

PROGRAMMING TO ADDRESS  
**VIOLENCE**  
**AGAINST WOMEN**

8 CASE STUDIES  
VOLUME 2

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# DEDICATION

*This publication is dedicated to our estimable colleagues Mr. Adnane Souilah, who provided invaluable input to the Algeria case study, Mr. Kamel Sait and Mr. Mustapha Benbara all of whom tragically perished during the attack on the United Nations Offices in Algiers on the 11th of December 2007. We also recognize the courage of the survivors who have persevered in the face of adversity.*

# ACKNOWLEDGEMENTS

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Special thanks are owed to UNFPA staff in Country Offices in Indonesia, Algeria, India, Zimbabwe, Sri Lanka, Honduras, Nepal and Guatemala, who have demonstrated their commitment to combating violence against women and have taken the time to document these very important initiatives.

Thank you also to Ms. Fauvette van der Schoot for providing the English translation of the Algeria Case Study and Mr. Tomas Jimenez Araya for providing the English translation of the Guatemala Case Study.

Ms. Dina Deligiorgis and Ms. Leyla Sharafi, in the Gender, Human Rights and Culture Branch, provided key technical inputs to the publication and coordinated the writing and production process.

Ms. Christine Dinsmore and Ms. Barbara Ryan edited the publication.

# FOREWORD

It gives me great pleasure to introduce this publication, the second volume in a series which strives to provide support and inspiration to all prevention and response efforts addressing violence against women. These good practices come from our country offices, where UNFPA is committed to keeping the issue of violence against women a priority as a major human rights and health concern.

The right to live free of violence and discrimination is the right of every human being. Yet, this right is being violated on a massive and systematic scale. Violence against women continues in every part of the world, limiting social and economic progress and harming families, communities and nations.

Perhaps no other service provider has as great of an opportunity to aid women survivors of violence as health care workers. For some women, the chance to visit a health clinic may be their only hope to end the abuse. Continuing to link sexual and reproductive health services to address violence against women, including for prevention and diagnosis, counseling and referrals, is a critical strategy which must be maximized.

Over the years, we have seen significant efforts being undertaken by governments, NGOs, women's groups and other networks to address violence against women. This work by different actors has enabled a better understanding of the nature and scope of violence and of its impact on women and societies. Legal and policy frameworks for addressing such violence have been established at both the international and national levels, covering many forms of violence in the public and private spheres. Yet while progress has been made, much greater action is needed before there can be an end to the suffering.

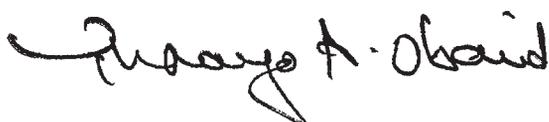
The United Nations system is committed to intensified, coordinated, and urgent action to help governments prevent, punish, and eliminate violence against women. The United Nations Secretary General recently launched the campaign *UNITE to End Violence Against Women*, while the United Nations Interagency Network on Women and Gender Equality Task Force on Violence Against Women commenced a joint programming initiative in 10 countries. The United Nations Trust Fund to Eliminate Violence Against Women began its thirteenth grantmaking year by continuing to fund innovative and catalytic projects which strive to make violence against women history.

I am proud to say that UNFPA is part of all of these efforts, including through its contribution to the interagency group—United Nations Action against Sexual Violence in Conflict—which utilizes the comparative strengths of each of its 12 United Nations agencies while encouraging them to speak with one voice on sexual violence in conflict and recovery settings. As a way forward, UNFPA will work through these mechanisms while continuing to support our national counterparts—particularly government partners, as demonstrated in the case studies in this publication.

Disseminating these good practices is one step towards sharing and learning from one another. In India and Nepal, national partners worked together to institutionalize a coordinated response to violence against women with a special focus on using the health system as an entry point. In Indonesia and Honduras police and faith based organizations were sensitized to respond adequately to end violence against women. In various countries, governments drafted and passed national legislation and policies such as the Domestic Violence Act in Zimbabwe and the National Strategy to Combat Violence Against Women throughout the Life Cycle in Algeria. In Guatemala, much progress was achieved through coordination and synergy between the national and local governments. In Sri Lanka the Government and national NGOs provided gender-responsive psychosocial support for women and communities affected by the tsunami. Throughout these efforts, UNFPA provided a strong supportive role to national governments and civil society.

I hope that these encouraging case studies provide some hope and guidance for ending impunity and the culture of silence surrounding violence against women.

I would like to especially acknowledge our country offices in Indonesia, Algeria, India, Zimbabwe, Sri Lanka, Honduras, Nepal and Guatemala as well as other colleagues for their contributions. Without them, this publication would not have been possible.



Thoraya Ahmed Obaid  
Executive Director, UNFPA

# 1

## INDONESIA: ENDING VIOLENCE AGAINST WOMEN AND KEEPING THE FAITH

*In Indonesia, women's low social status, no different than in other parts of the world, compounded by religious and traditional stereotypes about gender fuels violence against women. Shame keeps it cloaked in secrecy.*

*The concept of gender-based violence, particularly domestic violence, often does not resonate within Indonesian society, and is not readily identified even among many victims themselves. Women who do recognize themselves as survivors of violence often remain silent because of the dishonour associated with this taboo. With conservatism on the rise, a majority religious population and a culture of silence on the issue, Indonesia required deliberation and sensitivity in confronting violence against women. UNFPA recognized the need to enlist progressive religious leaders and, along with the Ministry of Women's Empowerment, joined religious communities in a pilot project that provides services and shelter for abused women.*

### BACKGROUND

The social unrest in May 1998 during the anti-Soeharto demonstrations exacerbated violence against women with reported spikes in sexual assaults and rapes, especially of minority women.<sup>1</sup> As a result, the State and communities issued a declaration to put an end to violence against women and established the Zero Tolerance Policy. The following year, UNFPA in collaboration with the Ministry of Women's Empowerment and the United Nations Development Fund for Women (UNIFEM) endorsed 'Strengthening of Partnership between the Government and Non-governmental Organizations for the Management of Elimination of Violence against Women' under the Fifth UNFPA Country Programme of Assistance for Indonesia (1995-2000). This initiative established the first hospital-based women's crisis centre at Cipto Mangunkusumo Hospital in Jakarta. It also identified potential community-based (including faith-based) crisis centres for the prevention and treatment of violence against women.

The groundwork for ending gender-based violence was further solidified when UNFPA and the Ministry for Women's Empowerment collaborated to form the Interagency Network for the Prevention and Management of Violence against Women at Central and Local Levels, referred to as the 'VAW' project. Initially it was to be administered by three partners<sup>2</sup> in all areas covered by the Sixth UNFPA Country Programme of Assistance (2001-2005).

But obstacles both big and small impeded the original initiative. Promised funding did not materialize. Meetings and discussions with potential substitute donors proved fruitless. Some potential partners turned their attention away from issues pertaining to violence against women and instead focused on the promotion of democracy or response to and prevention of escalating acts of terrorism.

Despite these and other constraints, the Ministry of Women's Empowerment and UNFPA forged ahead to launch a modified programme with Puan Amal

<sup>1</sup> Office of the United Nations High Commissioner for Human Rights, *Integration of the Human Rights of Women and Gender Perspective: Violence against Women. Report of the Special Rapporteur on violence against women, its causes, and consequences, Ms. Radhika Coomaraswamy*, 11 January 1999.

<sup>2</sup> The National Commission for the Elimination of Violence Against Women and two nongovernmental organizations Rifka Annisa and Puan Amal Hayati were the projected implementing partners.

Hayati, a Muslim women's organization. Its role proved to be particularly advantageous with the escalation of assaults on women couched in religious doctrine.

Conservative dictates occurred throughout Indonesia. The *shari'ah* (Islamic law) in Nanggroe Aceh Darussalam compelled women to wear *jilbab* (headscarf). In Yogyakarta, young men from certain Islamic political parties conducted 'sweeps' of women who went out at night. And curfews for women were enforced in Padang (West Sumatera) and Makassar (South Sulawesi) where women were allowed out only if they were accompanied by *mahram* (close male relatives).<sup>3</sup>

Puan Amal Hayati emerged in response to escalating violence against women. UNFPA solicited the help of then first lady of Indonesia Madam Sinta Nuriyah, a prominent Islamic leader and women's activist, to strategize ways to put an end to these incidents. After the initial meeting, she along with other progressive Muslim feminists and intellectuals created Puan Amal Hayati with the main objective to work with Islamic boarding schools - *pesantren* - to empower women, prevent violence against women and provide services for survivors.

## IMPLEMENTATION

Building an initiative to protect women from violence required heavy lifting. Challenges arose from the onset. First, the notion of community-based services for survivors of violence against women was a relatively new concept in Indonesia. Additionally, collaboration between government institutions and non-governmental organizations (NGOs) on this issue was rare.

The original plan was to establish a programme with civil society organizations to provide community-based services in the areas covered by UNFPA's Country Programme of Assistance. For nearly three years, ongoing negotiations were conducted with po-

on track, the initiative utilized a grassroots approach to develop services for the prevention and treatment of violence against women in selected pilot sites. This was the first time that a faith-based organization - Puan Amal Hayati - was dedicated to both eradicating violence against women and providing services through the use of Islamic teachings and values. While there are successful initiatives in Indonesia that are implemented by secular organizations, reshaping this partnership from a broader range of community-based organizations to solely faith-based organizations proved to be auspicious and strategic, especially in response to the changes in public administration and new laws.

With the downfall of the Soeharto regime came a decentralized system of governance. A new law on decentralization<sup>4</sup> opened the window for local values and traditions to take root, which often translated into patriarchal values and *shari'ah*. Pressure from conservative Islamic groups and the enactment of this new law made *shari'ah* the overarching influence in many local administrations and districts.

Several human rights organizations reported that proposed local regulations often identified women as the source of community problems and required women's activities and spheres of influence to be regulated by local government. Many ordinances in the name of *shari'ah* enforced segregation between men and women, limited women's involvement in the public domain and ultimately decreased their political power and civil liberties.

### *Locating a haven*

While there are various faith-based institutions, such as mosques, Qur'anic recital groups and imam organizations, *pesantrens* were seen to be most effective in addressing violence against women because they are traditional Islamic institutions deeply rooted within the Indonesian society. They exist in

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