

WORKING PAPER

MULTISECTORAL  
COORDINATION FOR  
SERVICE DELIVERY TO  
WOMEN SURVIVORS  
OF VIOLENCE  
IN EUROPE AND  
CENTRAL ASIA:

**LESSONS FROM GRANTEES FUNDED BY THE UN TRUST  
FUND TO END VIOLENCE AGAINST WOMEN**

FEBRUARY 2017

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# ABOUT THE UN TRUST FUND TO END VIOLENCE AGAINST WOMEN

The UN Trust Fund to End Violence against Women (UN Trust Fund) is a global multilateral grant-making mechanism dedicated to supporting efforts to prevent and end violence against women and girls. Established in 1996 by United Nations (UN) General Assembly Resolution 50/166, it is managed by the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women) on behalf of the UN System. Since its establishment in 1996 by UN General Assembly [resolution 50/166](#), until end 2016, the UN Trust Fund had awarded US\$116 million to 426 initiatives in 136 countries and territories. UN

Trust Fund funded projects seek to impact the lives of women and girls by their access to multisectoral services, by increasing the effectiveness of legislation, policies, national action plans and accountability systems that address violence against women and girls, and by changing practices, behaviors and attitudes for a prevention thereof. Per the decision of its Global Programme Advisory Committee, since 2017, the UN Trust Fund exclusively awards grants to Civil Society Organizations (CSOs). For further information about this publication or the UN Trust Fund please contact [untf-evaw@unwomen.org](mailto:untf-evaw@unwomen.org).

# ACKNOWLEDGMENTS

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A special acknowledgement is due to external consultants Cheryl A. Thomas and Helen Rubenstein, who co-authored sections of this report and generously shared their expertise and insights based upon their decades-long experience in strengthening and reshaping response systems to recognize the needs of women and girl survivors of violence. This brief was co-authored by:

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# LIST OF ABBREVIATIONS AND ACRONYMS

<b>CEDAW</b>	The Convention on the Elimination of All Forms of Discrimination against Women
<b>CSO</b>	Civil society organization
<b>ECA</b>	Europe and Central Asia
<b>EVAW/G</b>	Ending violence against women and girls
<b>GEM</b>	Gender Equality Mechanism
<b>Istanbul Convention</b>	Council of Europe Convention on preventing and combating violence against women and domestic violence (CETS No. 210)
<b>MoU</b>	Memorandum of Agreement
<b>UNCT</b>	United Nations Country Team
<b>UNDP</b>	United Nations Development Programme
<b>UNFPA</b>	United Nations Population Fund
<b>UNODOC</b>	United Nations Office on Drugs and Crime (UNODC)
<b>UN Trust Fund</b>	UN Trust Fund to End Violence against Women
<b>VAW/G</b>	Violence against women and girls
<b>WHO</b>	World Health Organization
<b>WRO</b>	Women's rights organization

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# 1. INTRODUCTION

This brief collects findings and lessons learned that emerged from practice and expertise of civil society and women's rights organisations supported by the UN Trust Fund to End Violence Against Women (UN Trust Fund) (here after referred to as "grantees") in initiating, running and scaling up multisectoral coordination approaches and mechanisms for service delivery for women and girl survivors of violence in the Europe and Central Asia (ECA) region. It brings together the lessons from the UN Trust Fund supported projects in the region in the period 2007-2016 alongside some reflections from the work of UN Country Teams' and other partners in the region and lessons under UN Women's Flagship Programme *Essential Services Package for Women and Girls Subject to Violence: Core Elements and Quality Guidelines*.<sup>1</sup>

The UN Trust Fund made a commitment in its Strategic Plan 2015-2020<sup>2</sup> to contribute to expanding the knowledge and evidence base on 'how to' prevent and respond to violence against women and girls (VAW/G) with the objective to capitalize on the wealth of evidence and experience generated by practitioners supported by the UN Trust Fund, ranging from civil society organizations (CSOs), government partners and UN Country Teams (UNCTs).

UN Trust Fund grantees are predominantly women's rights organizations (WROs), many of whom are providers of specialist support services to women survivors of violence. This brief, therefore, is dominantly focused on the role of specialist support service providers. An independent meta-analysis commissioned by the UN Trust Fund and completed in 2016 found that Trust Fund grantees excel in delivering results in the provision of specialist support services.<sup>3</sup> The Trust Fund is uniquely positioned to recognize and validate the importance of WROs in the multisectoral coordination model.

The purpose of this brief is to inform the UN Trust Fund's approach to knowledge co-creation and feed the findings back into the ending violence against women and girls (EVAW/G) ecosystem to inform partners' approaches to setting up and running multi-sectoral coordination mechanisms for effective service delivery to women and girl survivors of violence.

The experiences reflected in this paper were collected through an interactive process of collaborative inquiry in 2016, including a knowledge exchange event held in Sarajevo, Bosnia and Herzegovina, in October 2016. The results of this collective effort demonstrates that WROs specializing in ending violence a and girls (EVAW/G) must have a central role in the multisectoral coordination model in order for it to be effective in delivering services to women survivors of violence that meet their needs.

This publication begins by explaining the importance of multisectoral coordination in service delivery in the context of international, regional and national commitments and frameworks to prevent and end violence against women and girls. It then moves on to the expert insights and specific experiences of UN Trust Fund grantees and ends with recommendations and guidance for governments, agencies and organizations working in the field of multisectoral coordination in service delivery to end violence against women and girls.

- 1 UN Women, UNFPA, WHO, UNDP, UNODC: *Essential Services Package for Women and Girls Subject to Violence: Core Elements and Quality Guidelines*, (2015). Available at <http://www.unwomen.org/en/digital-library/publications/2015/12/essential-services-package-for-women-and-girls-subject-to-violence>
- 2 UN Trust Fund to End Violence against Women, *Strategic Plan 2015-2020* <https://untf.unwomen.org/en/digital-library/publications/2015/09/un-trust-fund-strategic-plan-2015-2020>
- 3 Foster, J. (2016) *UN Trust Fund to End Violence against Women Meta-Analysis Report*, <https://untf.unwomen.org/en/digital-library/publications/2016/08/un-trust-fund-to-end-violence-against-women-meta-analysis-report>

# 2. BACKGROUND

## About the Trust Fund to End Violence against Women

The UN Trust Fund awards grants to demand-driven initiatives that aim to reduced and, with persistence, eliminate violence against women and girls. Since its creation in 1996, the UN Trust Fund has awarded US\$116 million to 426 initiatives in 136 countries and territories.<sup>4</sup> Its active portfolio in 2016 comprised 111 grants totalling US\$57 million operating in 76 countries and territories. Established by UN General Assembly resolution 50/166 and administered by UN Women on behalf of the UN System, the UN Trust Fund provides grants and support to CSOs, governments and UNCTs to:

1. prevent violence against women and girls by empowering groups especially at risk of violence, including adolescent girls and indigenous or ethnic minority women, and engaging strategically with boys and men as well as traditional and faith-based leaders to prevent violence;
2. improve access to services, such as legal assistance, psychosocial counselling and healthcare, by increasing the capacity of service providers to respond effectively to the needs of women and girls affected by violence;
3. strengthen the implementation of laws, policies and action plans on violence against women and girls through data collection and analysis and by ensuring that institutions are more effective, transparent and accountable in addressing violence against women.

The UN Trust Fund's 2015-2020 Strategic Plan is structured under three pillars:

- Giving grants
- Collecting evidence of results and learning lessons
- Global advocacy to end violence against women and girls

Under the second pillar the UN Trust Fund has a commitment to collect, analyse and disseminate useful lessons from the evaluated projects that can inform

EVAW/G policy and programming. This in turn will contribute evidence that supports advocacy efforts by building a case for increased investment in EVAW/G. The brief presents the first endeavour under the new Strategic Plan to facilitate practice-informed knowledge exchange and present the collective learnings of the UN Trust Fund grantees.

## About the knowledge exchange process and methodology

The knowledge exchange among participants has been a year-long, participatory process with the overall objective of sharing learning and co-creating knowledge from practice through the mutually recognized expertise of three types of key stakeholders: the grantees, evaluation experts and UN Trust Fund Secretariat. The process evolved through five phases of collaborative inquiry and facilitated peer exchange.

In the inception phase, the UN Trust Fund Secretariat analysed the portfolio of projects in the Europe and Central Asia (ECA) region over the last 20 years and identified 19 grantees<sup>5</sup> whose work focused on multisectoral coordination of services. The UN Trust Fund Secretariat limited invitations to organizations that fulfilled two basic criteria:

1. they were recipients of a grant between 2007 and 2016; and
2. they implemented projects focused on multisectoral coordination mechanisms and/or approaches to service delivery for women survivors of violence.

Of the 19 grantees identified, 16 were selected and engaged actively in the process:

- 11 Civil Society Organisations (CSOs) s;
- 2 governments at sub-national regional level; and
- 3 UN Country Teams (UNCTs).

They were from the following countries and territories: Albania, Armenia, Belarus, Bosnia and Herzegovina, Croatia, Georgia, Kosovo (UN Administered Territory under UNSCR 1244), Serbia, Tajikistan and Ukraine.

<sup>4</sup> See more at: <http://www.unwomen.org/en/trust-funds/un-trust-fund-to-end-violence-against-women#sthash.W7IKuMDH.dpuf>

<sup>5</sup> Both closed and ongoing projects.

In order to ensure ownership of the knowledge co-production process, grantees were requested to provide a written contribution on lessons learned in setting up, running and scaling up multisectoral coordination mechanisms for service delivery to survivors at the local, sub-national regional and national levels. To complement grantees' insights and perspectives the UN Trust Fund commissioned an independent meta-analysis of project evaluations from 13 closed grants<sup>6</sup> working in ECA region related to the topic, 10 of which were involved in the later peer exchange. This allowed the UN Trust Fund team to conduct a comparative analysis of various grantees' experiences and the evaluators findings in order to identify commonalities and differences as an entry point for a more substantive, in-depth discussion during the knowledge exchange event.

A three-day knowledge exchange event took place between 12 and 14 October 2016 in Sarajevo, Bosnia and Herzegovina<sup>7</sup>. The event was co-hosted by the UN Trust Fund and the UNCT in Bosnia and Herzegovina including UN Women's Country Office. The workshop gathered representatives from 16 UN Trust Fund grantees and local partners from central government and gender equality mechanisms of Bosnia and Herzegovina, as well as donors and partners interested in pursuing the agenda of ending violence against women in the ECA region. This allowed space for active knowledge exchange based on expert analysis and practice-based self-reflection. By the end of the event, participants had documented lessons learned and developed individual and organizational action plans for implementing ideas and knowledge collected throughout the process.

The final stage of knowledge production consisted in systematizing the inputs, data, insights and contributions collected in a working paper. The findings are intended to inform and inspire planning and design of programmes and policies in this area.

The process was rooted in conviction that the encounter of diverse experiences, perspectives, insights and expertise is an enabler for learning, while the co-production and co-ownership of the process increases chances that the knowledge gained will be applied by partners.

The UN Trust Fund is well positioned to facilitate dialogue and relationship building between practitioners, researchers, policy makers, institutional representatives and activists, with the aim of linking individual, organizational and field learning in a mutually enabling manner. By doing this, UN Trust Fund aims to improve its own approach to EAW/G to respond more effectively to the needs of partners and contribute lessons from the practice that can be used by all interested parties to inform their further programming and policy making processes.

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6 A mandatory independent final external evaluation requirement was introduced in Trust Fund's practice in 2010.

7 Note of this event: <https://unf.unwomen.org/en/news-and-events/stories/2016/10/eca-knowledge-exchange-event>

# 3. INTERNATIONAL STANDARDS RELEVANT TO MULTISECTORAL COORDINATION IN SERVICE DELIVERY TO SURVIVORS

Violence against women and girls is a pervasive human rights violation, with one in three women globally having experienced physical and/or sexual violence by an intimate partner in her lifetime.<sup>8</sup> Violence has significant short and long-term consequences on women and girls' well-being and health and hampers their educational achievement and economic productivity. Furthermore, it has detrimental impacts on children, other family members and whole communities and has serious cost implications and consequences for society as a whole. EVAW/G is firmly rooted in the 2030 Agenda for Sustainable Development under Sustainable Development Goal 5 and Target 5.2, which recognizes that VAW/G is a barrier to the achievement of gender equality and women's empowerment. EVAW/G will make a crucial contribution not only to progress towards achieving Sustainable Development Goal 5, but across all the sustainable goals and targets.

To eliminate the many different forms of violence requires a multi-disciplinary approach with effective coordination among the different actors. This type of approach must include comprehensive multisectoral and mutually enabling prevention strategies that

address the root causes of violence. At the same time, developing and improving access to essential comprehensive and quality healthcare, justice and policing and psychosocial services can mitigate the consequences for women and girls as well as their families and communities and help break cycles of violence. This is critically important as most national studies on the extent of violence against women and girls indicate that the majority of women do not report their experiences to formal services.<sup>9</sup> Their reluctance to seek help may be linked to the widespread normalization and social acceptance of violence against women. It may also be due to the fact that services are unavailable, inaccessible or not meeting the needs of survivors.

## United Nations on multisectoral coordination to EVAW/G

General Recommendation No. 19 (1992) on violence against women of the Committee on the Elimination of Discrimination against Women<sup>10</sup> confirmed that gender-based violence is discrimination within the meaning of Article 1 of the Convention on the

8 United Nations Department of Economic and Social Affairs, *The World's Women 2015: Trends and Statistics*. Available at [http://unstats.un.org/unsd/gender/downloads/WorldsWomen2015\\_report.pdf](http://unstats.un.org/unsd/gender/downloads/WorldsWomen2015_report.pdf)

9 According to *The World's Women 2015: Trends and Statistics*, in the majority of countries with available data, only 40 per cent of women seek help of any sort. Among those who do, most look to family and friends and very few look to formal institutions and mechanisms, such as health and police services. Less than 10 per cent of those women seeking help after experiencing violence, seek help from the police. See [http://unstats.un.org/unsd/gender/downloads/WorldsWomen2015\\_report.pdf](http://unstats.un.org/unsd/gender/downloads/WorldsWomen2015_report.pdf)

10 General Recommendation No. 19 (11th session, 1992), Violence against women. Available at <http://www.un.org/womenwatch/daw/cedaw/recommendations/recomm.htm#recom19>

Elimination of All Forms of Discrimination against Women (CEDAW). The United Nations Declaration on the Elimination of violence against women (1993) identified three main contexts where violence against women occurs; namely, violence in the family, violence in the general community and violence perpetrated or condoned by the State. It also highlighted that such violence can take physical, sexual and psychological forms.

Policy documents such as the Beijing Platform for Action adopted at the Fourth World Conference on Women (1995), the outcome document of the twenty-third special session of the General Assembly of June 2000 (entitled “Women 2000: gender equality, development and peace for the twenty-first century), and various other United Nations resolutions and outcomes elaborated further the forms of violence against women, sites where it takes place and actions to combat and prevent its occurrence. These documents also highlight the ways in which violence against women intersects with, and impacts on, other aspects of women’s well-being and their enjoyment of their human rights.

The UN Secretary General’s *In-depth study on violence against women* (2006) identified coordination and multi-agency work as one of the most efficient and promising practices to be further developed and implemented in order to create service provision that is responsive to survivors’ needs:

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**“Inter-agency cooperation and coordination in service provision constitutes a good practice, since the creation of services and support for victims and sanctions for perpetrators requires the interlinking of a number of agencies and services. Women victims/survivors often face a range of practical issues, involving criminal and civil law, as well as housing and employment related matters.”<sup>11</sup>**

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The Commission on the Status of Women concluded in the 57<sup>th</sup> session dedicated to Elimination and prevention of all forms of violence against women and girls in 2013 that the efforts should be directed to “C. *Strengthening multisectoral services, programmes and responses to violence against women and girls... including specialist services... State and independent women’s shelters and counselling centres, 24-hour hotlines, social aid services, one-stop crisis centres*”.<sup>12</sup>

The United Nations’ updated Model Strategies and Practical Measures on the Elimination of Violence against Women in the Field of Crime Prevention and Criminal Justice also contains guidance on multi-sectoral cooperation among providers of services to women survivors of violence.<sup>13</sup> This global instrument, adopted in 2010 by the General Assembly by consensus of all UN Member States, recognizes the importance of a systematic, comprehensive, coordinated, multisectoral and sustained approach to ending VAW/G and urges Member States and other relevant stakeholders to adopt this approach.

There has also been extensive commitment by the international community to eliminate and prevent VAW/G at the regional level, resulting in crucial regional instruments on EVAW/G, such as the Belem do Para Convention<sup>14</sup> in Latin America, the Maputo Protocol<sup>15</sup> in Africa and the Association of Southeast Asian Nations (ASEAN) Human Rights Declaration.

Given the fact that the knowledge exchange endeavour focused on the ECA region, the Istanbul Convention is of particular importance.

## Council of Europe on multisectoral coordination to EVAW/G

The Council of Europe, as one of the most influential international human rights organizations in the ECA region, made a step forward in improving the international legislative framework on EVAW/G by adopting a legally binding convention, the Convention on Preventing and Combating Violence

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11 The Secretary -General’s *In-depth study on violence against women*, mandated by General Assembly resolution 58/185, was prepared by the Division for the Advancement of Women of the Department of Economic and Social Affairs of the United Nations Secretariat in 2006 (A/61/122/Add. 1); reprinted by UN Women in 2013, p. 120.

12 E/2013/27 – E/CN.6/2013/11, para (ddd). From [http://www.un.org/womenwatch/daw/csw/csw57/CSW57\\_agreed\\_conclusions\\_advance\\_unedited\\_version\\_18\\_March\\_2013.pdf](http://www.un.org/womenwatch/daw/csw/csw57/CSW57_agreed_conclusions_advance_unedited_version_18_March_2013.pdf)

13 A/Res/65/228, annex.

14 Full text available at: <http://www.oas.org/juridico/spanish/tratados/a-61.html>

15 Full text available at: <http://www.achpr.org/instruments/women-protocol/>

Against Women and Domestic Violence (Istanbul Convention).<sup>16</sup> The Istanbul Convention entered into force on 1 August 2014 and promptly became the guiding legal instrument for policy and legislative advancements, as well as for directing service provision development in the region.

The Istanbul Convention explicitly references coordination in several provisions:

- *Comprehensive and coordinated policies.* (1) Parties shall take the necessary legislative and other measures to adopt and implement Statewide effective, comprehensive and coordinated policies encompassing all relevant measures to prevent and combat all forms of violence covered by the scope of this Convention and offer a holistic response to violence against women.<sup>17</sup>
- *Financial resources.* Parties shall allocate appropriate financial and human resources for the adequate implementation of integrated policies, measures and programmes to prevent and combat all forms of violence covered by the scope of this Convention, including those carried out by non-governmental organizations and civil society.<sup>18</sup>
- *Coordinating body.* (1) Parties shall designate or establish one or more official bodies responsible for the co-ordination, implementation, monitoring and evaluation of policies and measures to prevent and combat all forms of violence covered by this Convention. These bodies shall co-ordinate the collection of data as referred to in Article 11, analyse and disseminate its results.<sup>19</sup>

The Council of Europe's Training Manual "Effective Multi-Agency Co-operation for Preventing and Combating Domestic Violence"<sup>20</sup> elaborates on these guiding principles with regard to multisectoral coordination and cooperation, as follows:

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*"The Convention addresses the need to co-ordinate measures and to implement them by way of effective co-operation among all relevant actors playing a role in preventing and combating*

*violence against women and domestic violence (Article 7, paragraph 2). More specifically, the Convention requires that in providing support to victims and witnesses, states parties must provide for effective co-operation between all relevant state agencies, including the judiciary, public prosecutors, law enforcement agencies, local and regional authorities as well as non-governmental organizations (NGOs) and other relevant organizations and entities (Article 18, paragraph 2). It also recognizes the work and expertise of NGOs in this field and asks states parties to co-operate effectively with these organizations (Article 9). The issues of risk assessment and risk management, the need for coordinated safety and support measures, and for regular training on multi-agency co-operation are addressed in Articles 15 and 51."*

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## National legislative and policy frameworks for multisectoral coordination to EAW/G

States that have ratified the Istanbul Convention are expected to align national legislation with the requirements of this legally binding instrument. In some cases, national laws in the target countries prescribe a coordinated response to VAW/G, which is an essential foundation for effective multisectoral coordination at different levels (national, regional and local).

The requirement to provide coordinated responses outlined in laws and/or bylaws should be complemented by comprehensive national EAW/G strategies, policies and action plans and effective multisectoral coordination. These should also provide for training of service providers, inform service demanders and put in place quality controls. To support and effectively implement coordinated responses to VAW/G, States should have specific provisions designed to respond to VAW/G not only in criminal laws, such as articles

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16 Full text available at: <https://rm.coe.int/CoERMPublicCommonSearchServices/DisplayDCTMContent?documentId=090000168046031c>

17 Article 7 of the Council of Europe Convention on Preventing and Combating Violence Against Women and Domestic Violence

18 Article 8 of the Council of Europe Convention on Preventing and Combating Violence Against Women and Domestic Violence

19 Article 10 of the Council of Europe Convention on Preventing and Combating Violence Against Women and Domestic Violence

20 Full text available at: <https://rm.coe.int/CoERMPublicCommonSearchServices/DisplayDCTMContent?documentId=0900001680595b8f> published in September 2015.

defining specific criminal acts involving VAWG and enhanced penalties for these acts, but also have laws in place which provide for gender equality in marriage, divorce, property rights and child custody. Furthermore, administrative laws and processes for survivors should be women and child-centred.

Laws should include funding mechanisms for all aspects of the response to VAW/G, such as shelters and other specialist support services for survivors, and for specific efforts to coordinate responses and services. Coordination should include and, in some cases be led by, specialized civil society organizations that directly serve survivors because they are often best placed to know survivors' needs. This leadership role should be recognized, acknowledged, embraced and, where appropriate, financially supported by States.

## UN Women and UN Trust Fund's approach to multisectoral coordination to EAW/G

Despite the significant advances made in terms of setting international and national standards through legislation and policies, we are still witnessing insufficient and inadequate service provision to address the needs of women survivors of violence.

To improve the quality of and access to essential multisectoral services, in 2013, UN Women the United Nations Population Fund (UNFPA) established the Global Programme on Essential Services for Women and Girls Subject to Violence<sup>21</sup>. This initiative seeks to fill the gap between the agreements made at the international level for responding to VAW/G, which stresses the need for access to quality services for survivors, and country level activity by providing technical guidance on how to develop quality services and responses. It is being undertaken in partnership with other UN agencies, the World Health Organization (WHO), the United Nations Office on Drugs and Crime (UNODC) and the UNDP.

The multi-year (five-year) programme involves the following steps:

1. reaching global agreement on the core set of essential services and responses required to respond to VAW/G;
2. the development and/or adaptation of the standards and/or guidelines for the provision of services;
3. the provision of technical assistance, including guidance for the implementation of standards, and capacity building for service providers; and
4. the identification of countries to serve as pilot sites for how the standards might be implemented in different contexts.

In 2015, the *Essential Services Package for Women and Girls Subject to Violence: Core Elements and Quality Guidelines*<sup>22</sup> was released by the five UN agencies. It identifies the most critical services to be provided by the health, social services, police and justice sectors along with quality guidelines for the core elements of each essential service. It also includes guidelines for the coordination of essential services and the governance of coordination processes and mechanisms.

The UN Trust Fund, as a unique global grant-making mechanism exclusively dedicated to EAW/G, is responding to the international legislative framework set out above by funding projects that directly set up, implement, improve and monitor multisectoral coordination approaches in service delivery. Given that it can only finance a small sub-set of the many applications for funding received each year with this focus, its extensive and thorough selection process is guided by the international frameworks, commitments and best practices noted above.

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22 UN Women, UNFPA, WHO, UNDP and UNODC "Essential services package for women and girls subject to violence" <https://www.unwomen.org/sites/default/files/Headquarters/Attachments/Sections/Library/Publications/2015/Essential-Services-Package-en.pdf>

# 4. PRACTICES IN CONTEXT: UN TRUST FUND GRANTEEES' PERSPECTIVES

Interventions supported by the UN Trust Fund are demand-driven and relevant to the local context and survivors' needs in the territory of implementation. The UN Trust Fund provides capacity building in various forms, including technical and expert assistance on project management, monitoring and evaluation (baseline, end-line and evaluation reports have been mandatory since 2010) to support production of tangible evidence on effective grassroots ERAW/G programming.

This section presents an analysis of the UN Trust Fund grantees' written contributions<sup>23</sup> and lessons learned in setting up, running and scaling up the multisectoral coordination mechanisms for effective service delivery to survivors of violence in the ECA region. It provides an overview of the commonalities and differences each grantee type (CSOs, governments, UNCTs) has encountered in terms of contextual challenges and approaches designed to address them. This analysis informed the knowledge exchange workshop and enabled framing the discussion around identified themes.

## Commonalities in context

The grantees were found to share many commonalities across context and setting, against the following four categories: (1) general socio-political context, (2) institutional arrangements of gender equality mechanisms (3) international commitments in the field of ERAW/G and (4) the environment and space for civic action for women's rights organizations.

The 16 grantees work in countries/territories that share historical and institutional memories of the socialist order, including the inheritance of gained socio-economic rights for women and a predominant political discourse of equality for all. However, many

countries of the region have been affected in recent history by conflicts and political turmoil, generating significant setbacks to gained rights. Under the pressure of re-traditionalization trends, the grantees highlighted a tendency towards further radicalization of public discourse, the rise of ultra-right wing and anti-gender movements leading to shrinking of civic spaces for action and affecting their ability to operate.

Most of the countries where the grantees operate have recently established gender equality mechanisms (GEMs) at national, sub-regional and local levels (see Appendix I). National gender equality machinery plays a key role in governments' prioritization of GEWE and ERAW/G agenda. In the contexts where GEMs are yet to gain full institutional stability, the CSOs see their role in advocating for GEMs to take on responsibilities of setting up ERAW/G coordinating mechanisms at central, regional and local levels, while recognizing that limited implementation capacities may remain a structural challenge if not resourced.

All the grantees work in countries that are state parties to CEDAW and report more or less regularly to the CEDAW Committee. Many of the participating CSOs have provided inputs to CEDAW Shadow reports. The Istanbul Convention has provided a strong push for setting up and running multisectoral cooperation mechanisms. Among the participating States: six have signed the Istanbul Convention and three have ratified it.

<sup>23</sup> For the full list of Trust Fund grantees that provided written contributions, see Appendix III.

## Common challenges in EVAW/G

In many of the represented countries and territories<sup>24</sup> ending VAW/G hasn't been in the public eye until recently. It has increasingly come to fore over the past 20 years, in most cases thanks to the efforts of the feminist movements that shed light on domestic violence. Consequently, in many of the countries the form of VAW/G that first received attention was domestic and intimate partner violence. Other common challenges identified in grantees' written contributions include:

- High prevalence rates of VAW/G. However, a number of countries are yet to conduct their first national prevalence study, which remains an impeding factor for informed policy making and effective advocacy for the EVAW/G agenda.
- Lack of publicly available administrative data on VAW/G (in each of the sectors). In some cases, data on VAW/G is not collected due to lack of legislative provisions to secure collection of administrative data on VAW/G.
- VAW/G was recognized in penal code only recently and mainly as domestic violence, while other forms of VAW/G remain legally unrecognized. Consequently, general service providers (healthcare, law enforcement, social protection services, justice) often do not recognize VAW/G to be part of their mandate.
- Insufficient availability and accessibility of specialist support services (e.g. SOS helplines, shelters, rape crisis centres etc.).
- Women's Rights Organizations (WROs) are not formally or institutionally acknowledged and recognized for their expertise and specialist service provision. As a result, they do not have neither delegated authority for service provision nor regular funding allocated etc.
- Gender Equality Mechanisms (GEMs) struggle to secure funding for EVAW/G in State budgets.
- There is a certain degree of distrust between natural allies – women's rights organizations and State-run GEMs.
- There is a privileged focus on domestic and intimate partner violence over other forms of VAW/G.
- A high social tolerance of VAW/G leads to late identification and intervention by service providers. Late interventions by services results in a higher number of femicides.

## Common approaches to multisectoral coordination for service delivery

Participating grantees mapped commonalities in approaches to setting up, enhancing and running multisectoral coordination mechanisms. Most have invested efforts in defining the grounding of multisectoral coordination and governance. These efforts included, with varying degrees of success, the following strategies:

- Formalization/institutionalization of multisectoral coordination – at national (Armenia, Belarus, Serbia, Ukraine), sub-national/regional (Armenia, Bosnia and Herzegovina, Vojvodina-Serbia) and local level (Albania, Belarus, Serbia, Tajikistan,) levels – in the form of protocols, action plans, memoranda of understanding, agreements, etc.
- Advocating for the establishment of accountable governance/institutional mechanisms (through a change in the mandate or by establishing new entities at national, regional and local levels).
- Establishing referral paths and enhancing existing referral mechanisms by including new stakeholders (for example, the education system).

In the experience of many grantees, the work of established coordination mechanisms required accountability and monitoring systems to measure results through set of indicators and push for the formalization of institutional data collection protocols. The grantees, therefore, adopted the following strategies:

- Enhancing information exchange among service providers by establishing the practice of **case conferences**, regular meetings of service providers (Belarus, Serbia, Ukraine),, in some case accompanied by establishment of shared databases. (Vojvodina, Serbia).
- Improving vertical data collection and information sharing within specific sectors: from local to sub-regional and national level. (Serbia).

Without competent and sensitized professionals who are mandated to provide services and are supposed to become a functional part of the multisectoral coordination chain, efforts would remain theoretical unless there is investment in building human capital through the following strategies adopted by the grantees.

<sup>24</sup> Albania, Armenia, Belarus, Bosnia and Herzegovina, Croatia, Georgia, Kosovo-UN Administered Territory under UNSCR 1244, Serbia, Tajikistan and Ukraine.

- Strengthening capacities for service delivery in each separate sector through **specialized trainings** for specific sector service providers. (Albania, Ukraine)
- Curricula and trainings through **formal specialized educational institutions** for professionals (e.g. Judicial and Police Academy in UNCT Serbia project) and informal channels (trainings, workshops etc.)

Some grantees tested innovative approaches in order to complement and build on established coordination in local communities:

- Introducing work with perpetrators as part of a set of services to stop and prevent reoccurrence of violence (Serbia and Ukraine).
- Economic empowerment of survivors and women exposed to risk of violence through cooperation between the shelter for survivors, local and regional institutions and the private sector (Serbia).

Others sought to overcome the absence of multisectoral coordination by:

- Establishing the new professional role of paralegals to bridge the institutional gap in service provision in a challenging context (Kosovo under UNSCR 1244).

All the participating actors self-identified their role and contribution in these interventions.

**Governments (national and regional level) identified their role in:**

- Coordinating the efforts of various stakeholders (CSOs, local self-governments, international organizations etc.).
- Initiating and leading on formulation of the new policy frameworks to EVAW/G and, specifically, in establishing a multisectoral cooperation approach as mandatory in service delivery for women and girl survivors.
- Developing EVAW/G curricula for professionals and institutionalize them in professional development institutions.
- Improving and setting standards for service delivery in different sectors (healthcare, law enforcement, social protection, judiciary) separately and/or across sectors.
- Creating the conditions for formal recognition of specialist service provision delivered by CSOs/WROs (e.g. SOS standards, shelter standards etc.).

**UNCTs** (Belarus, Bosnia and Herzegovina, Serbia) identified their primary roles as to:

- Support State efforts to set up protection systems for women survivors of violence (national, sub-regional level) in line with the international standards.
- Facilitate and support exchange between the State and civil society organizations.
- Increase CSOs' capacities for providing qualified support services to be integrated in the national protection system. Advocating for CSOs to be recognized within the state-delegated social services system for domestic violence protection.
- Support in connecting different actors (e.g. linking the system for child protection with the system for protecting women from violence; connecting parts of the system that haven't yet cooperated in the field of EVAW/G etc.).
- Pilot approaches to provide evidence and build arguments for prioritization of EVAW/G.
- Support the upscaling of promising practices in EVAW/G.

**CSOs/WROs identified their primary roles as to:**

- Provide specialist support services to women and girl survivors of violence.
- Provide specialist expertise on EVAW/G, insights from the grassroots work and direct contact with women survivors to better inform general service providers' work through multisectoral coordination mechanisms.
- Ensure effective outreach to communities, especially to women from marginalized groups experiencing intersecting forms of violence (e.g. members of minority groups, women living with disabilities, HIV positive status etc.)
- Provide EVAW/G and multisectoral cooperation training to local partners: state and civil society actors.
- Advocate for policy and legal changes that address the specific needs of women and girl survivors.

# 5. RESULTS AND LESSONS LEARNED FROM UN TRUST FUND-SUPPORTED PROJECTS ON MULTISECTORAL COORDINATION

The UN Trust Fund commissioned an independent meta-analysis<sup>25</sup> of the findings of external evaluations of closed projects that focused wholly or in part on multisectoral coordination in the ECA region to inform the knowledge exchange event.

External evaluation of UN Trust Fund-supported projects became mandatory in 2010 and between then and 2016, 13 projects relating to the topic in the region have received an evaluation. Of those 13 projects, 10 were involved in a year-long knowledge sharing process through peer exchange. Analysis of the 13 evaluations showed that grantees funded by the UN Trust Fund have played an instrumental role in initiating and implementing multisectoral coordination for the delivery of services to women survivors of violence.

## Some examples of the results identified by independent, external evaluators

- **In Albania**, two projects implemented by the NGO Refleksione (the Albanian Network against Gender Violence and Trafficking) between 2007 and 2012 led to: an approved decree “On the Establishment and Functioning of a Referral Mechanism for Treatment of cases of Domestic Violence”; the adoption of proposed amendments to legal codes; improved NGO

capacity to monitor and analyse implementation of the domestic violence law; and the establishment of a network of shelters and counselling centres for survivors and women at risk.

- **In Ukraine**, the Foundation for Public Health’s project from 2011 to 2014 focusing on HIV-positive and street-involved women and girls succeeded in establishing a referral system including cooperation with law enforcement agencies and an information campaign to increase the number of clients reached by services. The evaluation reported that service providers acquired new knowledge and skills to meet clients’ needs and 60-70 per cent of the project’s clients managed to improve their living situations.
- **In Serbia**, a 2009-2013 project led by the Provincial Secretariat for Economy, Employment and Gender Equality to develop a comprehensive system to end VAW/G in AP Vojvodina significantly contributed to an improved institutional response to gender-based violence, especially among education professionals. By the end of the project 15 per cent of municipalities in AP Vojvodina had at least three different forms of cooperation functioning and at least 28 per cent of municipalities had at least one form of cooperation functioning. The capacities of partner organizations to respond to VAW/G had been strengthened and an SOS hotline for women survivors and those at risk had been established.

<sup>25</sup> The independent meta-analysis was conducted by Cheryl A. Thomas, Executive Director of Global Rights for Women and Helen Rubenstein, Program Director of Global Rights for Women. This chapter is based on their findings.

- **In Serbia**, a UNCT-led project from 2012 to 2015 collaborated with NGOs and the government to successfully strengthen multisectoral cooperation between the main specialist support service providers and general service providers. It also raised the level of information and awareness in schools and integrated education in the multisectoral cooperation model; motivated state education specialists to expand the prevention programme to all schools in Serbia; developed multisectoral cooperation protocols at the national level; and made significant progress towards full implementation of these protocols by different sectors.
- **In Serbia**, the NGO B92 Fund piloted a model for the economic empowerment of women survivors and women from marginalized social groups within the context of Sombor safe house. Building on previously established multisectoral cooperation, it focused on organic agricultural production, but also provided entrepreneurial training for women to establish their own businesses and/or create opportunities for self-employment. The evaluation assessed the project as a success and one which should be replicated and tested further by centres for social welfare and civil society organizations with modifications to adapt to the local context.
- **In Belarus**, a UNCT-led project, working in collaboration with CSOs and the Government, between 2012 and 2014 developed a solid foundation for a functioning intersectoral response including a commitment by the Government of Belarus to develop a comprehensive domestic violence law and to ratify the Istanbul Convention. By the end of the project: education on the prevention of domestic violence had been included in the curriculum in all secondary schools and NGOs reported being more empowered in their roles as advocates and service providers.
- **In Croatia**, a project implemented from 2011 to 2013 by the NGO Be Active, Be Emancipated aimed to empower women survivors to independently make decisions about their own welfare and improve knowledge of gender equality and non-violent communication in Vukovar Srijem county. The evaluation assessed that: victims were more empowered and satisfied with the services obtained; the services provided had generally improved, based on strengthened relationships, communication and multisectoral cooperation; and that the cooperation mechanism was transferable to other communities.
- **In Armenia**, the Women's Resource Center aimed to strengthen a multisectoral response to counter GBV

in rural areas of Armenia from 2012-2014. The project was successful in advocating for policy change - specifically the introduction of a referral mechanism. It improved cooperation between the state and public organizations in the targeted regions and resulted in the formation of a group to prepare a protocol on a referral mechanism for survivors of domestic violence and sexual violence.

- **In Bosnia and Herzegovina**, a UNCT-led project, implemented between 2011 and 2013, in collaboration with the Government and CSOs/WROs, to reduce gender-based violence through legislative reform and multisectoral cooperation successfully helped develop national and local structures and capacities to respond VAW/G. It strengthened state bodies, structures and civil society organizations and their networks, enabling them to act more efficiently and effectively, and the number of victims assisted by the police and social services increased.
- **In Kosovo** (UN Administered Territory under UNSCR 1244) the European Centre for Minority Issues engaged and supported eight local minority female activists as community-based paralegals to offer continuous support to targeted beneficiaries in accessing adequate prevention and treatment services. This resulted in the project reaching 3,026 primary and secondary beneficiaries between 2014 and 2016 with the paralegal services. Women also acquired professional and income generating skills which increased their access to labour markets and four women received micro-grants to invest in their own businesses.

The quality of the evidence base for these results varies according to the evaluators' methodology and the projects' monitoring and evaluation plans and frameworks (documented in each individual evaluation report). Sources include both qualitative and quantitative methods of data collection, including interviews with survivors and clients, interviews with service providers and officials, focus group discussions, pre and post training questionnaires and data from service providers and government institutions.

## Commonalities in key achievements and results

The commonalities arising from the meta-analysis of the evaluations by external consultants include:

- **UN Trust Fund-supported CSOs/WROs have played a key role in leading multisectoral coordination.**

For example, according to the evaluation of the Serbia UNCT-led project:

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“The involvement of CSOs in multisectoral cooperation is relevant, as it provides more options for the survivor (e.g. reporting violence anonymously) and provides additional services that local institutions cannot always provide (e.g. helpline, counselling, self-help groups, etc)”.

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Because CSOs/WROs often operate as an entry point for survivors seeking services and continue to work with them to address the violence, they are in the best position to understand survivors’ needs and how to meet them. As a result, in most cases, a multisectoral response to domestic violence will most likely promote victim safety and offender accountability by having CSOs/WROs in a position of leadership or active participation. While CSOs/WROs often act at the local level providing services to victims and survivors, they have also played an important role as advocates with national and local governments. CSOs/WROs guidance on what and how laws, policies and practices will best serve victims/survivors is essential at every level in view of their unique direct and sustained contact with victims.

- **UN Trust Fund-supported projects have resulted in successful models of multisectoral coordination between CSOs/WROs and Government through both formal and informal means.**

Successful multisectoral collaboration depends on both formal mechanisms, such as policies and protocols, and informal relationships that contribute to trust and understanding. Some projects were successful in achieving strengthened coordination on one or both levels. Both formal and informal coordination were achieved in Belarus (UNCT):

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“The project has built a small but solid foundation for an inter-sectoral response to domestic violence. A formal cooperation protocol provides the basis for cross-referrals in the pilot districts. NGO participation in the inter-sectoral teams was appreciated. Indeed, one of the project’s greatest accomplishments was to have built trust between concerned state entities and NGOs.”

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In Croatia (Be Active, Be Emancipated), coordination was primarily built informally:

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“Generally services were improved during the project cycle. This is not due to formalized institutional cooperation and changed policy of respective institutions that are supposed to deliver effective services to women, but more related to established and deepened “personal but professional” relationships, communication and cooperation between representatives of different institution based on project efforts (capacity building trainings and joint multi-sector activities).”

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In the UNCT Serbia project, coordination also appeared to be based on both formal and informal relationships:

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“The project had strengthened the cooperation between the CSOs who had been main providers of services in response to VAW/G and the health, social, education, police and justice institutions in addressing VAW. This was particularly visible in the way in which the project managed to utilize and enhance the existing expertise, support the accreditation and institutionalization of the services and good practices at the local level”.

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- **CSOs/WROs funded by the UN Trust Fund have been instrumental in advocating for and influencing higher levels of Government on the need for multisectoral coordination.**

An outstanding example of CSOs/WROs influencing higher levels of government was the work of two CSOs/WROs (2005-2007), Akcija Zdruzhenska (AZ) and the Association for Emancipation, Solidarity and Equality of Women (ESE) in Macedonia. The key achievements of this project included effective multi-sectoral collaboration among key senior civil servants in most of the relevant ministries to enhance the legal framework for addressing domestic violence. The project also developed a multisectoral platform for taking forward a national strategy to address domestic violence and developed procedures based on discussions among these key stakeholders. Similarly, the Bosnia Herzegovina project (implemented by Rights for

All / International Council of Volunteer Agencies, 2009-2012): “seemed highly effective at higher levels of government, including entity and state level parliamentary commissions recognizing the need to do more and ensuring that certain steps will be taken to improve conditions” regarding the needs of Roma women.

In Belarus the UNCT-led project also contributed to support by the national government:

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“The project also contributed to a much stronger consideration of domestic violence in national legislation and the introduction of new measures, based on international good practice. Specific positive mention was repeatedly made of the amended Prevention Law. A major - unplanned - effect is the intention of the [Government of Belarus] to develop a comprehensive domestic violence law and its interest in ratifying the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence (Istanbul Convention)”.

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- **Projects aimed at developing and building referral systems have found this a useful entry point for multisectoral coordination.**

While referral systems constitute only one aspect of multisectoral cooperation, they can form the basis for building more comprehensive coordination. Creating and implementing such a system develops individual relationships and builds trust and knowledge about the services and expertise of different sectors. The Ukraine (Foundation for Public Health) project built a referral system that incorporated cooperation with law enforcement agencies. The evaluation of the Ukraine project provided this example of how referral systems can contribute to effective collaboration: “Representatives of Lviv Regional Branch of [People Living With HIV] Network recalled the referral of a girl, who was continuously beaten by her male partner, to the Centre of Social Services for Family Children and Youth. They provided her assistance there, worked with her, and ‘then she was ready to come back to us and to listen about violence, that she has the right to address to police and we can support her, but nobody can bring the statement to the police instead of her”.

A referral system was also established in the Albania Refleksione projects. The Armenia Women’s Support Center project formed a group to create a protocol

for a referral mechanism for survivors of domestic violence and sexual violence.

## Commonalities in challenges

- **Need for Government support and commitment:** Some projects struggled to obtain government support. In some cases, they were stymied by lack of political will and financial support from the upper levels of government. In other cases, they failed to obtain cooperation from government stakeholders at the community level.
- **Need for clear policies and protocols:** The effectiveness and sustainability of some projects was negatively impacted by lack of regulations, policies and protocols.
- **Need for data collection, monitoring and evaluation:** Several projects faced challenges in data collection and monitoring. Data collection and monitoring serve many critical functions within effective multi-sectoral collaboration. Databases that are accessible to all sectors engaged in the collaboration facilitate communication and make information available to those who need it. Data collection is also important for monitoring to determine the effectiveness of a law or policy and its implementation and areas for improvement. Along with carrying out data collection and monitoring and evaluation it is also essential to safeguard victim confidentiality and to have appropriate legislation on information sharing between the various entities.
- **Need for sufficient capacity and resources to meet needs of survivors:** No theme was more evident throughout the evaluations than the need for increased capacity and resources among all sectors involved as a prerequisite for effective multisectoral coordination. While the development of such capacity is an ongoing process throughout the collaborative process, a minimum level of capacity must exist among individual providers to be able to undertake effective collaboration. The need for additional capacity was evident in almost every evaluation.
- **Need for institutionalized, continuous and ongoing professional training:** Key themes that emerged were the high turnover of service providers with the consequent loss of gained knowledge and skills, the need to keep abreast of new developments in policy and legislation, the fact that many current service providers have yet to benefit from institutionalized curriculums on EVAW/G where those are available.

- **Need for centralized State financing of specialist support services:** Financing for specialist support services needs to be centralized and sustained by the national government, as it requires a national rather than local approach (e.g. SOS helpline needs to be available throughout the entire country and women often need to be directed to safe shelters out of the reach of perpetrator).

## Common themes, discussion questions and challenges

The submitted papers provided important reflections on UN Trust Fund grantees' experiences and the lessons learned thus far. They provided the basis for the identification of themes, remaining questions and challenges that warranted further discussion and exploration at the knowledge exchange event, which was shaped around them.

- 1. The role of specialist support services (CSOs/WROs):** What should be the role of CSOs/WROs in multisectoral cooperation models? Do CSOs/WROs possess the necessary resources and capacities to be the initiators of multisectoral cooperation at community level?
- 2. Governance and legislation for multisectoral coordination:** How can we ensure that international standards for multisectoral cooperation translate into accountable mechanisms and effective service delivery for women survivors at national, regional and local level? Who can be held accountable for implementation, governance and oversight? Who can be held accountable for monitoring and measuring the effectiveness of the multisectoral cooperation? What is the purpose of the institutionalization of standards and protocols in multisectoral cooperation? How can we ensure these lead to effective, coordinated support for women survivors?
- 3. Inclusive approaches to multisectoral service delivery:** How can we meet the needs of the most marginalized women and girls through effective multisectoral cooperation and approaches to service delivery?
- 4. Monitoring implementation of multisectoral cooperation:** How can we effectively, ethically and safely share information and data and measure and monitor the implementation of multisectoral cooperation in service delivery?
- 5. Sustainable approaches in multisectoral cooperation:** How can we ensure multisectoral cooperation approaches to service delivery are sustainable in the longer term?

# 6. CONCLUSIONS AND RECOMMENDATIONS FROM THE KNOWLEDGE EXCHANGE EVENT

This chapter presents the most salient conclusions arising from the discussion during the final stage of the process – the three-day peer knowledge exchange event in Sarajevo in October 2016. Each of the knowledge exchange themes is elaborated and presented with recommendations that can inform further project planning, programming and policy making regarding the setting up, running and scaling up of multisectoral coordination mechanisms for service delivery to women survivors of violence.

## Role of CSOs/WROs and other specialist support services

CSOs/WROs often play the leading role in creating and sustaining multisectoral coordination in service delivery at the local level. They function both as an entry point for survivors seeking services and a source of long-term support, including as rights advocates in accessing other service providers, such as social services, healthcare providers and justice sector. Thus, they are often best positioned to understand survivors' needs and to advocate for the recognition of those needs with other stakeholders, while promoting a comprehensive, effective response to violence, including the response of criminal and civil rights justice systems. In framing the coordinated institutional response, CSOs/WROs and other specialist support services must have the full support of law enforcement and the justice system to achieve women's right to be free from violence. That commitment by law enforcement and the criminal justice system will only come about with the full commitment and support of the government.

UN Trust Fund grantees summarized the role of CSOs/WROs as leaders in a multisectoral response to violence against women:

In the absence of an institutional system to respond to survivors, CSOs/WROs in Armenia are the only ones to date that are competent to provide **psychosocial and legal support** to survivors and reintegrate victims into society. They play an essential role in protecting survivors/victims both in terms of **crisis intervention** and **longer-term support** and in providing assistance with a focus on **empowerment**. Properly trained CSOs/WROs workers can win the confidence of clients and ensure that they receive services in line with international standards and according to the goals the clients set out to accomplish. They can support **referral mechanisms** within the context of a multisectoral cooperation model and provide accurate information to other specialist service providers. They can also tap into their large networks and make connections among the various agencies working in the field that otherwise may not cooperate properly. CSOs/WROs can also contribute to **awareness raising** and can make a contribution in pushing reform by carrying out **research and publishing** documents useful for lobbying and advocacy. Finally, if meaningfully invited to the table, they can help **draft legislation and policies** that ensure the rights of victims to safe housing, support services and other resources. For instance, Armenian CSOs/WROs are currently helping to draft a law on domestic violence.

A grantee from Ukraine described how an CSOs/WROs addresses a survivor's situation holistically. The CSOs/WROs look at all of the survivor's problems, but measures success by how her immediate problems are resolved. For example, when a survivor

is not yet ready to go to the police, she will work with a social worker and psychologist to create a **safety plan**, without knowing whether she will ever use it. The CSOs/WROs try to make sure that she has a safe place to live with her children.

A grantee from Armenia described how a multisectoral team addressed the situation of a survivor when one sector alone was unable to do so. The survivor came to a social services centre with four children. She had a violent husband at home in her village, but the shelters were full and the Ministry said that she would have to go back to the perpetrator. Through a multisectoral case review process led by the WRO, the woman and her children were able to relocate to a village far from her home. The process included enrolling the children in school and addressing the survivor's health issues. Meetings with service providers were scheduled in the woman's new home. The survivor is now in touch with local police and the NGO has warned the police: "we'll create a scandal if don't do your job and something happens to this woman."

In Kosovo (under UNSCR 1244), a young woman wrote to a CSO on Facebook saying that she needed help and had heard that the NGO "could make her more strong". When a meeting was set up at the CSO office, the staff learned that the perpetrator was beating her and abusing her psychologically. He threw her out of the house in winter without any of her belongings. She wanted full custody of her children, but her husband was requesting split custody. The CSO found her a lawyer and has provided her support.

In Georgia, a 26-year-old woman's husband and mother-in-law threw her out of house, but kept her two children. The NGO contacted judges and an ombudsman on her behalf. The judge gave the woman custody of the children and the NGO helped her find work and a house.

### CSOs/WROs needs and challenges

CSOs/WROs do remarkable work to address the needs of survivors, working on their own and with other stakeholders through a multisectoral response. At the same time, they face deep and continuing challenges to be able to **provide comprehensive quality and accessible essential services** and **advocate for the needs of survivors**. Grantees identified some of those challenges and some solutions to the obstacles they face, with **adequate reliable funding and inclusion in the legislative and policymaking process** at the top of the list.

Grantees from Croatia and Serbia stated that for CSOs/WROs to be effective they must have **financial support from both central government and local authorities**. The Croatia grantee identified recognizing CSOs/WROs as the most experienced and motivated experts and including them in the policymaking process. The Serbia grantee stated that CSOs/WROs should be included in a national system for protection from gender-based violence, such as local and national action plans, agreements and conferences, as an equal partner.

CSOs/WROs and other service providers face difficulties coordinating with justice system. Some grantees identified government support for justice system participation in a multisectoral response as a key challenge for CSOs/WROs. This problem requires recognition that participation and commitment by the criminal justice system is essential for an effective multisectoral response that protects survivors and holds perpetrators accountable. This challenge cannot be met without government support.

### Recommendations on the role of CSOs/WROs and other specialist support services

At the national level (policy planning):

- Institutionalize formal recognition of the CSOs/WROs as specialist service providers and acknowledge their expertise in responding to the needs of women survivors of violence. The Istanbul Convention, which represents a relevant guiding international standard in this respect, can be used as an effective advocacy tool for this goal in all the countries that have signed and ratified it.
- Formally recognize CSOs/WROs service providers as having the role of survivors'/victim's rights' advocate.
- Formally recognize CSOs/WROs expert and reliable opinion in judicial processes.
- Include systematically CSOs/WROs in the law and policymaking consultative processes.
- Rely on summative data on services provided and survivors assisted collected by CSOs/WROs and include these inputs for informed policy planning.

At the local level (service provision and project/programme planning):

- In terms of service provision, rely on CSOs/WROs expertise and their leading role in the multisectoral response wherever they are the first entry point for survivors.

- In project and programmes, map the services and budget appropriately for services provided by CSOs/WROs. Avoid relying on volunteer engagement, as it creates fluctuation, fast turnover and unreliable durability in service provision. Ensure that the expertise is recognized and engagement adequately remunerated.

At national, sub-regional and local level:

- In order to ensure sustainable, realizable, durable, efficient service to women survivors of violence, CSOs/WROs must receive adequate and reliable financial support.

## Governance and legislation for multisectoral coordination

Governance and legislation play an essential and multi-faceted role in creating, supporting and maintaining multisectoral coordination. It begins with a **firm commitment** to ending violence against women and girls. It extends from **compliance with international standards** to **adoption of legislation** that institutionalizes best practices, to implementation of that legislation through **policies, procedures** and sustainable **funding**, to **monitoring** the effectiveness of laws and policies, to **taking action** to address gaps in the response to violence. Many grantees discussed the role of CEDAW and the Istanbul Convention as a component in their strategy to obtain government action in response to violence against women. They noted that these legal instruments require a coordinated response, with governments being held accountable for this response.

A grantee from Croatia described bringing cases before the European Court of Human Rights as a tactic to achieve compliance with international standards and holding government accountable for due diligence in ending violence against women.

Collaboration between the state and specialist CSOs/WROs in Serbia was seen as a model for other countries. In Serbia a framework protocol was adopted setting out the responsibilities of five line ministries. Although the protocol was yet to be efficiently implemented in all parts of the country, it inspired other grantees. One grantee described her reaction to learning about this positive example:

*“It was refreshing to see how specialist CSOs/WROs*

*in Serbia, for instance, are starting to synchronize their efforts with the state and are recognized as necessary to developing an integrated response to combat violence. It was also inspiring to see a key decisionmaker speak eloquently and in a heart-felt way about combating domestic violence in Serbia.”*

Another grantee reflected on the experience that not all government action needs to begin at the national level:

*“We realized that, based on the experience of others in the region, much can be established at the regional government level and it’s not imperative to wait for changes on a national level to occur first. These processes should be carried out in tandem.”*

Aside from the positive example of Serbia, many grantees expressed concern about their governments’ failure to fulfil their obligations regarding a multisectoral response to violence against women. A grantee from Croatia stated that a law exists to address violence against women, but there is no clear mandate to implement it and no budget to carry it out. Armenia lacks both legislation and a body with the mandate to create a multisectoral response by establishing stakeholder responsibilities and holding them accountable. The grantee elaborated that such a body should be charged with developing a policy framework for multisectoral cooperation that is aligned with Armenia’s national action plan, creating an annual work plan and budget and allocating human and financial resources.

Some grantees offered potential solutions to the issue of government commitment to multisectoral coordination. One suggested collaborating with the Ombudsman for Gender Equality. Another suggested bringing together a coalition specifically to create a working group to draft laws on violence against women and advocate together for government action.

The goal of **standard setting** is an effective, coordinated response to violence against women and girls. Coordination at the local level should ideally be institutionalized through **policies, protocols, regulations and memoranda of understanding (MoUs)**, but some coordination occurs through informal relationships. As trust and knowledge develops between sectors, informal arrangements should be formalized. Some grantees described the benefits and shortcomings of formal standard setting for or by multisectoral teams, while others coordinated their efforts through informal relationships. Grantees described the challenges they faced as regards standard setting and some of the solutions they had identified.

### **Formal standard setting**

A grantee in Serbia described formal standard setting by a local multisectoral team. The process included establishing obligations for the team and its members, and creating procedures such as monthly meetings. The result was better communication among members of the team, greater efficiency and greater responsiveness to survivors. A grantee from Bosnia and Herzegovina also described a three-way MoU between police, social services and a shelter, although prosecutors and the courts were not part of the agreement. Cooperation was good among the parties to the MoU, referral mechanisms improved and women are safer.

Protocols for a multisectoral response at the local level was also piloted in Belarus, and there were plans for the adoption of the model at the national level. Police, shelters, and social services (but not courts and prosecutors) signed an MoU and agreed to follow standard operating procedures developed by UNFPA. A participant pointed out that if protocols are formally adopted by the members of the multisectoral team, they will outlast the personnel who adopt them. For example, when a new police officer joins the force, the officer can be provided with instructions about his or her role in carrying out the coordinated response, rather than this having to be renegotiated with each new employee.

### **Informal standard setting**

Grantees described an example of informal standard setting in Bosnia and Herzegovina.

The law requires that the national government provide 70 per cent of funding for shelters and local communities provide the remaining 30 per cent. At least one local community, however, allocates less than 30 per cent of the necessary funding. Nevertheless, the community has committed, through an informal agreement, to ensuring that women and children are housed in safe accommodation. Based on the informal agreement, the community is meeting the need for shelters that function 24 hours a day with trained staff and police protection.

### **Challenges in standard setting**

Several grantees reported challenges in standard setting. Often, there was good cooperation by some sectors, especially health, social services and NGOs, but poor participation from the judicial sector. Failure by the courts to issue protection orders was identified as a particular problem.

A Georgia grantee voiced frustration at the lack of cooperation among institutions. In rural areas there is no structure and little cooperation. In addition, there are many barriers to cooperation with the relevant ministries. A national level coalition gives NGOs access to each other but not to other sectors. Similarly, in Croatia a lack of implementation of the laws leaves survivors of violence without adequate support. In Serbia a policy framework exists, but government entities are not legally bound to implement it. No mechanisms exist to measure compliance, such as data collection and reporting. Coordination is implemented only when individual officials make a personal commitment to do so.

### **Recommendations for project/programme and policy planning on governance and legislation for multisectoral coordination**

#### **For governments:**

- Create a framework protocol for multisectoral coordination between general and specialist service providers.<sup>26</sup>
- Make the implementation of the framework protocol a legal obligation, i.e. part of the specific legislation addressing violence against women and girls.

26 For more details, see <http://www.rs.undp.org/content/serbia/en/home/library/poverty/multisectoral-cooperation--institutional-response-to-violence-ag/>

- Ensure that the framework protocol is implemented at the local level by providing through vertical coordination detailed guidance and instructions (from line ministry to local level service providers within each sector).
- Introduce local level cooperation agreements among service providers.
- Establish an implementation monitoring and tracking system to measure effectiveness and efficiency of the framework protocol for multisectoral coordination for service delivery.
- Ensure data exchange horizontally (at the local and national levels) and vertically (from local to national).
- Introduce mandatory professional training for service providers on how to effectively and efficiently exchange information and plan jointly for women survivors of violence. Include a module on understanding the gender dimension of power relations and violence.

#### For CSOs/WROs:

- Create alliance and coalitions with other stakeholders to advocate for framework protocols and relevant legislative changes on ending violence against women.
- Make the best use of international bodies, special procedures and mechanisms to bring specific cases to their attention (e.g. the CEDAW Committee, the European Court of Human Rights, the Group of Experts on Action against Violence against Women and Domestic Violence (GREVIO) and the Special Rapporteur on Violence Against Women) to promote compliance with the international legal framework and hold duty bearers accountable for due diligence in ending violence against women.
- Pursue government action and cooperation at national, regional and local levels.
- Nurture locally established informal cooperation mechanisms with general and institutional service providers.

#### For UNCTs:

- Support national efforts for compliance with existing international standards to end violence against women.
- Support national efforts in establishing, running and scaling up multisectoral coordination mechanisms

at national, sub-regional and local levels, both financially and by mobilizing adequate international expertise to support the process.

- As a neutral party, facilitate dialogue between different stakeholders.
- Mobilize donor resources to support pilot initiatives relating to multisectoral coordination and rigorously document the lessons learned and achievements in order to demonstrate replicability.
- Document good practices in establishing, running and scaling up multisectoral coordination mechanisms at national, sub-regional and local levels and share these through knowledge exchange events internationally and in communities of practice.

## Inclusive approaches to multisectoral service delivery

The considerable challenge of creating and carrying out an effective multisectoral coordinated response to violence against women is even greater with regard to the most marginalized women and girls. Participants explored intersecting forms of violence and oppression and identified persistent hurdles in responding to the needs of marginalized women and girls from Roma community, as well as rural and HIV positive women. Persistent discrimination, restricted access to education and high social tolerance to violence such as child, early and forced marriage remain the key challenges to effective enjoyment of rights for women with intersectional identities. Some UN Trust Fund grantees testified to creative and promising approaches in addressing the needs of women and girls at risk of being left behind.

A UN Trust Fund grantee from Serbia reported that Roma girls in their community are “sold” in marriage at the age of 12 or 13, they give birth at 14 or 15 and have a life expectancy of 48 years, significantly lower compared to the rest of the population in the country. As a result of child, early and forced marriage and gender inequality generally, they have no access to education, while multiple forms of violence including rape are pervasive. They also have no access to services or the justice system.

Child, early and forced marriage is also common among minority communities in Kosovo (under UNSCR 1244). As a result, girls rarely achieve the mandatory eighth grade education. Ukraine has the

second highest rate of HIV/AIDS in the region after Russia.

In rural areas, services such as shelters are non-existent. Where there are available services, providers have little to no understanding of gender-based violence and intersecting forms of oppression. In Armenia, as in other countries in the region, the challenges of responding to violence against marginalized women are great and budgetary constraints and limited resources make it difficult to tackle the problem.

Many of the solutions discussed were based in increasing access to education and raising awareness about the rights. For example, one grantee observed that education can enable rural women to name violence as a violation of their human rights and activate their agency to seek support. Education is recognized as an important entry point for increased awareness about multiple forms of violence against Roma women as a grounding for changing the social norms and addressing the root causes of that violence and oppression. A grantee from Bosnia and Herzegovina shared some methods for raising awareness and addressing the root causes of violence against Roma women:

1. Promote constituent-led work with Roma women and girls in their communities;
2. Adopt a comprehensive, multi-disciplinary approach involving educational and legal systems;
3. Use methods that take into account the high rate of illiteracy among Roma women;
4. Address and consistently dismantle harmful traditional practices against Roma women and girls;
5. Identify champions in the Roma community – male leaders who will speak out about violence against women through public statements;
6. Make and broadcast documentaries, including documentaries from other countries; and
7. Introduce translation and interpretation services for Roma and other minority languages for police, prosecutors and judges.

In Kosovo (under UNSCR 1244), the UN Trust Fund-supported project worked with nine ethnic minorities. Young paralegal activists were identified within minority communities. Their aim was to gain the trust of their communities, identify women survivors of

violence and provide a bridge to free legal aid. They were trained to provide free paralegal aid to survivors and to collaborate with third parties to work with men and boys. They discovered that women wanted to come to trainings and worked to convince men to allow women out of their houses to attend. As a result of the paralegals' work, one woman started her own business and became a trainer on violence against women. The paralegals became part of the multisectoral coordination process.

In Armenia, the grantee collaborated on a CEDAW shadow report with representatives from various organizations. The group, including women with disabilities, rural women, members of ethnic minorities and lesbian, bisexual and transgender women jointly presented issues to the CEDAW Committee.

With regard to service provision, a grantee identified the following activities to reach out more effectively to those exposed to multiple forms of discrimination and violence:

1. Organize periodic staff trainings on intersectionality and anti-discrimination, ensuring that all clients receive equal treatment and access to services;
2. Ensure accessibility for women with disabilities;
3. Reach out to organizations that work with marginalized groups to better understand their needs, with a view to partnering and carrying out joint programmes, to expand support services to these populations;

### **Recommendations for project/programme and policy planning on inclusive approaches to multisectoral service delivery**

#### **For governments:**

- Introduce mandatory training modules for service providers on the specific needs of women exposed to intersecting forms of discrimination.
- Proactively reach out to communities (e.g. Roma settlements) and work with constituent-led organizations (e.g. Roma women-led organizations).
- Ensure that service providers can rely on the assistance of mediators who speak the language of the community.
- Adopt a comprehensive, multi-disciplinary approach, including the involvement of educational and legal systems.

- Use communication and outreach methods that take into account the high rate of illiteracy among Roma women.
- Ensure that services are accessible, both physically and in terms of non-discrimination.

#### **For CSOs/WROs:**

- Address proactively the stereotypes and prejudice.
- Identify champions in the Roma community: leaders who will speak out about ending violence against women authentically and through public statements.
- Train paralegals and mediators to work with minority communities.
- Submit shadow reports to treaty bodies that highlight issues of marginalized populations; raise individual cases with special procedures/mechanisms of the Human Rights Council and bring them to the attention of the Special Rapporteur on violence against women, its causes and consequences.
- Ensure service accessibility for women with disabilities.
- Engage in awareness raising on intersectionality.

#### **For UNCTs:**

- Support all of the above efforts.
- Mainstream social inclusion through the entire portfolio and ensure projects/programmes with a specific focus on social inclusion and gender equality, bearing in mind that the violence against women is both an impediment to development and the root cause of obstacles to human development.

## **Monitoring implementation of multisectoral approaches**

Data collection and monitoring serve multiple purposes. Data collection on violence against women facilitates understanding of the scope and prevalence, necessary to create design adequate responses. For a multisectoral response to be effective, systems must exist for responders to share information. Systems for sharing information facilitate a comprehensive response and protect survivors from revictimization, while maintaining confidentiality and safeguarding survivors' privacy. Data collection also permits trends and the prevalence of certain crimes to be identified. It can facilitate preventive action and data comparison among providers and inform the design of long-term

interventions. It can assist in the identification of gaps in legislation or its implementation and suggest necessary legislative and policy changes.

Given the broad purposes and uses of data collection and monitoring, a number of questions arose in grantee discussions. What are we measuring? Are we measuring the safety of survivors and accountability of perpetrators or the efficiency of system? Are these goals compatible or in conflict? Do data collection and monitoring expose survivors to risk? What data is needed? Is the data needed by service providers such as healthcare providers different from that needed by prosecutors? Most data collection systems described by grantees are in the early stages.

#### **Data collection models**

Grantees from Serbia described the development of an electronic data exchange model. The model provides information on the violence incidence, the people involved, the final outcome and joint records that all agencies have access to. The software has been developed and tested, and can be modified, but is not currently being used. In Belarus, data is being collected, but the government does not allow the data to be shared. Grantees identified the inability to synchronize data as especially challenging. Thus data sharing is one key component of future cooperation among agencies.

A grantee from Albania identified establishment of a database and tracking of each survivor as the greatest achievement of the grant. Each survivor is tracked throughout the process according to 10 indicators to capture what services she has received and her satisfaction with the services. The monitoring system began with a baseline survey, to establish targets. The system is currently operating in 19 municipalities. In each municipality, coordinators nominated by local authorities enter data into the system and the data enters the national network in real time. The system has also been upgraded to operate at the national level.

In Ukraine two mobile teams collect data on Ipods with UNFPA support. In one city in Bosnia and Herzegovina data on rape is collected by safe homes on standard forms. Bosnia and Herzegovina has also undertaken a court monitoring project, an important mechanism for holding the justice system accountable.

### Problems with data collection and monitoring

Grantees identified problems with data collection and monitoring that have unintended consequences for survivors of violence. A law in Bosnia and Herzegovina requires survivors to complete a form and the information is used to file criminal charges against both parties. In addition, when survivors obtain protection orders that require perpetrators to leave the home, no monitoring mechanism exists to determine whether the perpetrator complies with the order. Therefore, there are no sanctions for perpetrators' failure to comply with the order. One participant noted that when laws in the United States resulted in both the survivor and the perpetrator being arrested, the law was amended and police were trained to identify the primary aggressor.

Numerous grantees expressed concern about the difficulty of maintaining confidentiality, thereby increasing the risk to survivors. It was noted that ethics and confidentiality are complex issues, but the highest priority must be to keep women safe; the first rule of the UN Trust Fund is "do no harm". Those who collect and handle data must be trained to fully understand and implement the concept of **confidentiality**. This concern about confidentiality was reflected in the comment of a grantee from Armenia who suggested that because of the difficulty in maintaining confidentiality, survivors should be surveyed anonymously. Likewise, a grantee from Serbia affirmed the importance of confidentiality, but noted that despite efforts to protect data, information often leaks out.

One grantee emphasized the need for strong independent monitoring:

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**"We believe that there should be an independent body that facilitates planning, implementation and monitoring of the domestic violence law, once passed, and a monitoring system. However, the [European Union] has not stipulated that there be an independent monitoring body, and we know from previous experience that the law is not likely to be implemented properly without this in place. This is something we absolutely need to lobby for and ensure."**

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### Recommendations for project/programme and policy planning in monitoring implementation of multisectoral approaches

- First and foremost, respect the principle of "do no harm" when setting up a system for monitoring and evaluation of the multisectoral coordination mechanisms. Any data collection system that registers survivors needs to be anonymised in order to avoid the possibility of data leaking that may expose survivors to re-victimization and/or secondary victimization.
- Collect data only when confidentiality can be assured, and revictimization prevented.
- Always keep questioning how that data collection system will be used to benefit women survivors. Avoid prioritizing the measurement of system efficiency at the expense of survivors' wellbeing.

### Sustainable approaches in multisectoral collaboration

The sustainability of multisectoral approaches to ending violence against women involves a variety of components, each contributing to a solid basis for sustainable coordination. These components include laws, funding, government policies, training and awareness raising. Grantees described a number of these sustainability components.

A grantee from Armenia identified the critical role of a **sustainable funding mechanism** to ensure that multisectoral coordination can continue in the long term. A successful and sustainable coordination mechanism must have **dedicated technical and administrative staff and resources** and these systems must be institutionalized to ensure **political support** and long-term sustainability. Moreover, **legislation** must ensure sustainability of funding even when government leadership changes.

A grantee in Kosovo focused on the importance of **awareness raising of women's rights** to sustainability. The project first targeted women, then men, high-school students, community leaders, imams and priests with the goal of building trust in the grantee and the project. The project developed a curriculum on women's rights for all high-school students. It used different types of social media, such as YouTube and Facebook, to reach different audiences. The grantee also noted that education must be appropriate to the audience and context and take into account the high

illiteracy rate. Another grantee identified the importance of awareness raising among decision makers to achieving sustainability.

Another grantee identified the importance to sustainability of **standardized services**. Standards are necessary to ensure that quality levels are achieved and maintained. For example, **educational standards** are needed for psychotherapists. In addition to ensuring the quality of services provided to survivors, standards for service providers also provide assurance to private and government funders.

A grantee identified the importance to sustainability of conducting **training** across members of the multi-sectoral team. Cross-training makes teams stronger because members of each sector understand their role in relation to that of the other sectors and can support each other in carrying out their functions. For example, training enables the healthcare system to take on a greater role in identifying survivors of violence. Police officers who are trained in evidence gathering can conduct investigations that will assist prosecutors in gaining convictions. Training also contributes to maintaining expertise when there is a turnover of staff by ensuring that **institutional knowledge** is not lost when team members depart.

Sustainable multisectoral approaches are also built through **strong partnerships and relationships**. The power of working across networks on legislation, awareness raising and other issues increases sustainability. In Georgia, a project begun in 2007, shortly after the country's domestic violence law came into force, encouraged collaboration among all stakeholders in implementing the law from the start. Even after the project ended, stakeholders continued working together on cases. An anti-violence network was created which is proposing changes to the criminal law and conducting an awareness raising campaign at the local level.

A B92 Fund project in Serbia is creating **sustainability through a small business** development. The organic production of food has been initiated in cooperation with the safe house and several women beneficiaries have taken it forward. Others were trained in running a small business and a number of them have initiated self-employment activities. The European Centre for Minority Issues in Kosovo (under UNSCR 1244) established a sewing workshop for survivors of violence and women with disabilities. In the past year, 12 women have been trained in sewing and design. The women decide how long to stay with the workshop and when

they are ready to move on. While the project is currently receiving government funding, the plan is for the workshop to become self-sustaining.

Another grantee identified longer term projects as a key to sustainability, stating that **three years is the minimum time needed for activities to achieve stability and sustainability**. Another grantee noted that **monitoring and feedback is essential to sustainability** to ensure that cooperation is actually taking place. In addition, **systems should be open to periodic modification** to meet changing and newly identified needs.

Sustainability is also linked to **ending perpetrator impunity**. A multisectoral approach can only be successful, and thereby sustainable, if perpetrators are held accountable. The approach will only gain the trust of survivors, attract resources and the involvement of those committed to ending violence if the justice system fulfils its responsibility to hold perpetrators accountable.

#### **Recommendations for project/programme and policy planning in sustainable approaches in multisectoral collaboration**

- Ensure adequate and reliable funding at the national, sub-national regional and local levels.
- Invest in longer term projects/programmes to ensure sufficient time to embed practices.
- Include mandatory monitoring and evaluation of effectiveness to ensure learning and development.
- Join efforts to advocate for ratification of the Istanbul Convention.
- Apply case management as part of multisectoral collaboration.
- Strengthen the judicial system's response to hold the perpetrator accountable.
- Awareness raising among professionals (including cross-training of staff) and the general public.
- Create, build and strengthen networks of committed individuals, organizations and institutions.
- Test and adopt social entrepreneurship approach and partner with the private sector for sustainable, durable changes in women's lives.
- Stay open to learning and consider modifications of approaches based on lessons learned.
- Involve non-traditional partners, including the media.
- Share best practices and solutions.
- Explore a regional approach in programming for addressing violence against women.

## 7. NEXT STEPS

The co-production of this knowledge brief was an important milestone for the UN Trust Fund. It reflects the Trust Fund's grounding in learning, centred on interaction between practitioners, experts, evaluators, donors and grant givers. It also unveils the potential of building cross-border and cross-sectoral partnerships guided by the shared goal of delivering for women and girl survivors of violence.

The UN Trust Fund will build upon this knowledge exchange model with the objective of contributing to the EAW ecosystem with codification of lessons and knowledge emerging from practitioners. In addition, the knowledge co-produced through this process will further feed into UN Women programmes such as the Flagship Programme Initiatives on Prevention and Access to Essential Services to End Violence against Women and Girls. Furthermore, this knowledge product has a potential to inform UN Women's roll out the Essential Services Programme.

Lastly, this product highlights the crucial importance of the role of CSOs, especially women's organizations, in meeting the needs of women survivors. The experiences of UN Trust Fund grantees show that specialized CSOs are the leaders in creating and sustaining multisectoral coordination in service delivery to survivors at the local level. They are often both an entry point for survivors seeking specialist support services and provide long-term support and empowerment for survivors acting as women's rights advocates for survivors in accessing other services, such as health-care, social protection services and the judiciary. In framing the multisectoral coordinated institutional response, CSOs and other specialist support services are yet to gain full institutional recognition in terms of legislative and policy validation of essential nature of specialist service provision accompanied by adequate financial support.

UN Country Teams have potential to play a role of technical assistance and support to the national partners in aligning with EAW international standards and recommendations emerging from EAW Joint Programme initiatives and specialized funding directed to EAW, while supporting and sustaining local efforts through international knowledge-sharing opportunities, advocacy and the mobilization of adequate technical and financial support.

The UN Trust Fund will actively use the lessons from this knowledge exchange process to advocate for increase in long-term sustainable funding for CSOs/WROs to resource their expertise in ending violence against women and girls.

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# APPENDIX II:

## Overview of national institutional setting – gender equality and EAW/G mechanisms

N.	Country in ECA	National level – executive power (Government)		Local level	
		General gender equality mandate	Central EAW coordination mechanism	Obligation to establish local level gender equality bodies	Obligation to establish local level EAW/G coordination units
1	Albania	Department of Social Inclusion Policies and Gender Equality (2006) National Council of Gender Equality (2009)	Sector on Measures against Domestic Violence (2008)	Referral mechanisms	Art.7 of Law 9669/2006 “On measures against domestic violence”- to set up local social and rehabilitation centers for “victims of violence in family relations”
2	Armenia	Women’s Board (2000) Ombudsman (2004) Council on Women’s Affairs (2009)	Inter-Departmental Working Group to Draft a Law on Domestic Violence (2007) National Interagency Committee to Combat GBV	Gender Commissions	NO
3	Belarus	Unit on Population, Family and Gender Policy National Council on Gender Policy (2000) National Council on Gender Policy under the Council of Ministers of the Republic of Belarus (1996)			
4	Bosnia and Herzegovina	Gender Centers (2000) State Gender Equality Agency		Municipal Gender Equality Commissions	
5	Croatia	Gender Equality committee (2000) Ombudsman for Gender Equality (2003) Office for Gender Equality of the Government of the Republic of Croatia (2004)	Commission for the Improvement of the Protection of the Victims of Violence (2009)	Local Commissions for Gender Equality – obliged to implement National Policy for Gender Equality	
6	Georgia	Gender Equality Council (2010)	Inter-Agency Council for Prevention of Domestic Violence (2008)	Gender Equality NAP for 2007-2009 (Limited implementation of)	Georgia Criminal Code, Law on the Elimination of Domestic Violence

N.	Country in ECA	National level – executive power (Government)		Local level	
		General gender equality mandate	Central EVAW coordination mechanism	Obligation to establish local level gender equality bodies	Obligation to establish local level EVAW/G coordination units
7	Kosovo (UN Administered Territory under UNSCR 1244)	Agency on Gender Equality			Regulation No. 2003/12 – 7 May 2003 on Protection against Domestic Violence
8	Serbia	Gender Equality Sector/ Directorate (2007) Gender Equality Coordination Body (2012)	Gender Equality Coordination Body (2016)	Gender Equality Law (art. 39), 2009	General Protocol (multisectoral teams), MSP – initiative should come from social welfare center
9	Tajikistan	Committee for Women’s and Family Affairs (1991, strengthened in 2006) Ombudsman (2008)	Coordinating Council for the Prevention of Violence against Women (2006)	Local Gender Action Plans – limited	Inspectors Unit for the Suppression of Domestic Violence (2010)
10	Ukraine	Ministry for Family, Children, and Youth of Ukraine (1996) Parliamentary Subcommittee on Gender Equality (2006) Inter-Agency Council on Family, Gender Equality, Demographic Development, Prevention of Domestic Violence and Combating Human Trafficking (2007)	Instruction of Cooperation Between Structural Units of State Oblast Administrations Responsible for National Policy on Prevention of Violence, Service Units for Children, Centres of Social Services for Children, Family; Youth and the Respective Divisions of Law Enforcement Authorities on Performing Actions Aimed at Prevention of Violence in Family (2009)	Gender Resource Centres, Gender Education Centres	

# APPENDIX III: GLOSSARY

In order to operate with a shared set of terms and concepts during the multisectoral cooperation event, the Trust Fund provided a basic glossary with references.

Term	Reference	Meaning
Violence against Women	A/RES/48/104  (85th plenary meeting 20 December 1993 48/104. Declaration on the Elimination of Violence against Women - DEVAW)	Article One: For the purposes of this Declaration, the term “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. Article Two: Violence against women shall be understood to encompass, but not be limited to, the following: (a) Physical, sexual and psychological violence occurring in the family, including battering, sexual abuse of female children in the household, dowry-related violence, marital rape, female genital mutilation and other traditional practices harmful to women, non-spousal violence and violence related to exploitation; (b) Physical, sexual and psychological violence occurring within the general community, including rape, sexual abuse, sexual harassment and intimidation at work, in educational institutions and elsewhere, trafficking in women and forced prostitution; (c) Physical, sexual and psychological violence perpetrated or condoned by the State, wherever it occurs
<b>Gender based violence</b>	CEDAW, General Recommendation No. 19, para. 6	“any act of violence that is directed against a woman because she is a woman or that affects women disproportionately”.
<b>Multisectoral cooperation model</b>	<a href="http://www.endvawnow.org/en/articles/1503-the-multisectoral-model.html">http://www.endvawnow.org/en/articles/1503-the-multisectoral-model.html</a>	The multisectoral model calls for holistic inter-organizational and inter-agency efforts that promote participation of people of concern, interdisciplinary and inter-organizational cooperation, and collaboration and coordination across key sectors, including (but not limited to) health, psychosocial, legal/justice and security. Sectors are comprised of all the institutions, agencies, individuals and resources that are targeted towards a specific goal (e.g., the health sector includes the Ministry of Health, hospitals, health care centres, health care providers, health care administrators, health care training institutions, health supplies, etc.).

Term	Reference	Meaning
<b>General services</b>	Istanbul convention: Article 20 – General support services	<p>1 Parties shall take the necessary legislative or other measures to ensure that victims have access to services facilitating their recovery from violence. These measures should include, when necessary, services such as legal and psychological counselling, financial assistance, housing, education, training and assistance in finding employment.</p> <p>2 Parties shall take the necessary legislative or other measures to ensure that victims have access to health care and social services and that services are adequately resourced and professionals are trained to assist victims and refer them to the appropriate services.</p>
	Explanatory Report to the Council of Europe Convention on preventing and combating violence against women and domestic violence, Istanbul, 11.V.2011: Article 20 – General support services	<p>125. In the provision of services for victims, a distinction is made between general and specialist support services. General support services refer to help offered by public authorities such as social services, health services, employment services, which provide long-term help and are not exclusively designed for the benefit of victims only but serve the public at large. By contrast, specialist support services have specialised in providing support and assistance tailored to the – often immediate – needs of victims of specific forms of violence against women or domestic violence and are not open to the general public. While these may be services run or funded by government authorities, the large majority of specialist services are offered by NGOs.</p> <p>126. The obligation contained in Article 20, paragraph 1, requires public welfare services such as housing services, employment or unemployment services, public education and training services, public psychological and legal counselling services, but also financial support services to address, when necessary, the specific needs of victims of the forms of violence covered by the scope of this Convention. While many victims can already be found among the clients of such services, their particularly difficult situation and trauma is not necessarily sufficiently or systematically addressed or taken into account. Parties to the Convention are thus required to ensure victims are granted access to such services, treated in a supportive manner and that their needs are properly addressed.</p> <p>127. Health and social services are often the first to come in contact with victims. Paragraph 2 seeks to ensure that these services are adequately resourced to respond to their long-term needs. Furthermore, it places an emphasis on the importance of training staff members on the different forms of violence, the specific needs of victims and how to respond to them in a supportive manner.</p>
<b>Specialist support services</b>	Istanbul convention: Article 22 – Specialist support services	<p>1 Parties shall take the necessary legislative or other measures to provide or arrange for, in an adequate geographical distribution, immediate, short and long term specialist support services to any victim subjected to any of the acts of violence covered by the scope of this Convention.</p> <p>2 Parties shall provide or arrange for specialist women’s support services to all women victims of violence and their children.</p>
	Explanatory Report to the Council of Europe Convention on preventing and combating violence against women and domestic violence, Istanbul, 11.V.2011: Article 22 – Specialist support services	<p>131. Complementing the obligation contained in Article 20, this and the following provisions require Parties to the Convention to set up or arrange for a well-resourced specialist support sector.</p> <p>132. The aim of such specialised support is to ensure the complex task of empowering victims through optimal support and assistance catered to their specific needs. Much of this is best ensured by women’s organisations and by support services provided, for example, by local authorities with specialised and experienced staff with in-depth knowledge of gender based violence. It is important to ensure these services are sufficiently spread throughout the country and accessible for all victims. Moreover, these services and their staff need to be able to address the different types of violence covered by the scope of this Convention and provide support to all groups of victims, including hard-to-reach groups. The types of support that such dedicated services need to offer include providing shelter and safe accommodation, immediate medical support, the collection of forensic medical evidence in cases of rape and sexual assault, short and long-term psychological counselling, trauma care, legal counselling, advocacy and outreach services, telephone helplines to direct victims to the right type of service and specific services for children as victims or witnesses.</p>

Term	Reference	Meaning
Essential services	UN Women Essential Services Package for Women and Girls Subject to Violence Core Elements and Quality Guidelines	Essential Services encompass a core set of services provided by the health care, social service, police and justice sectors. The services must, at a minimum, secure the rights, safety and well-being of any woman or girl who experiences gender-based violence.
Coordination	Module 5 - Coordination and Governance of Coordination UN Women Essential Services Package for Women and Girls Subject to Violence Core Elements and Quality Guidelines	Coordination is a central element of the response to violence against women and girls. It is required by international standards that aim at ensuring that the response to violence against women and girls is comprehensive, multidisciplinary, coordinated, systematic and sustained. It is a process that is governed by laws and policies. It involves a collaborative effort by multi-disciplinary teams and personnel and institutions from all relevant sectors to implement laws, policies, protocols and agreements and communication and collaboration to prevent and respond to violence against women and girls. Coordination occurs at the national level among ministries that play a role in addressing this violence, at the local level between local-level service providers, stakeholders and, in some countries, at intermediate levels of government between the national and local levels. Coordination also occurs between the different levels of government.
Governance	Module 5 - Coordination and Governance of Coordination UN Women Essential Services Package for Women and Girls Subject to Violence Core Elements and Quality Guidelines	Governance of coordination has two major components. The first component is the creation of laws and policies required to implement and support the coordination of Essential Services to eliminate or respond to violence against women and girls. The second component is the process of holding stakeholders accountable for carrying out their obligations in their coordinated response to violence against women and girls and ongoing oversight, monitoring and evaluation of their coordinated response. Governance is carried out at both the national and local levels.
Multi-disciplinary response teams	Module 5 - Coordination and Governance of Coordination UN Women Essential Services Package for Women and Girls Subject to Violence Core Elements and Quality Guidelines	Multi-disciplinary response teams are groups of stakeholders who have entered into agreements to work in a coordinated manner to respond to violence against women and girls within a community. These teams are focused on ensuring an effective response to individual cases and may contribute to policy making.
Victim / survivor	UN Secretary-General's Study Module 5 - Coordination and Governance of Coordination UN Women Essential Services Package for Women and Girls Subject to Violence Core Elements and Quality Guidelines	Victim / survivor refers to women and girls who have experienced or are experiencing gender based violence to reflect both the terminology used in the legal process and the agency of these women and girls in seeking essential services. UN Secretary-General's Study notes the ongoing debate the terms victim and survivor. Some suggest that the term "victim" should be avoided because it implies passivity, weakness and inherent vulnerability and fails to recognize the reality of women's resilience and agency. For others the term "survivor" is problematic because it denies the sense of victimization experienced by women who have been the target of violent crime. Therefore, these guidelines use the term "victim/survivor".
Stakeholders	Module 5 - Coordination and Governance of Coordination UN Women Essential Services Package for Women and Girls Subject to Violence Core Elements and Quality Guidelines	All government and civil society organizations and agencies that have a role in responding to violence against women and girls at all levels of government and civil society. Key stakeholders include victims and survivors and their representatives, social services, health care sector, legal aid providers, police, prosecutors, judges, child protection agencies, and the education sector, among others.

# APPENDIX IV:

## List of UN Trust Fund grantees that provided written contributions to the knowledge exchange process

### Cycle 12 – grants awarded in 2007

1. Georgia, NGO International Center for Education of Women (ICEW), Project “Intersectoral and community-based measures for the elimination of the domestic violence in Georgia: joint efforts on the implementation of the Anti-violence legislation”
2. Albania, NGO Refleksione, Project “Making it real: Implementing the law against DV in Albania” in cycle 12 AND Project “Developing a sustainable system for addressing violence against women in Albania” in cycle 14

### Cycle 13 - grants awarded in 2008

3. Bosnia and Herzegovina, United Nations Country Team in BiH, Project “Preventing and Combating SGBV in BiH”

### Cycle 14 - grants awarded in 2009

4. Serbia, Provincial Secretariat for Labor, Employment and Gender Equality (PSLEGE), Project “Towards a Comprehensive System to End Violence Against Women in Vojvodina”
5. Belarus, United Nations Country Team in Belarus, Project “Developing national capacity to counteract Domestic Violence in Belarus”

### Cycle 15 – grants awarded in 2011

6. Ukraine, NGO Ukrainian Foundation for Public Health, Project “Violence Free: Empowering Disadvantaged Women and Girls”
7. Croatia, Be Active, Be Emancipated (NGO), Project “Coming out of the dark – support to women survivors and violence prevention”

### Cycle 16 – grants awarded in 2012

8. Armenia, Women’s Resource Center (NGO), Project “Strengthening a Multisectoral Response to Counter Gender Based Violence in Rural Areas of Armenia”
9. Serbia, United Nations Country Team in Serbia, Project “Integrated Response to Violence against Women in Serbia”

### Cycle 17 – grants awarded in 2013

10. Kosovo (UN Administered Territory under UNSCR 1244), NGO European Center for Minority Issues, Project “Empowering Minority Communities in Kosovo\* against GBV”
11. Serbia, B92 Fund, Safe House Economic Empowerment – SHE Empowerment

### Cycle 18 - grants awarded in 2014

12. Serbia, The Association of Women Sandglass, Project “Local communities in Central Serbia against gender-based violence”
13. Tajikistan, NGO Najoti kudakon, Project “Creating WSG and strengthening shelter in Kulob Region”

### Cycle 19 – grants awarded in 2015

14. Armenia, NGO Women’s Support Center, Project “Creating a coordinated response mechanism to prevent and combat domestic violence in Armenia”
15. Serbia, Provincial Secretariat for Health, Social Policy and Demography, Project “STOP-CARE-CURE: Stronger institutional response to gender-based violence in the Autonomous Province of Vojvodina”
16. Serbia, Association of Roma Novi Becej, Project “No More Victims -Roma Girls and Women Respond to Violence”



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