

Preventing Gender-based Violence

in the Horn, East and Southern Africa

A Regional Dialogue



Preventing Gender-based Violence in the Horn, East and Southern Africa: A Regional Dialogue

Lori Michau and Dipak Naker of Raising Voices edited this publication. Soraya Smaoun and Cecilia Andersson of UN-Habitat's Safer Cities Programme provided substantive inputs.

ISBN: 9970-839-07-0

© 2004 All Rights Reserved, Raising Voices and UN-HABITAT, Safer Cities Programme

Table of Contents

Acknowledgements.....	ii
Background.....	1
Introduction.....	2
Exploring GBV Prevention.....	3
Building Bridges between NGOs and Local Authorities.....	6
Raising Voices.....	7
UN-Habitat’s Safer Cities Programme.....	11
Community Mobilisation.....	15
Center for Domestic Violence Prevention.....	16
Kivulini Women’s Rights Organization.....	18
Education Center for Women in Democracy.....	20
Lessons Learned.....	22
Raising Awareness.....	23
Care International.....	24
People Opposing Women Abuse.....	26
SOS Femmes.....	28
Lessons Learned.....	30
Media Efforts.....	31
Coalition on Violence Against Women.....	32
Soul City.....	34
Nisaa Institute for Women’s Development.....	36
Lessons Learned.....	38
Working with Men.....	39
Men as Partners, Planned Parenthood Association of South Africa.....	40
Agisanang Domestic Abuse Prevention and Training.....	42
Malawi Human Rights Resource Center.....	44
Lessons Learned.....	46
Strengthening Community Institutions.....	47
FIDA, Kenya.....	48
Kwa Zulu Natal Network on Violence against Women.....	50
Swaziland Action Group Against Abuse.....	52
PANOS.....	54
Lessons Learned.....	56
Bridging the gap with Local Authorities.....	57
Safer Cities, Dar es Salaam.....	58
Nairobi City Council.....	60
Lessons Learned.....	62
Building Bridges between NGOs & Local Authorities: Opportunities and Challenges.....	63
Linked Issues: GBV and HIV/AIDS.....	64
Rakai Project.....	65
GBV Prevention: A Summary of Lessons Learned.....	67
Recommendations.....	68
Appendices.....	69
Appendix One: Field Review Questionnaire.....	70
Appendix Two: Regional Dialogue Schedule.....	72
Appendix Three: List of Participants.....	73
Appendix Four: Kampala Declaration.....	76
Appendix Five: Bibliography.....	78

Acknowledgements

This publication is the result of the efforts and commitment of many individuals and organizations engaged in preventing gender-based violence. We are grateful to CIDA's Gender Equity Support Programme, HIVOS, The Moriah Fund and UN-HABITAT for their generous financial support and ongoing belief in this work.

We also appreciate all the non-governmental organizations (NGOs), individuals and Local Authorities, who responded to the field review survey. Although they are too many to mention by name, their interest for increased dialogue, attention and investment in gender-based violence is evidence of the strong commitment that exists in the region among activists and practitioners to prevent GBV.

The participants of the Regional Dialogue who inspired these pages and provide rich examples of innovative prevention efforts underway in the regions are: Anna Mtani, Anne Gathumbi, Betty Akullo, Boitshepo Lesetedi, Cookie Edwards, Delphine Serumaga, Emma Kaliya, Enziel Mtei, Hope Turyisingura, Irene Khumalo, Jennifer Wagman, Joy Watson, Leah Ngunyi, Lucy Ole Kina, Maimuna Kanyamala, Natsnet Ghebrebrhan, Nerusha Naidoo, Nonhlanhla Dlamini, Pamela Tuiyott, Phoebe Gubya, Pontsho Segwai, Rada Gungaloo, Seblewongel Deneke, Tembi Tyuku, and Zainab Matitu Vulu.

We recognize and applaud their violence prevention programmes as well as their interest and willingness to begin a dialogue to bridge the gap between the NGO community and Local Authorities. Despite no specific tradition of collaboration, the coming together of these groups stimulated constructive debate and discussion.

Background

GBV prevention programmes are beginning to emerge throughout the Horn, East and Southern Africa. They represent a growing body of experience and show that through prevention efforts aimed at changing the attitudes and behaviours perpetuating GBV, homes and communities can become safer places for everyone. Raising Voices and UN-Habitat's, Safer Cities Programme developed a three-phased project to begin to build momentum for prevention of GBV in the Horn, East and Southern Africa. The process is an attempt to forge linkages between groups doing prevention work, to share experiences, and build on the successes and challenges experienced in the field.

The first phase was an extensive *field review* of organizations, individuals, and Local Authorities in the Horn, East and Southern Africa working to prevent gender-based violence (GBV). A survey was developed and sent to more than 400 groups addressing GBV as well as publicized widely on the internet (see appendix one). Over one hundred groups completed written surveys that described their objectives, key programme areas, and lessons learned in GBV prevention efforts. They all expressed a keen interest in becoming part of a supra-regional GBV prevention network, were included in the regional database, and are now members of the GBV prevention network (www.preventgbvafrica.org).

The second phase involved a *Regional Dialogue* that brought together innovative practitioners who are implementing promising approaches to GBV prevention in their communities (see appendix two and three). Submissions of all groups participating in the field review process were analyzed and promising programmes were selected to participate. Selection was based on the degree of innovation and an emphasis on primary prevention. Efforts were made to ensure geographic and programmatic diversity. This forum was the first of its kind in the region for bringing together NGO leaders and Local Authorities to discuss the current state of prevention, to explore key themes and challenges, and to develop strategies for moving forward to implement stronger GBV prevention programmes.

The third phase is the development of this *publication* that captures the substantive themes that arose in the Regional Dialogue. It elaborates on GBV prevention as a strategy to combat the problem, and highlights current prevention programmes in the region. Participants of the Dialogue set forth the recommendations for preventing GBV in the region and developed the Kampala Declaration, an advocacy tool for GBV Prevention in Africa (see appendix four).

Collectively, we hope this process represents the thinking and strategies of a wide range of organizations, leading the way in GBV prevention in the Horn, East and Southern Africa.



Introduction

Many groups recognize the importance of GBV prevention and are beginning to design programmes that address the root causes of GBV. Yet programme development in the region is still quite young. New approaches are being tried and tested, and important lessons are being learned. While there are few programmes that have been rigorously evaluated, there are many promising approaches being used throughout the regions.

This publication is an effort to document current practices in the region to help NGOs and Local Authorities learn about some of the promising prevention programmes underway in the region. It is hoped that this publication will:

- provide ideas and inspiration for others interested in GBV prevention;
- facilitate exchange and foster linkages between NGOs, Local Authorities and other groups;
- strengthen GBV programme design; and,
- contribute to the growing body of knowledge on GBV prevention.

While this publication is not meant to be a comprehensive summary of efforts underway, it does highlight various approaches and lessons learned from the field. It begins with a brief overview of GBV, explores GBV prevention and describes frameworks for prevention from the NGO and Local Authorities' perspectives. As organizations aiming to strengthen GBV prevention efforts in the region, Raising Voices and UN-Habitat's Safer Cities Programme have developed and herein describe conceptual models and practical tools used within NGOs and Local Authorities respectively. The publication goes on to highlight various approaches of NGOs and Local Authorities within the region under the following key thematic areas:

- Community Mobilisation
- Raising Awareness
- Media Efforts
- Working with Men
- Strengthening Community Institutions
- Bridging the Gap with Local Authorities

Each thematic area begins with a general description of the strategy, core concepts and practical concerns, and ends with key lessons that emerged through the discussion during the Regional Dialogue. The publication also highlights the linkage between GBV and HIV/AIDS as it is becoming increasingly clear that prevention efforts for both must work in concert. The *Kampala Declaration*, an advocacy tool that emerged from the Regional Dialogue concludes the publication with recommendations for future prevention work and calls to various stakeholders to take action to prevent gender-based violence.

We hope the publication adds to the growing body of knowledge about GBV prevention activities and provides impetus for more action.

Exploring GBV Prevention

Gender-based violence is a pervasive problem throughout Africa. This fundamental violation of women's rights has devastating consequences for women and men, their families and the broader community. GBV increases women's vulnerability to reproductive health problems, negatively affects their general well-being and decreases their ability to freely participate in their families and communities. GBV also hurts children, men and families by creating a culture of fear and mistrust that leads to a lack of intimacy and safety within familial and intimate relationships. Communities also feel the negative consequences of GBV, which is a drain on the strength and development of micro and macro economic systems.

Women of all ages, religions, ethnic groups and economic status experience GBV. The term gender-based violence is often used because it emphasizes the reality that violence against women and girls is the result of an imbalance of power between women and men. The terms *gender-based violence* and *violence against women* are used interchangeably in this publication and the working definition is drawn from the Declaration of the Elimination of Violence Against Women (DEVAW) which states:

"violence against women means any act of gender-based violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private life" (DEVAW 1993:Art. 1).

In Africa, as well as many other regions of the world, although there exists only limited statistical information on the prevalence and scope of GBV, the following table highlights studies that reveal that GBV is a pervasive and serious problem within the Horn, East and Southern Africa.

Country	Coverage	Sample size	Age	Percentage of adult women physically assaulted by an intimate partner		
				Past 12 Months	Current Relationship	Ever Experienced
Ethiopia (Deyessa et al. 1998)	Meskanena Woreda	673	15+	10		45
Kenya (Raikes 1992)	Kisii District	612	15+		42	
South Africa (Jewkes et al. 1999)	Mpumalanga	418	18-49			29
Uganda (Blanc et al. 1996)	Lira & Masaka Districts	1660	20-44		41	
Zimbabwe (Watts et al. 1997)	Midlands Province	966	18+			17

(Source: Heise et al. 1999: 4)

It is important to note that these numbers only include physical violence experienced. Yet women also suffer from sexual, emotional and economic violence and it is widely acknowledged that physical violence is rarely experienced without psychological abuse (Heise et al. 1999). Furthermore, a plethora of qualitative studies conducted throughout the continent also reveal that gender-based violence occurs at alarming rates (Smaoun 2000; Ravestijn 2002; CARE 2002; Human Rights Watch, 2003).

Current Practice

In many countries, NGOs have responded to GBV by establishing services to address the needs of women experiencing violence. These services include shelters, hotlines, counseling and legal services, and referral systems. In other countries, local and national governments have responded with new, stronger legislation or by establishing women-friendly services within existing health care institutions, social services and law enforcement.

The work of *preventing* gender-based violence is also underway in many parts of Africa. NGOs and local governments are responding with innovative programmes and women and men in many communities are raising their voices against gender-based violence with conviction, clarity and commitment.

Many of the prevention efforts within the regions are relatively new and challenged to develop solid and effective prevention programmes. Currently, there tends to be little sharing of information, few opportunities to learn from others and only a handful of programmatic tools published to help guide efforts. As such, innovative ideas, effective responses and valuable experiences tend to remain in the hearts and minds of those who have been the driving force behind them, while in the next community or the neighboring countries, colleagues struggle with similar problems and face similar challenges. Therefore, it is important to share experiences, skills and promising practices to address commonly encountered challenges. It is also important to discuss responses developed in different parts of the continent and compare notes on how relevant and replicable these responses could be in other areas. This publication is an effort to share some efforts underway, to call others to join hands in solidarity, connect to a wider network and to join forces to accomplish the ultimate goal of preventing gender-based violence.

Understanding Prevention

This publication focuses on primary prevention efforts that strive to change the underlying attitudes and behaviours that cause GBV, which includes women's low status, rigid gender roles and an imbalance of power in intimate relationships. Primary prevention strategies recognize that it is important not only to influence individuals (women and men experiencing/perpetrating violence) but also the broader community, which is influential in creating a culture of non-tolerance for violence. The prevention of GBV calls for a significant shift in the value system of individuals and communities.

Contrary to common perceptions, when discussing GBV prevention programmes, service delivery is not all together excluded. Instead, GBV programmes that emphasize prevention usually shift the programmatic focus from after a violent act to before the violence has occurred. This perspective recognizes that while working on prevention within a community or population, it is essential to have services available for women experiencing violence. It also recognizes that without a strong component of primary prevention, service delivery alone will not change the attitudes and behaviours that cause gender-based violence and allow it to continue within the community. Therefore, efforts at GBV prevention from the outset require integration of formal or informal services into a broader behavior change campaign.

“To reduce the burden of violence on individuals and communities, action must move beyond providing services, detecting violence, and punishing perpetrators. Creative solutions must be found to address the underlying societal conditions that lead people to believe that violence is a reasonable alternative” (Bruntland in Health and Human Rights 2003:12)

Guiding Framework for Prevention Efforts

The following ideas emerged from the Regional Dialogue as a guiding framework for programme planners focusing on GBV prevention.

- a) *GBV is a complex problem that requires a comprehensive response* . Efforts must go beyond the individual to affect social change.
- b) *GBV is the community's problem* . It is important to shift the responsibility of addressing and preventing GBV from women to the whole community.
- c) *GBV as the context of life, not an event.* Approaching GBV through a primary prevention framework recognizes that violence is not limited to an event such as beating or forced sex, but includes an array of actions and behaviours that shape how a woman experiences life. Thus, GBV forms the context of, rather than an event in, a woman's life. The response therefore also needs to address the broader social climate rather than only responding to incidences of violence.
- d) *Addressing the root causes* . The work of GBV prevention involves promoting equity in relationships between women and men, a goal recognized by all development agencies. The root causes of GBV must be confronted and challenged if long-term sustainable change is to be realized.
- e) *Preventing GBV has far-reaching effects* . Influencing the nature of relationships between women and men has far-reaching effects. It affects how the community apportions resources, solves problems, the models of masculinity it presents to the community members, and the options it presents to girls and women for defining themselves and participating in the processes of their family and community.
- f) *From the Grassroots Up* . Many times, efforts to change behaviour are linked to policy and legislative reforms which are expected to filter down and create behaviour change. These efforts are crucial yet building bridges in the opposite direction is important as well. Promoting inter-personal change at the community level can provide impetus for the development of equitable laws that protect individual rights. Furthermore, grassroots prevention efforts create a climate in which equitable laws are likely to become effective.
- g) *GBV Prevention is a long-term commitment.* Changing long-held attitudes and behaviours is a long-term process. It requires sustained commitment, resources and momentum.

"Both policy-makers and activists in this field must give greater priority to the admittedly immense task of creating a social environment that allows and promotes equitable and non-violent personal relationships." (WHO 2002:113).



Building Bridges: NGOs and Local Authorities

Partnership between the civil society and the local government is essential in combating the problem of GBV. Both partners could bring skills, experience, resources and opportunities for developing effective collaborative programmes. However, few such linkages exist that build on the strengths of each. This section describes the intervention frameworks developed by Raising Voices for NGOs and Safer Cities Programme for Local Authorities. They provide the context for the NGO and Local Authorities programmes highlighted within the publication and begin to identify how the linkages could be developed.

Raising Voices Uganda

Founded in 1999, Raising Voices works to prevent violence against women and children through programmes that emphasize primary prevention strategies. Through the regional office in Kampala, Raising Voices works in the Horn, East and Southern Africa to influence the nature of GBV prevention and strengthen capacity of organizations to implement creative and sustainable responses to GBV. Programmes include the provision of technical support, development of programmatic tools and advocacy for community-based violence prevention efforts.

Guiding Principles

Raising Voices aims to play a catalytic role in generating momentum within the region for longer-term programmes that facilitate individual and social change in communities. The work is based on the following guiding principles.

1. Prevention

In order to affect long-term, sustainable change, organizations need to adopt a proactive rather than a reactive stance. A primary prevention approach assumes it is not enough to provide services to women experiencing violence or to promote an end to violence without challenging communities to examine the assumptions that perpetuate it. Primary prevention involves addressing the root causes of violence against women by introducing a gender-based analysis of why domestic violence occurs. This means recognizing women's low status, the imbalance of power, and rigid gender roles as the root causes of domestic violence. Prevention work involves challenging the widely held belief that women are less valuable as human beings and therefore not worthy of possessing the same inherent rights and dignity as men. Efforts must expose this fundamental injustice and proactively challenge these assumptions.

2. Holistic

Preventing domestic violence requires commitment and engagement of the whole community. Ad hoc efforts that engage isolated groups or implement sporadic activities have limited impact. Efforts to prevent domestic violence need to be relevant and recognize the multifaceted and interconnected relationships of community members and institutions. This means it is important for organizations to acknowledge the complex history, culture, and relationships that shape a community and individual's lives within it. Efforts must creatively engage a cross section of community members, not just women or one sector (i.e. police or health care providers, etc.) in order to generate sufficient momentum for change. People live in community with others; thus, the whole community needs to be engaged for community wide change to occur.

3. A Process of Social Change

Changing community norms is a process, not a single event. Projects based on an understanding of how individuals naturally go through a process of change can be more effective than haphazard messages thrust into the community. Thus, efforts to try to influence social change must be approached systematically. Organizations that attempt this work can become skilled facilitators of individual and collective change by working with, guiding, facilitating, and supporting the community along a journey of change.

4. Repeated Exposure to Ideas

Community members need to be engaged with regular and mutually reinforcing messages from a variety of sources over a sustained period of time. This contributes to changing the climate in the community and building momentum for change. For example, in one week a man may hear a sermon about family unity in church, see a mural questioning domestic violence on his walk to work, hear a radio programme about human rights, and be invited by a neighbour to join a men's group to

discuss parenting skills. Repeated exposure to ideas from a variety of sources can significantly influence perception and reinforce practice.

4. Human Rights Framework

A rights-based approach to preventing domestic violence is empowering to women and the community. It uses the broader framework of human rights to create a legitimate channel for discussing women's needs and priorities and holds the community accountable for treating women as valuable and equal human beings. It challenges community members to examine and assess their value system and empowers them to make meaningful and sustainable change. Without this foundation, projects tend to appeal to the goodwill or benevolence of others to keep women safe.

5. Community Ownership

Effective projects aimed at changing harmful beliefs and practices in a community must engage and be led by members of that community. Organizations can play an important facilitative and supportive role, yet the change must occur in the hearts and minds of the community members themselves. Organizations can work closely with individuals, groups, and institutions to strengthen their capacity to be agents of change in their community. In this way, their activism will live long after specific projects end.

GBV Prevention Programme Tool

After extensive field testing, Raising Voices published *Mobilising Communities to Prevent Domestic Violence: A Resource Guide for Organisations in East and Southern Africa* (Michau and Naker 2003). The *Resource Guide* is a programme tool created to assist organizations in designing and implementing a participatory community-based GBV prevention project. It describes a conceptual framework and provides extensive strategy and activity suggestions for NGOs interested in working systematically to affect social change within their communities.

Facilitating Individual and Social Change

Preventing domestic violence in homes and communities requires individuals to identify the problem of domestic violence, consider its importance, evaluate their own behaviour, and then begin making changes in their lives. Behaviour is a result of individual experiences, attitudes, and beliefs, and thus it is deeply linked to the prevailing belief system in the community. The attitudes and actions of neighbors, friends, co-workers, religious leaders, police, health care providers, etc. greatly influence an individual's behaviour choices and collectively create the climate in the community.

Although each individual is unique and will come to the issue of domestic violence differently, the process of how individuals change often follows a similar pattern. The process of change described in the *Resource Guide* is based on the Stages of Change Theory developed by psychologists in 1982 and further refined in 1992 (Prochaska et al. 1992). While there are many different theories of how people change, we have found this one to be intuitive, simple, and generally cross-cultural. The Stages of Change Theory provides a way of understanding the process of how individuals can change their behaviour.

Stage 1 Pre-contemplation: an individual is unaware of the issue/problem and its consequences for her/his life.

Stage 2 Contemplation: an individual begins to wonder if the issue/problem relates to her/his life.

Stage 3 Preparation for Action: an individual gets more information and develops an intention to act.

Stage 4 Action: an individual begins to try new and different ways of thinking and behaving.

Stage 5 Maintenance: an individual recognizes the benefits of the behaviour change and maintains it.

Process of Social Change

The *Resource Guide* adapts this theory of individual behaviour change and scales it up to the community level. It proposes that a community also goes through a process of change before any given value system is adopted, and suggests that projects which recognize this process and operate in harmony with it are more likely to facilitate enduring change.

The process described in the *Resource Guide* suggests five phases for affecting social change. These five phases are based on the stages of individual behaviour change as described above, yet the phases are amplified to work at a broader community level. Recognizing what individuals and communities typically experience when changing behaviour, the *Resource Guide* suggests appropriate activities and materials to facilitate each stage of that process. The phases described below can provide structure and general guidelines for your organization when designing and implementing a project to prevent domestic violence.

Phase 1 Community Assessment: a time to gather information on attitudes and beliefs about domestic violence and to start building relationships with community members. This phase corresponds to *pre-contemplation* in individual behaviour change.

Phase 2 Raising Awareness: a time to increase awareness about domestic violence within the general community and various professional sectors (e.g., social and health services, law enforcement, local government, religious communities, etc.). Awareness can be raised on various aspects of domestic violence including why it happens and its negative consequences for women, men, families, and the community. This phase corresponds to *contemplation* in individual behaviour change.

Phase 3 Building Networks: a time for encouraging and supporting general community members and various professional sectors to begin considering action and changes that uphold women's right to safety. Community members can come together to strengthen individual and group efforts to prevent domestic violence. This phase corresponds to *preparation for action* in individual behaviour change.

Phase 4 Integrating Action: a time to make actions against domestic violence part of everyday life and institutions' policies and practices. This phase corresponds to *action* in individual behaviour change.

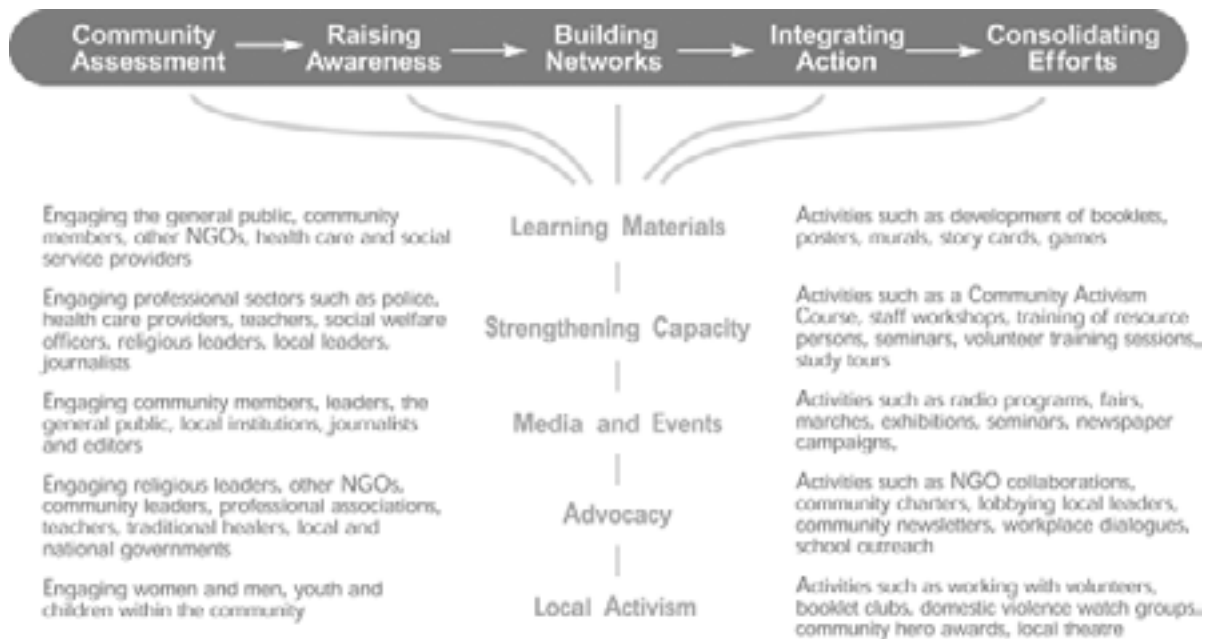
Phase 5 Consolidating Efforts: a time to strengthen actions and activities for the prevention of domestic violence to ensure their sustainability, continued growth, and progress. This phase corresponds to *maintenance* in individual behaviour change.

Strategies and Activities

Each phase of the Project suggests five main strategies for organizing and conducting activities. These strategies were designed to help organizations reach a wide variety of people. Each strategy engages different groups in the community and thus builds momentum, increases community ownership, and improves the sustainability of positive change. Groups within your community include religious leaders, health care providers, general community members, shopkeepers, women's groups, other NGOs, governmental and community leaders, police officers, local court officials, etc.

For each strategy there are a variety of activity ideas listed and described within the *Resource Guide*. The activities are diverse and participatory and are designed to maximise the impact of the project and correspond to the phases of community social change. All activities are suggestions and will require adaptation and modification depending on the capacity of your organization and the context of the community. The activities are designed to help groups reach a critical mass of individuals and groups within the community to build momentum for change.

While all the activities in the Guide are meant to be adapted and contextualised, ideally, the sequence of the five phases of community social change, use of diverse strategies, and outreach to various groups would be maintained. These are the practical expression of the six guiding principles upon which community mobilisation to prevent domestic violence is based.



The approach outlined above is being used by NGOs throughout the region and was field-tested at the Center for Domestic Violence Prevention and Kivulini Women’s Rights Organization (see pages 16 and 18).



UN-Habitat, Safer Cities Programme

Kenya

The Safer Cities Programme was launched in 1996 and supports the implementation of the Habitat Agenda, which acknowledges the responsibility of Local Authorities in crime prevention (Habitat 1996:Para. 123). The Programme is in line with the ECOSOC Resolution 1995/9 of 24 July 1995 and the Millenium Development Goals adopted in 2000 by 191 UN Member States. The main objectives of the programme are to:

1. Build capacities at city level to adequately address urban insecurity; and thereby
2. Contribute to the establishment of a culture of prevention.

The programme's approach is based on the fact that violence does not happen spontaneously. It grows out of an unequal and exclusive society, and a lack of institutional and social infrastructure and support. An inadequate urban environment and lack of economic opportunities encourage crime and violence. If the criminal justice system, including police, courts and prisons, are poorly adapted to the rapidly changing urban environment, and are unable to respond to the concerns and needs of urban dwellers, particularly the poor, inevitably it leads to distrust, intolerance and in some cases violent reactions. However, the criminal justice institutions alone cannot stop the escalation of urban violence or even control it. Public safety should be considered as a public good that must be developed and promoted by all institutions and civil society. International experience shows that reducing crime is everybody's responsibility.

Local Authorities have a primary role in coordinating the activities aimed at reducing crime. Local governments are the key actors in coalitions and in the development of community-wide planning strategies for crime prevention. The International Conferences on the theme of urban violence and safety held successively in Barcelona (1987), Montreal (1989), Paris (1991), Vancouver (1996), Johannesburg (1998) Naples (2000), and Durban (2003) reaffirmed that the role of Local Authorities as leaders of local partnerships is crucial. Mayors and city councilors are in strategic positions to initiate and co-ordinate local action and adequately address the social demand. A partnership between local governments and other stakeholders can enable prevention and ultimately eliminate violence, crime and insecurity.

The Safer Cities Strategy

In line with the Habitat Agenda and in collaboration with other UN agencies (UNDP, UNICEF, UNESCO and UNODC), the Safer Cities programme provides support to Local Authorities by:

- Strengthening their capacity to address urban safety issues and reduce delinquency, violence and insecurity;
- Promoting crime prevention initiatives, implemented in collaboration with central and Local Authorities, the criminal justice system, the private sector and civil society;
- Reinforcing anchor institutions at the regional level which are able to provide expertise on urban crime;
- Encouraging city networks in order to facilitate the exchange of expertise and good practices, which will be replicable in other regions as well as encourage international exchange of knowledge and expertise on crime prevention;
- Preparing and implementing capacity building programmes, and disseminating lessons learnt in close collaboration with qualified partners from the North and the South;
- Targeting three main areas of prevention: actions aimed at groups at risk, situational prevention, and reform of the criminal justice system.

Safer Cities recognizes the crucial role for local authority in preventing violence against women by integrating a gender-based approach in its policies and programmes (sensitization campaigns, development of services and shelters and improving the city's physical environment in order to

make it safer). Safer Cities programmes also promote the partnerships between all the stakeholders concerned under the coordinating role of local government, women's groups, community, social institutions, and the police. The programme promotes deeper understanding of the phenomenon of VAW, the development of adequate tools and the documentation and exchange of practices and lessons learnt at the regional and international level.

The Safer Cities Methodology

The Safer Cities Programme follows a structured process designed to nurture local crime prevention capacities:

- *Identification and mobilisation of key partners* at the local level who can contribute effectively to the reduction and prevention of crime;
- Creation of a *local safety coalition* led by a public figure and supported by a *technical coordinator*. The technical coordinator in *partnership* with the local authority, co-ordinates, ensures continuity and focuses on strategic objectives;
- A rigorous assessment of the crime situation through a *local safety appraisal* based on institutional, informal and social research data. The appraisal seeks to identify, assess and prioritize safety problems and policies. Furthermore, it aims to generate consensus among partners. If more in-depth information is required, scientific data gathering approaches are available, such as victimization surveys, women's safety audits etc.;
- Formulation and development of a *local strategy* that includes a detailed plan of action, including responsibilities and a calendar, setting out the social, institutional and situational measures to be taken;
- Implementation of the local strategy. This includes a range of short and long-term prevention initiatives or projects, which address the causes, manifestations and fears of crime;
- Institutionalization of the participatory local crime prevention approaches through the incorporation of *safety as a cross-cutting dimension* throughout the structures of local government and the criminal justice system. This often requires institutional reform.

The Safer Cities Approach to GBV Prevention

Women's safety, addressed in Article 123 of the Habitat Agenda, guides the Safer Cities programming: It states

"Enhance women's safety in communities through the promotion of a gender perspective in crime prevention policies and programmes by increasing in those responsible for implementing those policies the knowledge and understanding of the causes, consequences and mechanisms of violence against women."

Key concepts that guide the work include:

- Women are at risk with regards to violence because of their sex.
- The hidden victimization of women in private and public spaces: violence is considered a private affair, under-reported and therefore difficult to assess the scale of the phenomenon. In public spaces as well, VAW has remained unrecognized for many years, although now a gender-based approach in some cities has been adopted.
- Invalidation of women's experiences from a statistical point of view.
- GBV cuts across social class, education, age or origin.
- There is a continuum between private and public violence and insecurity.
- Women are particularly affected by urban design choices, the organization of public services, the mix of urban functions, etc.
- Women experience a particular feeling of insecurity which can restrict their 'access' and 'use of the city'.
- Safety is also a question of participation and governance: greater involvement of women in city management is needed.

Programme Areas

Safer Cities recognizes the crucial role for local authority in preventing violence against women through the following programme areas.

1. Integrating a gender-based approach in its policies and programmes (sensitization campaigns, development of services and shelters and improving the city's physical environment in order to make it safer).
2. Contributing to a better understanding of the phenomenon of GBV and the development of adequate tools. This includes the following.

- *Collection of disaggregated data.* The involvement of gender issues in urban management policies and access to data broken down by sex and age are essential to apprehend and to modify one's response to women's particular needs with respect to city's affairs. A gender-based approach becomes a requirement if it is recognised that it is women who suffer most from insecurity - compared to their male counterpart - and that, as a result, the solutions that are good for them, are also good for everyone. However, for this approach to be viable, it must be based on the experience of the women themselves. Access to data (social, legal, police, health) based on the sex of those involved is indispensable if we want to get a true picture of the situation. Processing this data by mixing the responses from both sexes masks fundamentally different realities and gives an abbreviated image that does not match the facts, either in relation to how women live, or to how men live. A differentiated approach according to the sexes into planning programmes allows city councils to better target their actions depending on the particular needs of both men and women.
- *Violence Against Women Surveys.* Qualitative surveys on VAW can fill in the information gaps that persist on the subject because of a variety of social and cultural reasons and low reporting. The aim of such survey is not to establish what percentage of women in a given area suffer from gender-based abuse and violence but rather to identify the types of violence and abuse women suffer from, as well as the characteristics of the abusers and of the victims and victim's suggestions regarding support services, the police, the justice system, government authorities, etc. The violence against women survey assesses four types of gender-based abuse of women: (a) economic abuse, defined as coercive acts that have adverse economic implications on the woman, such as drawing money from her bank account without her consent and preventing her from earning an income; (b) physical abuse, defined as any deliberate physical assault on an individual's body that harms the recipient in any way; (c) emotional abuse, defined as any act of psychological abuse that harms an individual's integrity, freedom of expression and well-being; and, (d) sexual abuse, defined as any unwanted physical or verbal invasion of an individual's body that is sexual in nature, such as rape, harassment and incest.
- *Safety Audits and Exploratory Walks.* The Women Safety Audit is a tool based on the fact that fear of crime for women is much higher than for men. The audit involves those who are most vulnerable (i.e. women, children, the elderly, the handicapped and people from ethnic minorities) in order to detect what corrective action needs to be taken in the urban environment to make it safer for all its inhabitants. The audit consists of exploratory walks in the field by groups of 3 to 6 people, mainly women. At each specific site, participants identify where the potential for a crime is high or

where women, or others, may feel unsafe. The audits are meant to increase awareness of violence against vulnerable groups and to help decision-makers to understand how men and women experience their environments. It gives legitimacy to women's concerns and is an effective tool to build community safety.

2. Promoting partnerships between all the stakeholders concerned under the coordinating role of local government, women's groups, community, social institutions, and the police. This is a pre-condition to successful prevention programmes or strategies to fight GBV as well as the consultation and participation of women at each phase of a project or activity.
3. Promoting the documentation and exchange of practices and lessons learnt as well as Women City networks at the regional and international level and between regions. Such as the following.
 - *Training of Safer Cities Coordinators.* The Safer Cities Coordinator stimulates, supports and promotes the implementation of the Safer Cities project and approach. He or she is therefore central to the development and institutionalization of a local safety strategy.
 - *Publications.* The Programme produces documents, guidelines and policy papers on the themes of urban crime prevention. Publications have been produced such as *Violence against Women in Urban Areas* (Smaoun, 2000), *Street Children and Gangs in African Cities: Guidelines for Local Authorities* (Ochola and Dzikus, 2000).

Safer Cities in Action

Descriptions of Safer Cities Projects in the region supported by the Safer Cities Programme can be found in the Local Authorities sections of this publication. The programme has been implemented in cities in Kenya, South Africa, Tanzania, Cameroon, Côte d'Ivoire, Madagascar, Mali and Senegal in Africa. Other cities in Asia and the Pacific and Latin America also benefit from the technical assistance of the programme and shows promising results in the participating communities.



Community Mobilisation

“Community mobilisation is a strategy for involving community members in the process of defining and transforming social problems” (Transforming Communities, 1999). It involves introducing ideas, processes and concrete mechanisms within the community to raise awareness, inspire action and support positive change. In the context of gender-based violence, it is a long-term process aimed at creating social change within the community in order to change the attitudes and behaviours that perpetuate GBV. While GBV prevention is the ultimate goal, community mobilisation involves addressing root issues such as women’s low status, gender inequity and rights. This intense work within communities engages a cross section of individuals from women and men at the grassroots to leaders and local institutions (i.e., health, social welfare, police, local courts, etc.) that exist in the community. In this way, prevention of and response to GBV work in synergy. The process involves strategic thinking, building relationships within the community and strengthening the community’s capacity to respond to GBV.

Core Concepts

- Recognize and respect the community’s capacity to make positive change.
- Become aware of how the community understands the issue and build from there.
- Accept that social change is an organic process that does not always go according to plan.
- Involve a cross section of community members.
- Strengthen existing community structures, instead of establishing new ones where possible.
- Work to ensure community ownership throughout the whole process.
- Commit to working in the community over an extended period of time.

Key Practical Concerns

- Involve all stakeholders from the very beginning.
- Understand how the community leadership is organized.
- Reach out to all sectors and layers of the community.
- Take time to build personal relationships with ‘gatekeepers’.
- Use a variety of strategies and activities to reach people in many different ways.
- Strengthen capacity of communities to understand domestic violence and how it affects them.
- Carefully introduce new ideas over time.

Center for Domestic Violence Prevention Uganda

The Center for Domestic Violence Prevention (CEDOVIP) is a registered non-governmental organization that was formerly known as Domestic Violence Prevention Project, which began its work in 2000 as a partnership between the National Association of Women's Organizations in Uganda, ActionAid Uganda and Raising Voices. CEDOVIP is a pilot site for implementation of the community mobilisation approach described in the *Resource Guide*. CEDOVIP works in 22 parishes of Kawempe Division, a low-income area north of Kampala where the majority of residents live on under one dollar a day in congested communities with limited infrastructure.

Objectives

1. Mobilise communities at the grassroots to change attitudes and behaviours that perpetuate violence against women.
2. Strengthen the capacity of community leaders and professionals to change policy and practice within their community and workplace that promotes women's right to safety.
3. Advocate for change within existing community institutions to create an environment supportive of women's rights.

Programme Description

CEDOVIP's programmes are organized under three departments. Each department uses a variety of activities to reach out to and involve a cross section of community members.

Local Activism works with the community to develop local responses to the community's concerns about violence against women. 66 community volunteers (with equal numbers of women and men) were selected and are based in the community; they plan and implement activities with the support of CEDOVIP. 15 community counselors are also based in the community and they assist those who are affected by domestic violence by counseling and referring them to other institutions for assistance. Each of the community volunteers dedicates at least 5 hours a week to conducting activities in their local areas. Activities include: community dialogues, community theatre, impromptu discussions, distribution of learning materials, booklet clubs, video shows, development of various learning materials, etc. Most of these activities are held in busy places and engage a wide variety of community members. The events draw large numbers of people and are an important way of raising and keeping domestic violence on the community agenda. Domestic violence, once a hidden problem of women, is now talked about in public spaces, there is growing intolerance for violence and increased support to women experiencing violence. Men who choose violence are increasingly held accountable for their actions. Domestic violence is now seen as the community's responsibility and concrete mechanisms have been established in the community to prevent it.

Strengthening Capacity works with key stakeholders (i.e., community volunteers, police in the Family Protection Units, health care providers, social service providers, etc.) to increase their understanding of domestic violence and to take action within their personal and professional lives to support women's right to live free of violence. The department selected key professionals within existing community institutions and works with them over time through workshops, training sessions and one-on-one support as they implement activities in their places of work. Activities include sensitising their colleagues on domestic violence, improving quality of care, community education and outreach, establishing policies and protocols in their places of work that upholds women's right to non-violence, etc. This department is also responsible for supporting the ongoing training of staff members. This is a priority of CEDOVIP as we recognize that working on domestic violence with others first requires individuals to process and understand their own beliefs and attitudes about women's rights, gender and violence. Ongoing training and support also helps avoid burn out and maintains staff solidarity and morale.

Advocacy works for recognition of women's right to safety at the local and national levels and aims to inspire and support structural changes within local institutions and leadership. This department works with teachers in schools, local council leaders from the village to division levels, Christian and Muslim leaders and other relevant gatekeepers. National level advocacy is also done through participation in coalitions with other civil society organizations and organization of 16 Days of Activism activities. The advocacy department also works closely with the local and national print and electronic media. Radio programmes are broadcast in the local language to sensitise the community on the issue of domestic violence and newspaper columns are published regularly about women's rights, domestic violence and gender. The department also works closely with selected journalists and editors to improve the quality of reporting on violence and the portrayal of women in the media.

Notable Innovation

Creating Community Ownership and Meaningful Participation

- CEDOVIP selected a core group of 52 women and men from the community who were interested and committed to violence prevention and works with them closely to strengthen their capacity to carry out activities with their peers. Efforts are lead and sustained by community members, therefore, the project emerged from and grows organically from the community. The ideas and activities come from the community themselves which is more powerful and persuasive than coming from an NGO.
- Initially there was (and still remains) resistance and skepticism from some men. They felt threatened and worried that the message would 'make women big-headed'. This meant that CEDOVIP had to make special effort to reach out to men through different activities and clearly show the benefits of non-violence for men and clearly show the benefits of non-violence for men. This benefits-based approach and deliberate programming emphasized everyone's right to live free of violence. Thereby shifting the focus from blame to problem solving.
- The project emphasized the importance of collective responsibility for human rights protection instead of relying solely on the criminal justice system. While that is one alternative, the project instead emphasized the importance of community 'policing' of social norms, thus involving the whole community, not just police officers and officials.
- As the police work within such a hierarchal structure, CEDOVIP assembled a group of senior level officials from within the system. They sanction and promote the work to their 'subordinates'; this voice from above is a powerful mandate within the police system. CEDOVIP's engagement of the police is seen as an asset strengthening and improving their own work.
- It took sustained dialogue, endorsement from influential leaders and diversity of strategies to eventually break through the initial resistance of community members.
- Many leaders are supportive and have established local mechanisms to respond to GBV. It is important to work with them and support their efforts to operationalise some of the new ideas.
- Women were shy to participate in the community activities at the beginning of the project, however, CEDOVIP maintained a sustained presence in the community and committed to working there over time, trust was built and women and men began increasing their personal involvement and own commitment in the work.

Kivulini Women's Rights Organization Tanzania

Kivulini was established in 1999 by six women who felt compelled to take action to prevent the violence happening against women in the community. Kivulini works to address the root causes of gender-based violence by mobilizing the communities (young people, women and men) over an extended period of time to change attitudes and behaviours that causes violence against women. The GBV prevention work is based on *Mobilizing Communities to Prevent Domestic Violence* developed by Raising Voices and co-published by UNIFEM. The *Resource Guide* assists Kivulini in planning a community-based project that aims to facilitate individual and social change.

Objectives

1. To inspire and support communities in Mwanza region to prevent domestic violence.
2. To mobilise communities to change the attitudes and behaviour that perpetuate domestic violence.
3. To build the capacity of community leaders to understand the impact of violence against women and motivate them to initiate change within their own environments that uphold women's rights and priorities.
4. To advocate for change within existing community structures to create an environment supportive of women's rights and priorities, particularly the right to safety.
5. To improve women's socio-economic status through legal support, counseling and life skills training.

Programme Description

In the Community. Kivulini works closely with women and men through Community Action Groups, Community Volunteers, and End Violence Groups. These groups are at the forefront of the efforts and play a key role in 'getting the word out' to other women, men, community leaders, and children. There are over 300 members who take the lead in organizing and conducting community dialogues, public events, community theatre, video shows, impromptu discussions, etc. within their own streets and communities. This means that the activities have incredible reach and all the organizing and planning comes from community members themselves. These community members also track cases of violence, help women experiencing violence, conduct family mediation and refer clients to Kivulini or other relevant institutions when additional support is needed. Their goal is to create dialogue about, and action against, domestic violence. The representatives of all the groups meet monthly with Kivulini staff to plan, review, discuss challenges, problem solve and get further training. These representatives then train and support other members in the groups.

In the Institutions. Kivulini works with local institutions and local government because they hold considerable influence in the community and community members rely on them for support and assistance. They also greatly influence how an issue is thought about in the community and are 'opinion' leaders within the community. These representatives from local institutions include: community leaders (at the street and ward level), police, social welfare officers, health care providers, religious leaders, and journalists. Through seminars, policy review committees, training and community dialogues Kivulini aims to increase their conceptual understanding of gender based violence and women's rights and strengthen their capacity to better address these issues within their own workplaces. Kivulini works with the same groups over a long period of time and sees this as an important step toward creating an environment in the community that is supportive of women's rights.

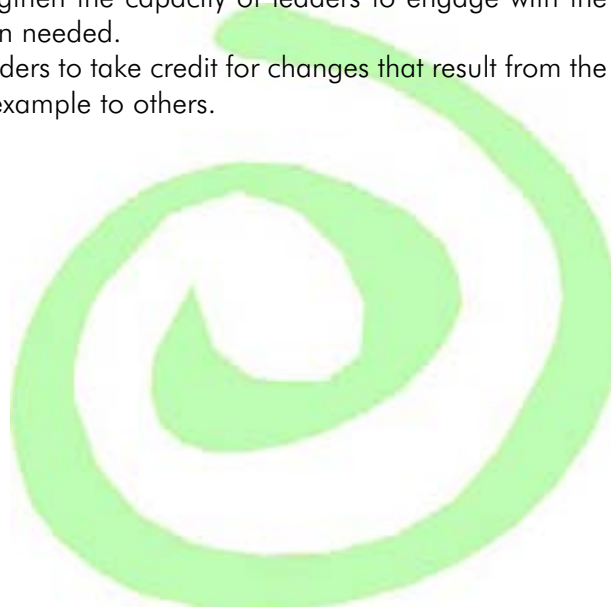
At the Centre . Recognizing that prevention efforts are not successful overnight, Kivulini also responds to the practical needs of women and families in the community through life skill training, counselling and mediation. Women and men can also access legal aid if they opt to pursue their cases in a court of law. Referrals are made to health care centers, police or social welfare department, if need be, and a Kivulini advocate often accompanies clients to provide support.

Notable Innovation

Reducing backlash through constructive engagement with community leaders

Kivulini actively engaged religious, traditional and community leaders and involved them right from the initial stages of the project. Getting them on board at the outset increased their support, meaningful involvement and participation in the domestic violence prevention efforts. Core component of the processes include the following.

- When beginning the project, Kivulini focused on identifying allies who were supportive, this helped a great deal as Kivulini was not trying to convince the most resistant and hard to reach people first.
- Creating a culturally sensitive entry point with different leaders meant appealing to the positive cultural practices and religious traditions that support the message of gender equity. This helped Kivulini avoid being unduly confrontational without compromising the core vision.
- Local leaders were involved in defining the problem, planning, implementing and monitoring activities.
- Keeping the authorities informed and involved helps create good working relationships built on trust and mutual respect.
- Creating opportunities for leaders to speak out in public fora such as community meetings or in the media builds their confidence and adds to their status in the community which is important motivation for them.
- Inviting articulate leaders to represent the community in regional or national fora to promote the communities priorities around violence prevention.
- Remembering to be strategic and to choose 'battles' carefully. Conflict certainly arose, but solid foundations built on trust and credibility helped overcome obstacles.
- Organizing trainings or meetings to strengthen the capacity of leaders to engage with the issues instead of only calling on them when needed.
- Wherever possible, allowing individual leaders to take credit for changes that result from the collective action and promote that as an example to others.



Education Center for Women in Democracy Kenya

ECWD is a national and regional NGO registered in 1993. It was founded by women who participated in Kenya's first multiparty general elections in 1992 as a civil society support organization for women in politics, public life, power and decision-making. ECWD works towards the creation of a political, social and legal environment that is receptive to women's full and equal participation.

ECWD's primary activities involve civic education around various issues concerning Kenyan women. Civic education on women's rights has been conducted through the Preventive Human Rights Education (PHRE) Programme since 1998 and awareness raising continues presently through 150 trained and active district-based Paralegal Human Rights Educators. The programme has expanded to become instrumental in creating awareness on women's rights and providing basic legal advice for victims of human rights violations, particularly gender-based violence.

The Preventive Human Rights Education programme has undergone an organic evolution since its inception in 1998. The PHRE programme has trained and deployed 227 paralegal educators in more than 20 districts in 5 provinces in Kenya. Currently, 150 paralegals are active within the programme. The PHRE programme has developed by building on existing networks of paralegals and other trained community educators.

Objectives

1. To promote the internalisation and sustainability of a culture of understanding and protection of (women's) human rights among all members of community.
2. To enhance rural women's access to justice.
3. To engage and network with institutions of governance and civil society constructively on matters of (women's) human rights
4. To build paralegals' capacity for efficient and effective community outreach.

Programme Description

Preventive Human Rights Education. Educating women and the community in general on women's rights related to GBV and how to protect and claim them. Most of our cultures in Kenya are not gender sensitive and therefore biased against women. For this reason, the violation of women's rights is commonplace and even expected. Consequently, women are prone to such abuses as rape and wife battering just because of their sex. ECWD therefore found it necessary to educate women and the community in general on women's rights and channels of redress in case they are violated. Some of the issues ECWD focuses on include rape/defilement, sexual abuse and indecent assault, domestic violence, succession and inheritance rights.

Advice to Victims. Offering legal advice to women who are victims of GBV on how to claim justice. Also has a network of paralegal lawyers who on a pro bono basis, advise and assist victims of GBV during litigation.

Economic Empowerment. Encouraging and assisting women to form small groups and initiate income generating activities. Also link such women groups to various organizations that can financially support them initiate income generating activities.

Precedent Setting. To a minimal extent, ECWD assists women who have been subjected to GBV during litigation so that their cases set precedence for the communities from which they came.

Radio Programme. 'Wewe na Haki Yako' (You and Your Rights) that discusses a range of women's rights including the right to safety.

Schools Human Rights Clubs. ECWD realized that it would be more beneficial and sustainable if human rights are understood, recognized, appreciated and protected from a young age. Additionally, children's rights are frequently being abused without notice because most children are not aware of their rights and how to protect and claim them. ECWD therefore adopted the strategy of using primary schools as an avenue to educate the children on their rights and human rights in general. Human Rights Clubs in school have been formed and ECWD helps support and manage these groups.

Notable Innovation

Strengthening capacity of stakeholders to prevent GBV

ECWD engaged a variety of stakeholders and focused on strengthening their capacity to prevent GBV. Instead of ECWD taking on the responsibility of services and advocacy, stakeholders in the community took up the issue themselves. This included the following key activities and approaches.

- ECWD uses a multi-layered strategy to reach out to a broad range of community members. This includes awareness raising, consulting key leaders, programmes in schools, multimedia campaigns, bringing many individuals from different backgrounds on board.
- Improving access to justice for women experiencing violence. ECWD helps provide legal counsel and litigation assistance through a paralegal network of lawyers. This way, many more women felt they could speak out against GBV and receive assistance.
- Engaging institutions of governance and civil society constructively on matters on women's human rights.
- Working with relevant ministries to revise the national education curriculum to include human rights education. This captures the imagination of young people who are still forming their ideas and perspectives.
- Ongoing training and support of paralegal volunteers whom then act as resource persons in their community for GBV prevention. This involved developing a clear Memorandum of Understanding that articulates commitments expectations of each party.
- Ensuring women's access and participation in all capacity building activities.
- Training allies to take the message of GBV prevention to their own community.
- Monitoring and documenting progress on a regular basis to learn from ongoing experience.



Community Mobilisation Lessons Learned

Community Mobilisation is complex undertaking . Activists need to recognize that comprehensive solutions need to be sought if meaningful impact is to occur. In this way, community mobilisation is better understood as the overall programme rather than one strategy within a programme.

Delineate between awareness raising and community mobilisation. The latter is broader and has a longer-term objective while the former can be one-off campaigns or a single-issue focus. Community mobilisation also recognizes the importance of moving beyond awareness raising to action and ensuring the sustainability of the new actions.

Be aware of what you are taking on. Community mobilisation can cause 'burn out' if an NGO tries to take on too much or tries to do everything itself. It might be more useful to use extensive networks of community volunteers (as shown in the programme examples above) or to network and join forces with other NGOs, Local Authorities or community-based institutions to contribute to an overall goal of the mobilisation.

Recognize the importance of local leaders . Formal and non-formal leadership structures in the community carry great influence and power. The support and action of these leaders can greatly facilitate positive change.

Mobilisation efforts must be rooted in the experiences of and lead by community members. NGOs and Local Authorities can play an important coordinating and facilitative role in community mobilisation, yet the effort itself must be owned and ultimately sustained by community members. Activist NGOs can consider playing a catalytic role of inspiring and supporting others to take action.

Aim for a comprehensive response. Avoid narrow approaches of working only with one or two stakeholder groups (i.e., women or health care workers, etc.). Connect with the bigger picture of what needs to happen for GBV to end in the community and then plan for the long term. If your organization does not have the capacity to create a comprehensive response, partner with others to create a more holistic programme.

Construct a benefits-based approach . Promote the benefits of preventing GBV instead of relying on fear of the law or negative sanctions. Convince stakeholders of the advantages of violence-free homes and communities.

Reach out to a cross section of community members. Community mobilisation requires involvement and action on the part of a wide range of community members – women and men, elders and youth, professional and non-professionals. Effective programmes attempt to engage all these groups through various strategies.



Raising Awareness

Raising awareness is an important step in the process of preventing GBV. It requires systematic development of a message, understanding of the perspective, language and culture of the intended audience, and employment of creative methodologies. An effective awareness campaign requires practical thinking and resource mobilisation to ensure that the ideas engage as many members of the intended group(s) as possible. Awareness raising activities include community theatre, dialogues, publications, fairs, marches, etc.

Core Concepts

- Create awareness that is not just a narrow message but aims to influence attitudinal change.
- Awareness efforts that strive to provoke thinking are more effective at changing behavior compared to information-based messages.
- Embed awareness efforts into broader prevention programmes.
- Creativity is essential!
- Provoke personal reflection by avoiding telling people what to think.
- Repeated exposure to new ideas is more likely to affect change than one-off activities.
- Messages that place blame alienate people, use persuasion instead.

Key Practical Concerns

- Understand the group that you aim to reach.
- Avoid giving messages and instead engage people with an idea.
- Use a language, style and tone that engages the intended audience.
- Involve groups you aim to reach in the development of ideas and implementing activities or designing materials.
- Get feedback and assess impact, be willing to reformulate and readjust approach.
- Tailor the type of awareness activity to the type of audience you intend to reach.
- Use a range of activities to raise awareness. This will reach out to more people and the ideas will reinforce each other.
- Support stakeholders to be at the forefront of awareness raising activities, this will increase ownership.

In 2001, Care International and Haben, a local NGO, developed a GBV prevention and response programme in two rural areas of the country: Gashbarka and Senafe. In Senafe, the programme targets war-affected populations which either fled conflict or remained in enemy-occupied territories during the recent war. In Gashbarka, the programme targets returnees from Sudan most of who are moving into newly established villages in remote areas. Currently, the project focuses on communities in Gashbarka, bringing the National Union of Eritrean Youth and Students (NUEYS) into the partnership.

Using a multi-sectoral, community-based approach, the project raises community awareness on gender-based violence, increases community knowledge of human rights, particularly women's understanding of their rights, and contributes to the sustainable development of appropriate responses for survivors of gender-based violence.

Objectives

1. To increase awareness of gender-based violence.
2. To train service providers to more effectively handle cases of GBV.
3. To empower women in the chosen communities to become self-supporting.

Programme Description

Raising awareness activities include culturally appropriate methods tailored to the communities such as drama and radio programmes. The methods for raising awareness were chosen based on a qualitative study conducted during the first phase of the project, and include activities that are known to be effective in the target communities for communicating health messages and reaching large populations. Activities include the following.

Drama and music. Drama volunteers play live music to attract a large audience and then perform a full-scale drama about GBV and related issues to a typical audience of three to five hundred people.

Drama and discussion. Drama volunteers perform a short, incomplete drama of less than thirty minutes to a small, same-sex audience of less than twenty people. The community workers facilitate a discussion about the drama.

Radio programmes. Ten-minute radio programmes are produced and aired every two weeks on the youth radio.

IEC materials. Leaflets and posters are produced and distributed within chosen communities. The project team determines specific messages, and distribution, if possible, coincides with presentations of drama shows containing the same messages.

Training of community service providers. The National Union of Eritrean Youth and Students (NUEYS) clinic staff and peer educators are trained on gender, gender-based violence, GBV response mechanisms, HIV/AIDS awareness (as it pertains to rape victims), crisis intervention/emergency counseling, and referral mechanisms. A vital aspect of the training is building information-sharing networks and coordination between area service providers, community workers, and formal and informal community leaders.

Empowerment of Women. The project is also introducing a new component of women's empowerment to enable women to become self-supporting by diversifying their income generating capabilities using two methods: training women in community savings and credit association (CSCA) methods and by training women in income-generating activity (IGA) methods, such as sewing and tailoring.

Notable Innovation

Increasing public dialogue on GBV within traditional communities

Violence against women is a highly sensitive subject to raise in communities in Eritrea. CARE has been effective in initiating public dialogue through community-based drama. Core components of the approach include the following.

- Drama coupled with a discussion-based follow-up activity is a powerful combination in engaging the community members.
- The story narratives have to be developed carefully, reviewed frequently for relevance and delivered in a humorous but credible manner.
- Music and singing can attract a wide range of community members whereas if they are invited to an event specifically on violence, they are likely to feel reluctant to attend.
- Skilled and flexible actors who have been sensitised on the issue of GBV can provoke meaningful dialogue without offending.
- The discussion following the drama needs to be facilitated skillfully and careful attention paid to ensure to be given to ensure that the language remains appropriate for the audience.
- It is important that audience members are not singled out for critique or shamed publicly.
- The message has to be calibrated carefully to respect local sensibilities while not compromising core messages.
- It is important to complement activities through a variety of methodologies. For example, in this case, drama was supplemented with radio shows, posters, songs and dance.



People Opposing Women Abuse (POWA) South Africa

POWA was established in 1979 by a group of volunteers with only a pager and a referral book to assist women experiencing domestic violence in the Johannesburg area. Then, in 1984, POWA opened the first shelter in South Africa for women and their children. However, due to apartheid laws, it catered mainly to white women and at times, women of color, when possible. Since the new dispensation in South Africa in 1994 the client base and staff have changed and new branches were opened to reach out to other disadvantaged communities. Historically, POWA's core activity has been counseling (telephone and face-to-face) in Gauteng Province for women experiencing domestic violence, sexual assault, rape and childhood sexual abuse (mainly incest) and telephone counseling to women in the other 8 provinces.

POWA's work has expanded over the years to include lobbying, advocacy, legal advice, sector research and consultation with government on sector issues.

Objectives

1. To conduct public awareness campaigns on GBV from small community groups to legislative bodies.
2. Civil society involvement by providing volunteer training and programme development to encourage private citizens in mobilizing around the issue of domestic violence.
3. Collaborate with government bodies to improve policy and legislation in regards to GBV such as setting up police services, housing programmes, social welfare programmes (grants, etc.) accessible to women in need, and safety programmes that prioritizes women and their children in domestic violence situations.
4. Lobbying government on provision of health programmes for survivors of rape including provision of antiretrovirals (ARV's).
5. Provide sheltering and support programmes for women and children in need of safe environments.

Programme Description

POWA's engages in both primary and secondary prevention programmes.

Public awareness campaigns

Outreach activities are conducted on a monthly basis. This includes setting up stalls in various venues from malls to government buildings.

Poster campaigns are created with governments and with 'in kind' funders. An annual review of the messages and development specific posters and banners of awareness is done.

Media campaigns publicize the services POWA offers on a regular basis. Talk shows are also conducted on community radios in the Sebokeng area (mining township) on gender-based violence.

Victim Empowerment Programmes are strengthened as each POWA office targets the police stations within their area and creates a close relationship with the Chief Commander. The Victim Empowerment Programmes within the police stations provides quality services to women experiencing violence.

School outreach with at least six schools per year within the areas POWA provides services. The programmes involve the children in workshops on GBV and encouraging them to volunteer.

Training

- Conducting gender sensitivity training with volunteers for awareness programmes, this includes corporate bodies and government including police services, departments of social welfare and the judicial systems up to magistrates.
- Providing training to incarcerated perpetrators of gender-based violence in order to deepen their understanding of power and control and GBV.

Empowerment Programmes

- Economic empowerment for women to help enable them to become financially independent and avoid having to return to abusive situations.
- Peer group counseling sessions where women examine their situation and learn how to make safer life choices.

Legal Advice

- Providing court support and preparation to women to avoid re-victimization.
- Court campaigns to ensure fair convictions

Notable Innovation

Developing partnerships for public awareness campaign

POWA has been effective in garnering the support from the for-profit sector. Through creative and deliberate partnerships, POWA succeeds in getting its ideas out to a wider audience and defrays the cost of expensive media campaigns. Key lessons learned in creating partnerships are as follows.

- Reach out to the for-profit sector, appeal to their sense of civic duty and show how their support for the campaign will improve their social standing as well as contribute positively to the community.
- In partnerships, ensure your credibility is not compromised. If you accept money from government sources, they may want to edit your message. If you get corporate sponsorship, they too might want to slant your message to suit their corporate image. It is essential to work with them to develop the messages and images and make a formal agreement that your organization will approve and sign off on all materials before they are used.
- Be strategic about who you can persuade to pay for and promote the campaign. Think beyond traditional donors and grants by considering government or corporate sponsorship.
- Use local volunteers and events to publicize your campaign. A message promoted locally by community members has implicit credibility.
- It is important to speak to your environment. The language as well as the level of sophistication of the message has to be carefully calculated with the needs of the audience and limitations of the environment.
- Choose images carefully. Ensure that that your intended audience identifies with the image.
- Develop guiding principles that enable you to judge if your campaign is woman-centric and does not contribute to the problem. Be aware of the broader politics surrounding your message.
- Use statistics credibly. Carefully check the numbers you quote and if possible refer to the source. Do not invent numbers or exaggerate the problem to get attention.
- Create inclusive messages (i.e., reach both men and women) to avoid alienating men who can be part of the solution.

SOS Femmes Mauritius

SOS Femmes is a women's NGO established in 1989 to give assistance, legal advice, support and a shelter to survivors of violence and their children. SOS Femmes symbolizes hope and courage for women in Mauritius. It is an association of women, for women, set up to protect women from gender based violence, defend and promote women's human rights, and to help build a culture of zero tolerance where non-violent values and practices prevail.

SOS Femmes prevention activities began after recognizing that while the services we were providing were important and necessary, alone, they were inadequate as they were provided most often after the violence had occurred. SOS became increasingly conscious that in addition to protecting women from violence, the organization had to become pro-active and devise ways and means to confront and challenge GBV and change traditions and cultures that condone and reinforce that violence.

Objectives

1. Protect victim-survivors.
2. Prevent and eliminate GBV within families and society.
3. Empower women and girls.
4. Change social attitudes, norms, values and traditions that perpetuate or justify GBV.

Programme Description

Media Campaigns. SOS Femmes conducts yearly public awareness campaigns to raise the issue of GBV and to maintain the visibility of the issue. Each year, a different strategy is used. For example, one year, a poster was designed to subvert the commonly held belief that men's violence is a natural and acceptable way to express masculinity. Instead of distributing posters through the regular channels, SOS Femmes organized a group of over 40 women to work at night (itself breaking a taboo) to cover the island with the posters. The island was divided up and smaller groups of women took responsibility to cover specific areas. In a country where women hardly go out alone at night, these women invented and planned strategies to enable them to carry out the job. The whole island, from the most remote village to the large towns was covered. The next morning the whole country woke up with the messages on their doorstep. Women's voices were all over the street, strong and determined. The campaign received extensive media coverage and women were greatly empowered to break the silence. SOS Femmes conducts yearly media campaigns such as the one described above to break the silence on GBV and challenge the attitudes and behaviours that perpetuate violence.

Advocacy. Lobbying for laws and policies for the elimination of GBV. SOS Femmes takes a lead in lobbying for laws and policies on the elimination of GBV. An extensive research study was conducted on domestic violence on the island in 2001 and this informs our advocacy efforts at the local and national level.



Notable Innovation

Using campaigns to create impact

SOS Femmes, through a well-planned and focused poster campaign, woke islanders up to the issue of GBV through a creative, grassroots campaign. Suggestions for effective campaigns are as follows.

- In an environment where women are silenced and systematically oppressed over a long period of time, a single dramatic protest can have a profound impact on the public imagination.
- The vehicle you choose for this 'outcry' has to be impressive and comprehensive in coverage.
- The message has to be simple yet uncompromising.
- The message has to have popular relevance. The community had deeply held views about the import of this message and as a result it provoked substantial debate.
- Make women the central protagonists. This campaign was entirely designed and executed by women, in many cases, at a considerable risk to their personal safety.
- Exploit the element of surprise. This campaign was mounted overnight and was not publicized prior to the event. Thus the shock of visual challenge ensured that it could not be deflected in silence.
- Such intense campaigns can channel energies and creativity of a broad range of women who have been forced into silence. In this case, young and old, as well as women from all races and strata of the society participated. It created a powerful platform for registering outrage in a meaningful way. It was empowering to women.
- Capitalize on the momentum. Be prepared for and fully exploit subsequent media attention to generate further discussion on GBV.

Raising Awareness Lessons Learned

Measuring impact of awareness raising activities is challenging. When a person's perception or understanding is influenced, is that an impact or does it have to manifest in behaviour change. It is difficult to measure with precision what affect an awareness raising activity has on an individual.

Don't expect attitudes or behaviours to change immediately, introducing an idea in a person's consciousness is important. Often messages are perceived without conscious awareness yet at some level it affects an individual's perspective. Furthermore, explicit statements that proclaim gender equity can affect the broader social climate and have cumulative value.

Raising awareness activities need to be creative. Campaigns are competing for mental space of an audience that is bombarded with many other ideas and messages. This means programmes need to get creative and learn a little from commercial marketing strategies.

Relying on fear or guilt to elicit long-term behaviour change is less effective. Thought-provoking, benefits-based messages are more meaningful.

Awareness raising is only the first step in a campaign to change behaviour. Awareness raising without follow-up processes to exploit the attention generated tend to have limited long-term impact.

Using various awareness strategies increases impact. Multiple messages through different activities (i.e., drama, posters, billboards, media campaigns, etc.) reach further and have more impact as ideas build on and reinforce each other.

