Resolutions 1820 (2008), which stressed that sexual violence may impede peace and security; 1888 (2009), which requested the appointment of a Special Representative of the Secretary General on Sexual Violence in Conflict; and 1960 (2010), which requested the establishment of monitoring, analysis, and reporting arrangements on conflict-related sexual violence.
- Likewise, the Department will continue to advocate for UN peacekeeping missions to have strong mandates to protect civilians, including from gender-based violence, and provide diplomatic support for initiatives in the UN General Assembly Special Committee on Peacekeeping Operations and budget committees to build the capacity and provide operational tools for the protection of civilians and the prevention of gender-based violence.
- The United States is a strong supporter of UNSC Resolutions 1325 (2000), which made the conceptual breakthrough of engaging women not only as victims of conflict but also as agents of peace and security; and 1889 (2009), which resulted in the creation of indicators to track progress in women, peace, and security.
- The Department, through IO, will continue to work closely with the Department of Peacekeeping Operations, the UN High Commissioner for Refugees, the Office of the



Coordinator for Humanitarian Affairs, UN Women, the Office of the Special Representative to the Secretary General (SRSG) on Sexual Violence in Conflict, and UN Action Against Sexual Violence in Conflict, among others, to ensure that their efforts to prevent and respond to gender-based violence are appropriately mandated and resourced. PRM will continue to work with key multilateral partners and numerous international forums to promote standard protocols and integration of gender perspectives in humanitarian response, including gender-based violence prevention and response.

- › The Department will continue to fund small UN projects aimed at protecting civilians and addressing gender-based violence. For example, IO has funded witness protection in the Democratic Republic of Congo and a project to develop a framework for integrating protection efforts across all elements of UN missions. The Department will continue to look for opportunities to leverage its bilateral efforts through partnership and collaboration with the UN. For example, DRL funds a program in the Democratic Republic of Congo to support the Team of Experts of the UN SRSG to train selected security forces in eastern Democratic Republic of Congo. Training includes how to address gender-based violence crimes that might be committed by colleagues and teaches civilian self-protection techniques to prevent gender-based violence.
- › Similarly, the Department, through the Office to Monitor and Combat Trafficking in Persons, is supporting the United Nations Office on Drugs and Crime's efforts to strengthen the capacity of Member States to fight human trafficking by providing expert consultation and technical assistance on implementation of key international instruments focused on combating trafficking.
- › The Department, through the Office of Global Criminal Justice, will work to ensure that multilateral mandates addressing transitional justice in conflict and post-conflict societies integrate, address, and take into account the perspectives of survivors of gender-based violence, including women and children, through the promotion of augmented reporting and recommendations on gender-based violence provided through commissions of inquiry.

## *Public Diplomacy*

The Department of State will continue to engage in public diplomacy outreach to strengthen international efforts to prevent and respond to gender-based violence. Examples of specific events, international days, or public diplomacy efforts—where the Department of State will enhance or expand its engagement—include:

- › Human Rights and Trafficking in Persons Reports: The Department raises issues of gender-based violence diplomatically and spotlights the issue in various reports including the *Annual Country Reports on Human Rights Practices* and the *Trafficking in Persons Report*. The Department will continue its efforts to ensure robust reporting on issues of gender-based violence as part of these reports.
- › International Day for the Elimination of Violence Against Women: The Department has engaged in a full range of public diplomacy activities around this day and the 16 Day Campaign to End Gender Violence, including op-eds by the Secretary of State, embassy events around the world, and events in Washington, D.C. For example, Embassy Kabul recorded 17 video Public Service Announcements (PSAs) delivered by a diverse group of Afghan male and female activists, athletes, celebrities, law enforcement and government, officials, legal experts, media figures, current and former members of parliament, and religious leaders, which were released throughout each of the 16 days. They worked closely with the Ministry of Women's Affairs, which helped disseminate the PSAs and 30,000 purple ribbons to the provinces.

- › International Day of Zero Tolerance to Female Genital Mutilation/Cutting: To commemorate this day of zero tolerance, in 2011 the Department of State and USAID organized, at the Department of State, the first-ever joint event highlighting the harmful traditional practice of female genital mutilation/cutting, which included remarks from Secretary Clinton. The Department will continue public diplomacy efforts to highlight harmful traditional practices as forms of gender-based violence.
- › International Day of Persons with Disabilities: Conferences hosted by the Department of State's Special Advisor for International Disability Rights (SADR) in 2010 and 2011 included specific panel discussions highlighting violence against women and girls with disabilities, including prevention and response strategies. The SADR will continue to highlight these issues in future public diplomacy initiatives, as well as in bilateral and multilateral dialogue with governments and civil society.

### *Public-Private Partnerships*

The Department of State recognizes the power and potential of harnessing the private sector in robust partnerships to tackle issues of gender-based violence. The Department will continue to contribute toward, and seek support from, public-private partnerships to advance shared goals, where appropriate. One current example includes the *Together for Girls* partnership – a unique public-private coalition that brings together private entities, the UN, and the United States.

## *Mechanisms to Prevent and Respond to Gender-based Violence*

The Department of State will employ various mechanisms to ensure a coordinated process for enhanced intra- and inter-agency coordination on addressing gender-based violence. The mechanisms outlined below mirror the framework detailed in the Secretary's Policy Guidance on Promoting Gender Equality, and will be integrated across existing coordinating bodies on gender issues, both in Washington and within embassies and missions.

### *Strategic and Budget Planning*

Under the Secretary's Policy Guidance, relevant Department of State bureaus and embassies will develop strategies to promote gender equality and advance the status of women and girls across geographic regions and functional bureaus. Bureau and country strategies to address gender issues will be developed as part of the Department of State's ongoing strategic planning and budgeting process. Strategies will be grounded in analysis of existing inequalities and focused on action items that the Department and embassies can advance in both near-term and longer-term timeframes. To implement the strategy on gender-based violence, the Department of State will:

- › Review relevant functional bureau strategic plans to ensure that gender-based violence is adequately addressed; and
- › Request that relevant regional bureaus and embassies include specific gender-based violence issues within their strategic plans, as applicable to specific country or regional contexts.

Guided by newly-revised definitions and guidance to bureaus and embassies, current budget processes have been strengthened to more accurately represent budget levels for the following Key Issue areas: gender equality/women's empowerment (both primary and secondary attribution), gender-based violence, and women, peace, and security. The process informs the annual Congressional Budget Justification in these critical areas and serves to advance gender equality through both direct and integrated approaches.

## *Policy and Programming*

Embassies and bureaus will strive to ensure that the full range of U.S. policy and assistance programming identifies and addresses existing gender disparities, capitalizes on the unique skills and contributions of women and girls, and is accessible and responsive to ongoing challenges confronted by women and girls. In order to further this agenda on issues specific to gender-based violence, the Department of State will:

- Establish an intra-agency working group, consisting of representatives from a wide range of bureaus and offices across the Department, to assist in internal coordination and integration of gender-based violence prevention and response in Department programming and policies. The working group will share information and establish priorities, as well as coordinate existing policies and programs to eliminate gaps and effectively maximize existing resources.
- Through existing policy and diplomatic mechanisms and programming, including the Secretary's International Fund for Women and Girls and S/GWI, the Department of State will:
  - o Advocate for development and implementation of laws and policies in other countries to monitor, prevent, and respond to gender-based violence. This includes work to strengthen institutions and support partner governments' efforts to develop appropriate legislation, harmonize laws and other provisions in the legal code, develop action plans for implementation, and help train oversight of and advocacy for implementation of the laws;
  - o Support capacity-building of and outreach to civil society, including the media, criminal justice sector, and health providers;
  - o Support civil society and community-level approaches to change behaviors and attitudes concerning violence and to facilitate discussion among families, community organizations, and religious, traditional, and other community leaders around human rights and gender-based violence, and effective ways to address these issues. Through these community level approaches, the Department will aim to target and engage:
    - Men and boys;
    - Female leaders and women's groups;
    - Religious, faith-based, and community leaders; and
    - Youth
  - o Build off existing platforms (GHI, PEPFAR, etc.) and scale up programs that have been found effective, contingent on resources. This could include programs that integrate screening of and response to gender-based violence into health service delivery programs, as well as psychosocial support where feasible; or programs that require health and life skills programming for adolescent and pre-adolescent girls and boys, for example to address sexual coercion and abuse and promote elements of healthy relationships;
  - o Establish multi-sector linkages regarding violence prevention and response programs, with particular attention to the legal/judicial system and the education and economic sectors; and
  - o Address the causes, including root causes, of gender-based violence, especially violence against women and girls. This includes reducing barriers between women and men and girls and boys in economic, political, and civic arenas and implementing initiatives that protect human rights and raise societies' respect and value for all women and girls, including inclusive education and economic empowerment opportunities.

## *Research/Data, Monitoring and Evaluation*

The Department of State, in conjunction with USAID, has worked to improve monitoring and evaluation processes to ensure that U.S. foreign assistance achieves desired outcomes, and that bureaus, embassies, and missions are integrating sex-disaggregated data into reporting mechanisms.

- New performance indicators specific to Gender Equality and Women's Empowerment were created for the FY 2011 reporting cycle, for which relevant Department and USAID bureaus and missions began reporting for the first time.
- The Department of State will assess relevant performance data from other initiatives, including the Women, Peace, and Security Department of State implementation plan; GHI; and PEPFAR.
- The Department of State Program Evaluation Policy, released in February 2012, provides a framework to implement evaluations of programs, projects, and activities that are carried out and funded by the Department. This will include programs that seek to prevent or respond to gender-based violence.

## *Management and Training*

In line with the Secretary's Policy Guidance on Promoting Gender Equality, the Department of State will strengthen management and oversight, build human capital, and emphasize training on gender equality issues, building on reforms described in the 2010 QDDR. To implement this guidance and the United States' strategy to prevent and respond to gender-based violence:

- The Department will ensure that training and skills-building on gender-based violence issues—and on specific forms of gender-based violence—is included and integrated in relevant Department of State and Foreign Service Institute courses and curriculum, as well as stand-alone courses.
- Chiefs of Mission and Principal Deputy Assistant Secretaries will lead Departmental work to implement a focus on gender equality, including attention to issues of gender-based violence. This also includes developing appropriate staffing mechanisms across the Department of State and expanding training at our Foreign Service Institute in this area.
- The Department of State will expand internal websites and other online platforms to promote the sharing of best practices and continued focus on gender issues, including gender-based violence.



# U.S. AGENCY FOR INTERNATIONAL DEVELOPMENT IMPLEMENTATION PLAN

## *USAID's Commitment to Addressing Gender-based Violence*

It is vital to promote the rights of all individuals and reduce gender-based violence while mitigating its harmful effects on individuals and communities. Unless women, girls, men, and boys fully enjoy their human rights and are free from violence, progress toward development will fall short. For nearly two decades, USAID has partnered with non-governmental organizations, faith-based organizations, and host government institutions to increase awareness of the scope of the problem and its impact, improve services for survivors of violence, and strengthen prevention efforts.

This implementation plan complements and builds upon existing USAID policies, including the Gender Equality and Female Empowerment Policy; the U.S. National Action Plan on Women, Peace, and Security; the Counter-Trafficking in Persons Policy; and the forthcoming United States Government Action Plan on Children in Adversity. The plan also complies with the Global Health Policy and the President's December 6, 2011 Memorandum on LGBT Foreign Policy/Assistance.

In the last several years, USAID has obligated approximately \$60 million per year on programs to prevent and respond to gender-based violence.<sup>27</sup> A preliminary analysis of USAID's gender-based violence prevention and response programming for FY 2011 showed that while missions are working to address gender-based violence, future efforts will need to focus on the forms of gender-based violence and related practices that are most prevalent in their countries. For example, in a number of countries, despite data showing that intimate partner violence and/or child marriage are prevalent, there are no programs addressing these issues.

USAID's aspiration is simple—to build on its global reach and expertise in development and humanitarian assistance to maximize the impact of Agency efforts to prevent and respond to gender-based violence. If successful, USAID will see shifts in attitudes and greater strategic alignment of programming. Specifically, the two outcomes will be:

1. An increased share of the population will view gender-based violence as unacceptable; and
2. USAID resources will be appropriately focused on addressing the most prevalent forms of gender-based violence in the country.

## *Operational Structure*

A review of USAID's efforts to address gender-based violence is already underway in conjunction with the implementation of USAID's Gender Equality and Female Empowerment Policy and the U.S. National Action Plan on Women, Peace, and Security. These policies emphasize the importance of addressing gender-based violence as a critical area of focus for empowering women and achieving development objectives. One of the three overarching outcomes of the Gender Equality and Female Empowerment Policy is to reduce gender-based violence and mitigate its harmful effects on individuals and communities. Both the Gender Equality and Female Empowerment Policy and the National Action Plan emphasize that, where appropriate, all operating units must identify and address gender inequalities and female empowerment objectives, including the reduction of gender-based violence, across all Agency programs. USAID has already integrated reporting on gender-based violence activities on a

country basis through annual Key Issue attributions published in the Congressional Budget Justification, and through PEPFAR's Country Operational Plans.

Gender advisors based at headquarters and in USAID's missions around the world, as well as technical experts in various sectors, support their respective operating units in this effort. Following the release of the Gender Equality and Female Empowerment Policy in March 2012, there has been high demand from missions for technical assistance. In response, USAID is using outside contracts and in-house expertise, as well as required training for many USAID staff, to increase the focus on gender issues in strategic planning, program and project design, and monitoring and evaluation. The Agency also plans to develop additional courses focused on how to integrate gender-based violence prevention and response efforts into USAID's work across sectors. To strengthen coordination and information and resource sharing, USAID has reinvigorated its internal gender-based violence working group, chaired by the Office of Gender Equality and Women's Empowerment, which includes representatives of various bureaus and offices across the Agency.

### *Examples Addressing Health*

- The PEPFAR Male Gender Norms Initiative (MNI) in Ethiopia, Namibia, and Tanzania worked with men to redefine and challenge harmful masculine norms that increase men and women's vulnerability to HIV. The initiative, managed and implemented by USAID from 2007-2010, built the capacity of in-country partners of over 600 people representing government, uniformed services, and faith-based and community groups, and provided technical assistance to 40 diverse organizations. EngenderHealth and Instituto Promundo, the principal implementing technical assistance partners of the initiative, adapted group education and community mobilization tools and methodologies from their Men as Partners and Program H projects, respectively.

The evaluation of the MNI, conducted by PATH, showed the effect of interventions on young men's attitudes toward gender norms and healthy relationships. The evaluation used the Gender-Equitable Men Scale (GEM), a measurement tool developed by PATH that assesses attitudinal statements on gender roles related to HIV and reproductive health, violence, sexual relationships, and decision-making. In Ethiopia, young men ages 15-24 participating in the intervention showed more support for gender equitable norms, and decreased incidence of partner violence, than those in a control group. Among all groups, high-equity GEM Scale scores were associated with a 34 percent reduction of violence against partners. The majority of men who participated in both the group education and the community mobilization interventions (95 percent) and those who participated in just the community engagement (82 percent) reported positive changes in their behaviors, including increased condom negotiation ability and improved partner communication. Most of their female partners agreed that they had seen changes in their partners' behaviors. Findings also showed that multiple strategies, such as group education and community mobilization activities, may be more effective than one strategy alone, and that it is critical to engage both men and women. The success of the MNI has catalyzed PEPFAR country teams to establish new programming to address male gender norms, and has contributed to the growing body of work with men in sub-Saharan Africa.

- The National Institutes of Health (NIH) funded a clinical trial that sought to determine the effectiveness of a behavioral HIV prevention intervention, called Stepping Stones, in reducing the transmission of HIV among young women and men in South Africa. Analysis of data from the trial indicated that young women who reported more than one episode of intimate partner violence and high gender inequality in relationships were more likely to become HIV positive over the course of the study. This research illustrates the importance of effectively addressing the HIV epidemic through interventions that address violence and gender inequality in South Africa. As a result of these findings, NIH has subsequently funded a number of research grants to determine how to best intervene to address gender inequality and intimate partner violence in the context of HIV prevention programming.

Consistent with the Gender Equality and Female Empowerment Policy, addressing gender-based violence is a shared Agency responsibility and success depends upon the commitment of all staff. Senior managers and Mission Directors will be held accountable for ensuring that gender-based violence is addressed strategically in their portfolios. Regional bureaus are the primary liaison between Washington, D.C. and Mission Gender Advisors, and will provide useful information on research findings and programming approaches related to the prevention and response to gender-based violence. Pillar bureaus will provide assistance and develop or utilize existing tools on how to address gender-based violence within their pertinent technical areas. The Office of Gender Equality and Women's Empowerment will continue to coordinate the Agency's gender-based violence working group. The working group will develop guidance for the Bureau for Policy, Planning and Learning to incorporate gender-based violence prevention and response efforts, where appropriate, into Country Development Cooperation Strategies, project design, and learning and evaluation products. The Office of the Administrator will use the power of the Office to highlight USAID's commitment to preventing and responding to gender-based violence.

## ***Strategic Goals for Preventing and Responding to Gender-based Violence***

USAID is committed to developing and implementing effective measures for preventing and responding to gender-based violence and changing the behaviors that perpetuate it. The Agency recognizes the need to focus on gender-based violence prevention, especially by elevating the voices of local actors, including civil society organizations, to address the underlying traditions, social norms, and cultural beliefs that perpetuate, condone, and exacerbate gender-based violence, gender inequality, and human rights violations or abuses.

To achieve the two major outcomes, the Agency will work to achieve the following goals:

1. Mainstream and Integrate Gender-based Violence Prevention and Response Activities into Work Across Sectors
2. Sharpen Program Priorities
3. Expand Collaborative Efforts

### ***1. Mainstream and Integrate Gender-based Violence Prevention and Response Activities into Work Across Sectors***

Gender-based violence prevention and response efforts will be integrated throughout country portfolios in development and humanitarian contexts. In certain sectors, the importance of addressing gender-based violence is evident and well understood; important efforts to prevent and respond exist in the global health, human rights, and democracy and governance fields. For example, USAID supports stand-alone and integrated programs that address gender-based violence in health services, community mobilization, and health policy interventions. These efforts are essential, but even in these areas gender-based violence efforts must be strengthened and expanded. In other fields, such as education, infrastructure, economic growth, and agriculture, USAID must further develop and implement strategies that ensure gender-based violence is addressed. Educational programs can train teachers on gender-based violence issues and form parent/teacher councils to prevent and respond to gender-based violence in schools; agricultural programs can address gender-based violence within farmers associations; and infrastructure programs can build structures that minimize the vulnerability of beneficiaries to gender-based violence. Generally, the integration of gender-based violence prevention and response efforts in various sectors can increase awareness and reduce acceptance of harmful

practices. USAID will develop and promulgate strategies and approaches for addressing gender-based violence as part of all sector work.

USAID recognizes the need to prevent and respond to gender-based violence in bridging the transition from relief to development, with an emphasis on building resilient communities that do not condone violence or discriminate against survivors. A multi-sector approach is necessary to prevent gender-based violence and effectively address the needs of survivors. Integrated approaches to gender-based violence are especially critical in conflict-affected and fragile states where the risk and incidence of gender-based violence can be extremely high: domestic violence tends to rise, as do sexual assaults outside the home. Sexual violence is used as a tactic of war to intimidate, humiliate, and terrorize families, and can destroy communities. Women and girls are often the victims, but men and boys are also subjected to this crime. USAID humanitarian assistance programs are designed to minimize risks from harm, exploitation, and abuse for disaster- and conflict-affected populations. Therefore, in active conflicts and in post-conflict environments, USAID will pay close attention to protecting women, girls, men, and boys from physical harm. Additionally, the Agency will seek to actively empower women to act as decision makers in peacebuilding, relief, and reconstruction efforts, and to ensure that peace agreements and related accountability or transitional justice mechanisms are designed to address crimes of gender-based violence and reduce impunity.

Photo Credit: AFP PHOTO/Thony BELZAIRE



*Tarps and water are distributed in Port-au-Prince, Haiti.*

## 2. Sharpen Program Priorities

The selectivity and focus of gender-based violence investments will be determined by a combination of the following criteria: (1) prevalence rates of different types of gender-based violence;<sup>28</sup> (2) the political will, capacity, and commitment of the host government to reduce gender-based violence;



(3) the strength of local civil society; and (4) mission interest and institutional capacity to institute programming to reduce gender-based violence. This targeted approach will ensure USAID is able to address the most prevalent forms of gender-based violence in a country.

Once these factors have been considered to determine the need and opportunity, USAID's internal gender-based violence working group will use a two-pronged approach to assist missions in enhancing their gender-based violence prevention and response programming: (1) missions developing Country Development Cooperation Strategies (CDCS), and missions in conflict prone countries (CPCs) using different strategy cycles, will receive appropriate technical support early in the process to ensure gender-based violence issues are addressed. Special efforts will be made in gender analyses to identify and highlight the prevalence of gender-based violence within countries, specific forms of violence that may need to be addressed, and related gaps in services; and (2) missions will be provided technical assistance to assess their current and previous gender-based violence programming, and to design future gender-based violence activities.

### Consider Gender-based Violence Issues Early in CDCS Development and Project Design

One central USAID vehicle for facilitating integration of gender-based violence interventions into programming will be the CDCS formulation process in stable USAID countries and ad hoc strategic planning in CPCs not undertaking CDCSs. CDCSs are five year, results-oriented strategies that focus investments in key areas to enhance a country's overall stability and prosperity. The CDCS formulation process, a multi-step endeavor that takes several months, is an opportunity for a mission to integrate gender-based violence interventions into its program portfolios, as part of the larger effort to effectively address gender-related barriers to development.

Developing the CDCS involves close consultations with host country governments and citizens, civil society organizations, the private sector, multilateral organizations, other donors, the Department of State, and other United States Government agencies. Per the Gender Equality and Female Empowerment Policy, this consultation process will address as one topic of discussion gender equality issues, including gender-based violence as relevant to the country context. Each mission will ensure that the outcomes of these discussions are, as appropriate, reflected in the Results Framework proposed for the CDCS and raised in communications with USAID/Washington. Gender advisors in regional and pillar bureaus are resources to assist missions in this process. Gender-based violence will be addressed in the following components of the CDCS:

- *Country Gender Analysis:* As part of the required country-level gender analysis which describes the country context, missions will examine existing data (for example, the Demographic and Health Survey and World Health Organization data) and highlight the types of gender-based violence affecting males and females that are of concern in the country, as well as country and regional patterns of prevalence, as appropriate, and help identify gaps in prevalence data. These informed gender analyses along with evidence-based examples from the development literature will assist missions to address data gaps and design effective programs to reduce gender-based violence.
- *Development Objectives and Intermediate Results:* As part of broader efforts to address gender-related barriers and desired outcomes, missions will consider how gender-based violence issues should be addressed in the development objectives, intermediate results, or sub-intermediate results.
- *Monitoring and Evaluation:* As appropriate, indicators on gender-based violence,<sup>29</sup> along with other measures of gender equality and female empowerment, will be explicitly included in project monitoring and evaluation plans. As part of USAID's evaluation policy, evaluations can also consider a program's effects on gender-based violence in measuring its success.



Technical assistance from USAID/Washington bureaus can be drawn upon, and the lessons learned from these evaluations will help to inform the design of future projects.

- › *Learning:* In the CDCS implementation process, missions are encouraged to develop a plan to improve coordination and collaboration with development partners; test promising new approaches; build on what works; and learn from, improve, and/or eliminate what does not. Missions working on gender-based violence programming will share lessons learned to strengthen programming by facilitating coordination, collaboration, and exchange of experiential knowledge internally and with external stakeholders. USAID/Washington will play a leading role in this effort.

USAID missions that have completed their CDCS process will focus on integrating activities to prevent and respond to gender-based violence in project design. USAID requires three mandatory analyses during the project design process, one of which is a gender analysis at the project level. The findings from the gender analysis will reflect on gender-based violence and inform the project design process.

CPCs are not a part of the formal CDCS process, but are still required to have a country-level gender analysis per the Gender Equality and Female Empowerment Policy. CPCs will incorporate gender-based violence prevention and response efforts into their programming and strategies, and will monitor and evaluate them.

### *Example Addressing Education*

- › USAID's Safe Schools Pilot Program was implemented by DevTech Systems in 60 communities in Ghana and Malawi. The objective of the Safe Schools Program was to reduce school-related gender-based violence in selected schools in Ghana and Malawi to support the longer-term goal of improving educational and health outcomes for girls and boys. Changes in student and teacher knowledge, attitudes and practices toward school-related gender-based violence were used to measure progress toward reducing violence. The program provided over 30,000 girls and boys with prevention programs and support services. By the end of the project, teachers and students exhibited changes in knowledge, attitudes and practices. For example, in Ghana, prior to the program, roughly 30 percent of teachers agreed that sexual harassment of girls occurred in schools; after the program that number increased to nearly 80 percent. Teachers' belief that boys could experience sexual harassment increased by 38 percent—from 26 to 64 percent. This awareness is a critical first step in prevention.

The Safe Schools pilot was scaled up to include activities in the Dominican Republic, Senegal, Yemen, Tajikistan, and the Democratic Republic of Congo. Training manuals were translated into Spanish, French, Arabic, Tajik and Russian and adapted to the local context. In the Dominican Republic, 236 teachers were trained in the use of the manuals. An unexpected outcome was the high demand for the project, with attendance at trainings and other events often double of what was expected. In Senegal, 639 teachers and community advisors as well as principals from participating schools were trained. In addition, 150 education ministry staff and community leaders were trained to be trainers. In Yemen, Safe Schools materials were used in schools. In Tajikistan, 238 teachers and 196 community counselors were trained. Safe Schools materials were also incorporated into the national teacher training program, and a national code of teacher ethics was developed. In the Democratic Republic of Congo, Family Health International implemented the project in 31 schools and neighboring communities in Katanga Province. In order to build awareness and prevent school-related gender-based violence, the project trained all the teachers, supported 31 Parents and Teachers' Associations, and developed media campaign messages. Some of the Safe Schools materials were incorporated into the national curriculum. Furthermore, USAID formed a partnership with the Peace Corps to use the Safe Schools materials and train volunteers on how to create a safe classroom environment, integrate gender-equitable practices into teaching and classroom management, and promote primary school reading.



*Young girl reading Qur'an.*

## Assess and Strengthen USAID Mission Gender-based Violence Programming

As appropriate, missions that meet the selectivity and focus criteria above, and other missions that are interested in assessing their current gender-based violence programming efforts, will be assisted by USAID/Washington to undertake gender-based violence assessments that could involve desk reviews; key informant interviews with beneficiaries, stakeholders, and government ministries; and site visits. The information gathered from these assessments will be used to design gender-based violence activities. Lessons learned from these assessments may also be relevant to other missions and Washington-based operating units.

## Identify and Scale Up Successful Interventions

To maximize impact, USAID will seek to scale up successful activities to global or multi-country interventions. Scaling up will be based on evidence gathered from high quality impact evaluations (see below) and from development research and literature. The scaled-up activities may be stand-alone projects to address gender-based violence, or may be adapted and integrated into existing USAID sectoral activities. Furthermore, USAID will seek to use partnerships with host countries, local organizations, other United States Government agencies, other donors, and the private sector to expand the reach of interventions, leverage resources, and ensure sustainability.

## Collaborate on Inter-agency Pilot Country Approach

USAID will participate in an assessment of the inter-agency pilot country endeavor, drawing upon its expertise to work in concert with other United States Government agencies to support better coordinated, holistic gender-based violence programming.

## Invest to Close Gaps in Data

In countries where systematic gender-based violence prevalence data has not been collected, USAID will seek to support improved data collection. Primary data collection might be carried out through research efforts, though many countries already invest in collecting the population-based Demographic and Health Surveys, which offer special modules on Domestic Violence and Female Genital Cutting.

Analysis of this data can provide critical statistics on age of marriage and sex-ratios at birth to help identify the prevalence of child marriage and sex selection practices.<sup>30</sup> Where in-country willingness and ability to collect data is weak or lacking, missions will explore how to best engage with local civil society, policy champions, advocacy groups, and the media to utilize emerging data on prevalence and impact to expand public awareness of gender-based violence and promote policy dialogue around gender-based violence issues. Such information may also be used to design policies to address gender-based violence or enforcement activities that contribute to an enabling environment for effective and sustainable prevention and response.

USAID will also invest in longer-term research to identify promising programmatic approaches to gender-based violence, particularly those that emphasize prevention and aim to change norms that perpetuate gender-based violence and that generally require a longer time horizon to achieve measurable results.

## *3. Expand Collaborative Efforts*

### Elevate Women and Girls as Leaders and Agents of Change in Programming and Policy

Two major obstacles to preventing and responding to gender-based violence are women's lack of decision-making power in social contexts and their under-representation as leaders in political processes, both of which influence a country's willingness to address gender-based violence. To have transformative impact on gender-based violence, women must have full access to social services and treatment, and they must have a voice in decision-making and be leaders in national-level and community-level policy making. As USAID moves forward in implementing effective programming to address gender-based violence, it will actively work to increase women and girls' capacity for social transformation by identifying key issues and providing appropriate leadership training to women to enable them to become effective change agents within their societies. In some cases, the behavior and attitudes of women toward gender-based violence must also be addressed; for example, female elders sometimes advocate in favor of harmful traditional practices, and mothers-in-law sometimes condone domestic violence against daughters-in-law.

### Engage Men and Boys as Allies in Gender-based Violence Interventions

Numerous studies speak to the importance of addressing men and boys' perceptions and behaviors on gender-based violence in their roles as perpetrators, gatekeepers, supportive partners, and caregivers. Engaging men and boys to challenge harmful social norms that perpetuate the cycle of violence is critical to achieve sustained transformational change. USAID will enhance its efforts to actively work with men, including youth, to change harmful attitudes and behaviors, reduce gender inequalities, and prevent violence.

### Include and Address the Needs of Underserved Populations in Programming

Gender-based violence overwhelmingly affects the most vulnerable in a given society. Many factors can contribute to one's vulnerability to gender-based violence, including disability, social or economic status, sexual identity, and gender expression. USAID will focus on prevention and response efforts for underserved and vulnerable populations such as persons with disabilities and the LGBT community.

*A 13-year-old boy recovering from abduction by the Lord's Resistance Army in Uganda.*



Although not often discussed, gender-based violence against men also occurs, both in stable and unstable environments. More attention must be placed on understanding the scope of the problem and developing appropriate interventions. For example, there is growing evidence of acute manifestations of gender-based violence against men and boys in conflict settings. In such environments, documented sexual torture and rape of men and boys has been used to “de-masculinize” male populations, and humiliate and traumatize entire communities. Men who experience gender-based violence can be particularly marginalized given the degree of isolation and shame that typically follows, and the frequent absence of prevention or support services responsive to their specific needs.

Another aspect of gender-based violence that has not received sufficient attention is child sexual abuse, which has different dynamics from those surrounding adult sexual abuse, and warrants special attention. Currently, most interventions are tailored to adults, and there are very few facilities designed to address the complex and multi-faceted needs of children and adolescents. Cultural norms and specific roles and tasks expected of boys and girls increase their vulnerability to abuse and exacerbate the long term consequences of such violence. These norms may also negatively affect the way service providers and community members respond to boys and girls who have experienced abuse, potentially resulting in increased stigmatization or harm. Child sexual abuse prevention efforts are critical to breaking the cycle of violence for the next generation.

### Collaborate with Civil Society and the Private Sector

Effective gender-based violence interventions will best be sustained by creating new and deepening existing partnerships with civil society organizations and the private sector. Each entity brings distinct perspectives, skills, and resources for addressing gender-based violence. For example, local organizations can mobilize community leaders, government officials, and non-governmental organizations to change policy and meet needs at the community level. Private firms can help enable innovation and scale up to improve development outcomes.

## Measuring Results

USAID will use existing processes to measure progress towards achieving the two overarching outcomes. For example, the Foreign Assistance indicator on societal views regarding the acceptability of gender-based violence (*see Appendix*) will be useful in monitoring and evaluating progress on changing attitudes. The analyses of CDCS' and project designs that address the most prevalent forms of gender-based violence will aid the monitoring of progress strategically targeting investments.

USAID also will seek to measure the following results under the goals identified above:

### **Goal 1: Mainstream and Integrate Gender-based Violence Prevention and Response Activities into Work Across Sectors**

- Increase in the integration of gender-based violence interventions within all sectors
  - Number of project designs that integrate gender-based violence interventions

### **Goal 2: Sharpen Program Priorities**

- Increase in the number of missions addressing gender-based violence
  - Number of CDCS that address gender-based violence
  - Number of missions dedicating more funding to gender-based violence programming as tracked in Operating Plans or Country Operational Plans
- Increase in the number of scaled-up gender-based violence programs
  - Number of scaled-up activities at the regional, national or multi-country level

### **Goal 3: Expand Collaborative Efforts**

- Increase in the number of USAID partnerships (host government, civil society, private partnerships, other United States Government agencies, or donors) working to address gender-based violence
  - Number of agreements or contracts with partnerships working to address gender-based violence

At a programmatic level, the joint USAID–Department of State Foreign Assistance indicators will help evaluate USAID's gender-based violence programming (see Appendix):

1. Number of laws, policies, or procedures drafted, proposed, or adopted with United States Government assistance designed to improve prevention of or response to gender-based violence at the regional, national, or local level
2. Number of people reached by a United States Government-funded intervention providing gender-based violence services (e.g., health, legal, psychosocial counseling, shelters, hotlines, other)
3. Percentage of target population that views gender-based violence as less acceptable after participating in or being exposed to United States Government programming



In addition, as part of routine procedures for Operational Plans, Mission Resource Requests, Performance Management Plans, and Country Operating Plans, missions will ensure that expenditures related to gender-based violence are fully tracked. USAID/Washington will review the guidelines in the above standard processes to ensure the collection of specific information on gender-based violence interventions.

In accordance with USAID's Evaluation Policy, released in January 2011, USAID is committed to conducting rigorous and high quality evaluations to generate evidence to make program decisions. To assess the effectiveness of its activities working to prevent and respond to gender-based violence, USAID will use the findings of evaluations to inform future programming and improve decision-making.

## *Next Steps*

In operationalizing this strategy, USAID will work across sectors to: enhance USAID's capacity to reduce gender-based violence by providing training and technical assistance; conduct research on prevalence levels and proven effective responses; and identify best practices for adaptation and replication. Specifically, USAID will focus on:

*Identifying, Developing, Adapting, and Disseminating Toolkits and Best Practices:* USAID's gender-based violence working group will assist missions in assessing current programming related to gender-based violence and in ensuring they are addressing the specific types of violence most prevalent in their country. The working group also will refine criteria for identifying and prioritizing gender-based violence focus countries. Additionally, USAID will analyze and disseminate existing best practices and gender-based violence research findings and will develop new or apply existing toolkits and program guides regarding ways to integrate gender-based violence into various sectors.

*Monitoring and Evaluation:* Refinement of the Agency approach to monitoring and evaluation will be an immediate priority. To enable the measurement of progress towards achieving the two major outcomes of the strategy, country-level baseline data will be collected on attitudes towards gender-based violence and activities focused on the most prevalent forms of gender-based violence. Baseline data collection will enable target setting and metrics for progress. Additionally, as outlined above, USAID will monitor progress towards achievement of three goals by periodically assessing programming using existing processes for tracking this information. USAID will conduct a mid-term evaluation after 18 months of implementing the strategy to enable an informed revision of the strategy at the end of its three-year term.

*Initiating Research:* There are pervasive gaps in understanding gender-based violence—lack of data, lack of recent statistics, lack of analysis, and incomplete knowledge of effective interventions. To inform the design of interventions, USAID will support targeted research to: understand the correlation between women's economic empowerment and the prevalence or reduction of gender-based violence; better engage men and boys as allies in addressing gender-based violence; identify strategies for scaling up successful gender-based violence pilot programs; and help design approaches to addressing gender-based violence across the transition from relief to development. Additional research might include: analysis of the prevalence of gender-based violence among men and boys and identification of effective strategies for assisting this population, as well as assessments of the comparative strengths of different interventions and combinations of interventions in preventing gender-based violence.

*Mobilizing Resources:* Missions in countries with a high prevalence of gender-based violence will be encouraged to address gender-based violence as a development challenge when identifying mission

and country development priorities, and will be advised to devote adequate program resources to effectively respond to this challenge. In addition, subject to the availability of funds, an incentive fund will be created to enable missions to integrate creative gender-based violence prevention and response interventions into their current programs. In countries where there is a scarcity or lack of prevalence data, missions will be encouraged to devote adequate resources to filling these data gaps. Where existing platforms or resources do not meet the programming or research gaps, additional financial or staff resources may be required to achieve the goals.

Collectively, these endeavors will strengthen USAID's efforts to effectively prevent and respond to gender-based violence by promoting transformative behavioral and social change within communities. USAID is committed to ensuring that its development efforts deliver real results for all, including those whose likelihood of benefitting from traditional development activities is limited by gender-based violence.

## CONCLUSION

To bolster its efforts in preventing and responding to gender-based violence, the United States has developed a coordinated and integrated strategy that leverages the expertise and capabilities of its various and diverse departments and agencies. This strategy seeks to maximize impact through coordination, integration, improved data collection and research, and effective and holistic programming. Equally important, the United States must collaborate with other governments and non-governmental partners, including civil society and the private sector, both in the United States and abroad to use their knowledge, capacity, and innovation to address gender-based violence around the world.

Ultimately, the United States' goal is to eliminate gender-based violence. Such an achievement would not only help ensure that individuals across the globe can reach their full potential but also strengthen the United States' foreign policy and foreign assistance priorities. This strategy provides a blueprint to guide the United States' next steps in working to end gender-based violence.

Photo Credit: Kiefel Photography, Provided by Women Thrive Worldwide



# APPENDIX: INDICATORS AND KEY ISSUES

## *Indicators*

### Department of State and USAID Gender Indicators

The Department of State and USAID use the below gender indicators (the specific gender-based violence indicators are in bold):

- Number of laws, policies, or procedures drafted, proposed, or adopted to promote gender equality at the regional, national, or local level
  - Law, policy, or procedure drafted/presented for public/stakeholder consultation
  - Law, policy, or procedure proposed/presented for legislative or other official action
  - Law, policy, or procedure passed/adopted
  - Law, policy, or procedure for which implementation has begun
- Proportion of female participants in USG-assisted programs designed to increase access to productive economic resources (assets, credit, income or employment)
  - Age: 10-29
  - Age: 30 & over
- Proportion of females who report increased self-efficacy at the conclusion of USG supported training/programming
  - Age: 10-29
  - Age: 30 & over
- Proportion of target population reported increased agreement with the concept that males and females should have equal access to social, economic, and political opportunities
  - Number of men
  - Number of women
- **Number of laws, policies, or procedures drafted, proposed, or adopted with USG assistance designed to improve prevention of or response to sexual and gender-based violence at the regional, national, or local level**
  - Law, policy, or procedure drafted/presented for public/stakeholder consultation
  - Law, policy, or procedure proposed/presented for legislative or other official action
  - Law, policy, or procedure passed/adopted
  - Law, policy, or procedure for which implementation has begun
- **Number of people reached by a USG funded intervention providing gender-based violence services (e.g., health, legal, psychosocial counseling, shelters, hotlines, other)**
  - Number of men
  - Number of women
  - Age: 10-29
  - Age: 30 & over

- **Percentage of target population that views gender-based violence as less acceptable after participating in or being exposed to USG programming**
  - **Number of men**
  - **Number of women**
  - **Age: 10-29**
  - **Age: 30 & over**

## *PEPFAR Indicators*

The PEPFAR indicators include:

- **Male Norms and Behaviors:** Number of people reached by an individual, small-group, or community-level intervention or service that explicitly addresses norms about masculinity related to HIV/AIDS
  - By sex: male and female
  - By age (0-15, 15-24, 25+)
- **Gender-based Violence and Coercion:** Number of people reached by an individual, small group, or community-level intervention or service that explicitly addresses gender-based violence and coercion related to HIV/AIDS
  - By sex: male and female
  - By age (0-15, 15-24, 25+)
- **Women's Legal Rights and Protection:** Number of people reached by an individual, small-group, or community-level intervention or service that explicitly addresses the legal rights and protection of women and girls impacted by HIV/AIDS
  - By sex: male and female
  - By age (0-15, 15-24, 25+)
- **Women and Girls' Access to Income and Productive Resources:** Number of people reached by an individual, small-group, or community-level intervention or service linked to a HIV program that explicitly aims to increase access to income and productive resources, including education, of women and girls
  - By sex: male and female
  - By age (0-15, 15-24, 25+)
- **Gender-based Violence (GBV) Scale-Up Indicators.** The first three are being piloted in PEPFAR programs in the Democratic Republic of Congo, Mozambique, and Tanzania to better understand their value as indicators and any challenges associated with the data collection. The fourth indicator refers to a Demographic and Health Survey indicator that assesses changes in attitude; data for this indicator are available every 5 years.
  - Number of people reached by an individual, small group, or community-level intervention or service that explicitly addresses gender-based violence and coercion
  - Number of GBV service encounters at a health facility
  - Percentage of health facilities with GBV and coercion services available
  - Attitudinal question from Demographic and Health Survey core survey around acceptance of "wife beating"



## *U.S. Foreign Assistance Key Issue Definitions*

Gender programs are captured in the U.S. foreign assistance budget through the reporting of three interrelated Sub-Key Issues: (1) Gender Equality (GE)/Women's Empowerment (WE)-Primary; (2) Gender Equality (GE)/Women's Empowerment (WE)-Secondary; and (3) Gender-based Violence (GBV). These three categories are mutually exclusive. In 2012, a new Key Issue on Women, Peace and Security was developed.

In addition, PEPFAR captures budget information on gender-based violence through a distinct, secondary budget attribution in Country Operations Plans (COPs). This is in alignment with the foreign assistance reporting. While they are separate processes, the definition and illustrative activities outlined in the COPs are aligned with foreign assistance reporting indicators and guidance.

### **Gender Sub-Key Issue Definitions**

#### **Gender Equality/Women's Empowerment-Primary (GE/WE-Primary)**

Gender Equality/Women's Empowerment-Primary (GE/WE-Primary) includes activities in which gender equality or women's empowerment is an explicit goal of the activity and fundamental in the activity's design, results framework, and impact.

#### **Gender Equality/Women's Empowerment-Secondary (GE/WE-Secondary)**

Gender Equality/Women's Empowerment-Secondary (GE/WE-Secondary) encompasses activities in which gender equality or women's empowerment purposes, although important, are not among the principal reasons for undertaking the activity.

#### **Gender-based Violence (GBV)**

Gender-based Violence is a separate Sub-Key Issue and for the purposes of attribution should be considered to be mutually exclusive from the GE/WE-Primary and GE/WE-Secondary Sub-Key Issues. This Sub-Key Issue includes activities aimed at preventing and responding to gender-based violence, which results in physical, sexual, and psychological harm to either women or men. Forms of gender-based violence include, but are not limited to, domestic or intimate partner violence; rape as a weapon of war; sexual violence and abuse; female infanticide; psychological or emotional abuse; sexual harassment or violence in the workplace or in educational institutions; and harmful traditional practices including female genital mutilation/cutting, honor crimes, early marriage, forced marriage, bride kidnapping, and dowry-related violence. All interventions that address gender-based violence perpetrated against women and girls or men or boys, or other groups on the basis of their gender identity or expression, are to be reported in this Sub-Key Issue.

Gender-based violence activities may be stand-alone (such as a program designed to build shelters for victims of violence) or embedded in a larger program activity; for instance:

- A reproductive health services program that includes training for providers to recognize and respond to victims of domestic violence
- A program designed to increase capacity of judges includes a training module on how to handle cases of gender-based violence
- An activity designed to enhance the capacity of the police force that includes a special cell or investigative unit to help victims of intimate-partner violence

#### **Women, Peace, and Security (WPS)**

This Key Issue responds to Executive Order 13595, signed December 19, 2011, directing the creation and implementation of the U.S. National Action Plan on Women, Peace, and Security. Activities attributed

to the WPS Key Issue must also be attributed to only one of the three mutually exclusive gender Sub-Key Issues or the Trafficking in Persons Key Issue. For example, the funding for an activity to provide survivors of gender-based violence and their families with psychosocial support in a conflict-affected community would be attributed to the WPS Key Issue and to the GBV Sub-Key Issue. This mandatory double-counting is necessary to maintain accurate reporting on gender-related funding so that accurate information is obtained for both the Gender Sub-Key Issues and the WPS Key Issue.

Photo Credit: AFP PHOTO/JAY DIRECTO



*Children hold lit candles during a prayer for Justice and Protection against Sex Trafficking of Children and Young People in Quezon City suburban Manila, Philippines.*

## ENDNOTES

<sup>1</sup> [http://www.aidstar-one.com/sites/default/files/AIDSTAR-One\\_GBV\\_Guidance\\_lowres.pdf](http://www.aidstar-one.com/sites/default/files/AIDSTAR-One_GBV_Guidance_lowres.pdf).

<sup>2</sup> Heise, L., Ellsberg, M., and Gottemoeller, M. 1999. *Ending Violence Against Women*. Population Reports, Series L, No. 11. Baltimore: Johns Hopkins University School of Public Health, Population Information Program.

<sup>3</sup> United Nations General Assembly. (2006). Report of the Secretary-General, In-depth Study on All Forms of Violence Against Women (A/61/122/Add. 1).

<sup>4</sup> United Nations Population Fund (UNFPA). (2005). State of World Population 2005: The Promise of Equality: Gender Equality, Reproductive Health and the Millennium Development Goals.

<sup>5</sup> United Nations General Assembly. (2006). Report of the Secretary General, Report of the Independent Expert for the United Nations Study on Violence Against Children (A/61/299).

<sup>6</sup> United Kingdom Department for International Development. (2000). Disability, Poverty and Development.

<sup>7</sup> See, e.g., Human Rights Watch (2011). We'll Show You You're a Woman. Violence and Discrimination against Black Lesbians and Transgender Men in South Africa. Since 2009, the United States has developed new initiatives to address violence against lesbian, gay, bisexual, and transgender (LGBT) persons, which often results from deeply held beliefs about gender and how men and women should dress and behave. See, e.g., <http://www.whitehouse.gov/the-press-office/2011/12/06/presidential-memorandum-international-initiatives-advance-human-rights-l>.

<sup>8</sup> This amount will be programmed under the Title II development food program implemented by the Adventist Development and Relief Agency International in the Democratic Republic of Congo.

<sup>9</sup> This amount reflects PEPFAR funding, which is principally implemented by USAID, the Department of Health and Human Services, the Department of Defense, and the Peace Corps.

<sup>10</sup> The Women, Girls, and Gender Equality (WGGE) Principle's ten key program elements ([www.ghi.gov](http://www.ghi.gov)) are: (1) ensure equitable access to essential health services at facility and community levels; (2) increase the meaningful participation of women and girls in the planning, design, implementation, monitoring and evaluation of health programs; (3) monitor, prevent and respond to gender-based violence; (4) empower adolescent and pre-adolescent girls by fostering and strengthening their social networks, educational opportunities, and economic assets; (5) engage men and boys as clients, supportive partners, and role models for gender equality; (6) promote policies and laws that will improve gender equality, and health status, and/or increase access to health and social services; (7) address social, economic, legal, and cultural determinants of health through a multi-sector approach; (8) utilize multiple community-based programmatic approaches, such as behavior change communication, community mobilization, advocacy, and engagement of community leaders/role models to improve health for women and girls; (9) build the capacity of individuals, with a deliberate emphasis on women, as health care providers, caregivers, and decision-makers throughout the health systems, from the community to national level; and (10) strengthen the capacity of institutions—which set policies, guidelines, norms and standards that impact access to, and quality of, health-related outreach and services—to improve health outcomes for women and girls and promote gender equality.

<sup>11</sup> For instance, the Department of Justice (DOJ) will bring its knowledge of criminal justice sector development to the table, while the Department of Health and Human Services (HHS) will highlight its shelter and advocacy services for victims of domestic violence and mechanisms to provide trauma

informed services for survivors of sexual violence. Both agencies have expertise in providing outreach to underserved communities, including rural and immigrant survivors. The Centers for Disease Control and Prevention (CDC) will focus efforts on prevention utilizing a public health approach. The Department of Labor has substantial experience in funding projects internationally to raise awareness and to reform labor and criminal law to reduce gender-based violence in the workplace.

<sup>12</sup> Examples of international inter-agency bodies for potential coordination include: (1) the Inter-Agency Standing Committee (IASC), Sub-Working Group on Gender and Humanitarian Action (SWG). The IASC SWG has a broad membership of organizations, bringing together all key humanitarian actors. The SWG is co-chaired by the United Nations Children's Fund (UNICEF), the Office of the United Nations High Commissioner for Refugees (UNHCR), Relief International, and International Medical Corps; (2) the Inter-Agency Working Group on Reproductive Health in Crises (IAWG), Sub-Working Group on Gender-based Violence. The IAWG promotes access to quality reproductive health care for refugee women and others affected by humanitarian emergencies. The IAWG Sub-Working Group on Gender-based Violence is co-chaired by CDC and UNFPA, and members include representatives from the United Nations and nongovernmental, research and donor agencies; (3) the Institute of Medicine Global Forum on Violence Prevention. This forum brings together a range of organizations and experts to address various aspects of violence prevention including gender-based violence. They are supported by a number of United States Government agencies including DOJ (i.e., the National Institute of Justice) and CDC, and international organizations and members (e.g., UNICEF); (4) the Violence Prevention Alliance (VPA). VPA is a network of World Health Organization Member States, international agencies, and civil society organizations working to prevent violence. VPA participants share an evidence-based public health approach that targets the risk factors leading to violence and promotes multi-sector cooperation; (5) the Inter-American Coalition for the Prevention of Violence (IACPV). IACPV, which is hosted by the Organization of American States and includes CDC, the Pan-American Health Organization, USAID, World Bank, UN-Habitat, the Inter-American Development Bank, and a variety of other partners, is the result of common concerns of its partner institutions about the impact of crime and violence on the development of societies in the Americas; and (6) the Gender-based Violence Area of Responsibility under the Global Protection Cluster. This global level forum for coordination and collaboration on gender-based violence prevention and response in humanitarian settings brings together non-governmental organizations, United Nations agencies, academics, and others under the shared objective of ensuring more predictable, accountable, and effective gender-based violence prevention and response in emergencies. The group is co-led by UNICEF and UNFPA and facilitated by a Geneva-based coordinator.

<sup>13</sup> For example, the United States Government might support and create incentives encouraging private investments in technologies to help prevent and respond to gender-based violence. In seeking to avoid unintended negative consequences associated with the use of new technologies, an effort would be made to first pilot and evaluate any new technology, bearing in mind the potential implications for women's and girls' safety. The Working Group could consider whether to create a prize or challenge to the private sector to foster innovation in addressing gender-based violence, a tool that the Administration has used with success.

<sup>14</sup> For instance, the President's Emergency Plan for AIDS Relief (PEPFAR) programs recognizes that efforts to prevent and respond to gender-based violence must be incorporated into existing HIV interventions, including screening, counseling, and referrals. In the last two years, PEPFAR funding has significantly scaled up efforts to address gender-based violence within HIV/AIDS prevention, care, and treatment programs. PEPFAR will continue to scale up such efforts. Similarly, the Global Health Initiative calls for increased attention to gender-based violence within other health programs, such as family planning/reproductive health and maternal health. Also, the Millennium Challenge Corporation requires its country partners to identify constraints to poverty reduction grounded in gender inequality. In countries with a high prevalence of gender-based violence and in relevant sectors,

gender-based violence prevention content can be incorporated into compact activities.

<sup>15</sup> The strategy will align with the commitments made in the U.S. National Action Plan on Women, Peace, and Security to ensure that the strategy is well coordinated with partners throughout the United States Government. For example, the Department of State conducts systematic conflict assessments, such as the Interagency Conflict Assessment Framework, in fragile countries. The Department of State, in implementing the National Action Plan, will ensure that the data it collects is disaggregated by sex and that it purposefully collects qualitative and quantitative data on violence against women and girls in a particular country.

<sup>16</sup> The United States is developing a new international effort with other states, multilateral organizations, civil society, and the private sector to break down barriers to women's political participation and economic empowerment: the Equal Futures Partnership. This initiative will address challenges with respect to economic opportunity for women, including discriminatory laws and policies related to land tenure and property rights and marriage and inheritance laws, accessing and controlling productive resources, including in the agricultural sector, and decreasing violence against women and girls, as well as sexual harassment and abuse in the workplace. With respect to political and civic participation, the Partnership will address violence and harassment targeting women when taking part in public life. This initiative provides another platform to address violence facing women and girls.

<sup>17</sup> The implementation of the strategy will be coordinated with the forthcoming United States Government Action Plan on Children in Adversity. The Plan reflects the United States Government's commitment to ensure that children's health and well-being are central to development and diplomatic efforts and to integrate the best interest of the child and internationally recognized good practices into its assistance initiatives.

<sup>18</sup> For example, further research is needed on (1) primary prevention strategies; (2) accelerating change in community norms around the acceptability of gender-based violence; (3) documenting the health and social consequences and economic costs of gender-based violence; (4) the link between a woman's economic independence and gender-based violence; (5) impact evaluations to scale up successful programs and identify effective policies; (6) best practices for the effective inclusion of men and boys in prevention and response to gender-based violence; (7) programs to prevent recidivism among perpetrators; (8) the incorporation of gender protection considerations at the onset of emergencies; and (9) the linkages between gender-based violence, drug use, and HIV risk behavior to implement integrated prevention and treatment strategies that address the multiple risk and protective factors involved.

<sup>19</sup> This goal fulfills the spirit of President Obama's memorandum dated March 4, 2011, which requested that departments and agencies identify and seek to fill in gaps in statistics and improve survey methodology relating to women. The memorandum was directed at data collection and statistics regarding women in the United States. Nevertheless, the concerns highlighted in the memorandum apply to data collection and statistics regarding gender-based violence in other countries as well.

<sup>20</sup> For example, the National Institute of Justice is planning an inter-agency process, which will include Federal agencies that conduct research on intimate partner violence to share past, current, and future research priorities, identify ways to collaborate, and work toward creating a Federal-wide intimate partner violence research agenda. This process will begin in fall/winter 2012.

<sup>21</sup> Violence Against Women and Girls: A Compendium of Monitoring and Evaluation Indicators ([http://www.prb.org/igwg\\_media/violenceagainstwomen.pdf](http://www.prb.org/igwg_media/violenceagainstwomen.pdf)) was developed at the request of USAID, and in collaboration with the Inter-agency Gender Working Group (a network of non-governmental organizations, USAID, and cooperating agencies), by MEASURE Evaluation.



<sup>22</sup> [http://www.cdc.gov/ViolencePrevention/pdf/Understanding\\_Evidence-a.pdf](http://www.cdc.gov/ViolencePrevention/pdf/Understanding_Evidence-a.pdf).

<sup>23</sup> For example, HHS issued general guidance on screening women for intimate partner violence in May 2012, which may inform the screening protocols of programs designed to respond to gender-based violence. Also, the Department of State's Bureau of Population, Refugees, and Migration supports a program to identify best practices for shelter interventions that can help to protect survivors of gender-based violence in forced displacement settings.

<sup>24</sup> Lessons learned in preventing and responding to violence against women and girls in the United States may be helpful in developing international policy and programming. For example, one of the signature achievements of the Violence Against Women Act (VAWA) in the United States is the concept of a coordinated community response. VAWA encourages jurisdictions to bring together stakeholders from diverse backgrounds, such as law enforcement officers, prosecutors, survivor advocates, health care providers, and neighborhood organizers, to share information and to use their distinct roles to improve community responses to violence against women. Also, CDC administers and provides technical assistance for the Rape Prevention and Education (RPE) Grant program to help health departments and sexual assault coalitions address sexual violence. Through RPE, states and territories have strengthened their infrastructure to implement prevention and education programs. Current international efforts to respond to gender-based violence include these types of programming.

<sup>25</sup> Similarly, agencies with experience in international programming can share lessons learned in that arena, which could help improve domestic programming and policies. For example, the PEPFAR agencies can provide information on lessons learned and evidence-based best practices based on their global experience addressing issues involving the intersection between HIV/AIDS and gender-based violence to agencies involved in these areas domestically, as directed by the March 30, 2012 presidential memorandum establishing a working group on the domestic intersection of HIV/AIDS, violence against women and girls, and gender-related health disparities.

<sup>26</sup> For example, in the criminal justice sector, programs will work to ensure that committing gender-based violence is a serious criminal act with appropriate perpetrator accountability; ensure that legal frameworks exist to support the effective investigation, prosecution, and detention of those convicted as appropriate; ensure that criminal justice institutions provide safe and secure access for alleged victims and witnesses; and ensure that public education of gender-based violence laws, including its consequences and avenues for victim redress, are widely disseminated. Such criminal justice reforms will help overcome barriers that may currently exist in certain countries, including lack of legislation that criminalizes certain acts of gender-based violence and cultural norms among police officers, judges, and prosecutors that think of gender-based violence as a "family issue" and continue to place individuals in danger from family and community members.

<sup>27</sup> This is based on recent Operational Plan and Country Operational Plan budget figures. Approximately \$40 million of this is PEPFAR programming to address gender-based violence.

<sup>28</sup> Prevalence rates will be determined using resources such as: Demographic and Health Survey data on domestic violence and child marriage, Department of State Trafficking in Persons Report, the Global Gender Gap Index, and other reports.

<sup>29</sup> See Gender-Based Violence indicators in Appendix.

<sup>30</sup> Other Gender-Based Violence-related surveys available to missions include a survey on sexual violence against minors ([www.togetherforgirls.org](http://www.togetherforgirls.org)); the World Health Organization survey on Gender-Based Violence; and smaller scale surveys by expert researchers. USAID gender advisors are available to provide additional technical advice on possible instruments.



*A 14-year-old former child soldier and rape survivor waits to receive medical and psychosocial assistance at a reintegration center for demobilized child soldiers in Goma, Democratic Republic of the Congo.*



