PROJECT SUMMARY

Capacity-Building to Protect, Assist and Integrate Central American Female Victims of Violence in Costa Rica

IMPLEMENTED BY

THE CENTRE FOR THE SOCIAL RIGHTS OF MIGRANTS









About this brief: This paper presents the summary of a project implemented by the civil society organization (CSO) Centre for the Social Rights of Migrants (CENDEROS) for three years, from 2018 to 2021, through a small grant provided by the United Nations Trust Fund to End Violence against Women (UN Trust Fund). The summary was co-created and co-authored by CENDEROS and with the support from an independent external consultant. It summarizes the results of, and lessons learned from the project, with the aim of contributing knowledge to the evidence base on ending violence against women and girls (VAWG), for use by other practitioners and partners. It also serves as a useful tool to inform the next stage of the project and to raise awareness for the continued investment in CENDEROS and its efforts to prevent and respond to violence against refugee and migrant women and girls, and support gender equality in Costa Rica.

ABOUT THE ORGANIZATION AND PROJECT

CENDEROS



CENDEROS is a women's rights organization that was founded 21 years ago by Nicaraguan migrant women. It has the legal status of a non-profit organization and works in the territories bordering Nicaragua and in the capital of Costa Rica, San José.

Its **vision** is to encourage migrant populations and people settled near borders to exercise their citizenship, and benefit from social justice and gender equality. Its **mission** is to promote the prominence and empowerment of the migrant and border populations, particularly women, including young women, to construct a just society benefiting from gender equality. Preventing and eradicating violence against women is a central theme in all of the organization's activities.

CENDEROS has a general **strategy** that ranges from promoting human, economic, and social rights to facilitating the participation of the vulnerable migrant and border populations in society and providing them with leadership skills. Its lines of action include monitoring the institutional response to enable it to provide political advocacy; providing immediate assistance to prevent femicide, including through shelters and community protection networks; empowering survivors as protagonists of change; and carrying out community action, incorporating all key players and organizations present in the territory, and promoting psychosocial support, communication, and capacity-building activities in the communities.





Project Title: Capacity-building to protect, assist and integrate Central American female victims of violence in Costa Rica



FORMS OF VIOLENCE ADDRESSED

- Sexual, physical, verbal, emotional and patrimonial violence by partners, family or neighbours in the communities; and
- institutional violence that is, violence perpetrated or tolerated by the State



PROJECT BUDGET

UN Trust Fund's contribution:

\$150,000



CENDERO's contribution:

\$32,476

Total:

\$182,476



IMPLEMENTING PARTNERS

Red de Jóvenes Migrantes y Transfronterizos, Red de Promotoras Comunitarias para la Prevención de la Violencia, United Nations High Commissioner for Refugees (UNHCR), Comisión Nacional para el Mejora de la Administración de Justicia (CONAMAI) and Universidad de Costa Rica

PROJECT DESCRIPTION

This project, implemented by CENDEROS with the support of a small grant from the UN Trust Fund, addresses violence against refugee and migrant women and girls in Costa Rica.

The project involved key stakeholders from the government, academia and civil society, as well as migrant, refugee and cross-border women.

The project aimed to improve the safety of forcibly displaced women who are victims of violence in a cross-border region of Costa Rica. It contributed to improving the understanding of the multiple forms of violence suffered by women, improved institutional practices and strengthened a cooperation strategy between institutions. As part of the project, a community violence prevention strategy was developed in eight rural communities in the country. Through these, community organizations implemented care practices and promoted sisterhood and solidarity. A total of 91 women who manage a network of 300 women working to eradicate violence in their communities were empowered and trained as leaders, together with 54 young people who created youth networks.



PROJECT IMPLEMENTATION PERIOD:

1 Sept 2018–31 Aug 2021 no-cost extension until 30 Nov 2021

to participate in organizational learning activities and document project lessons







Primary project beneficiaries/agents of change:

PLANNED

170 people:

50 migrant women 70 refugee claimants 50 cross-border women

ACTUAL

276 people:

96 migrant women at risk of or experiencing violence 69 refuge-seeking and refugee/displaced women at risk of or experiencing violence
111 cross-border women at risk of or experiencing violence

Secondary project beneficiaries/agents of change:

PLANNED

190 people:

150 community leaders
20 members of the civil service in the justice sector
20 members of the security forces

ACTUAL

289 people:

229 community leaders
20 women in the network of community promoters
20 members of the civil service in the justice sector
20 members of the security forces

Country context¹

The project was developed in a complex context, characterized by two major issues: the coronavirus disease 2019 (COVID-19) pandemic and the sociopolitical crisis in Nicaragua. The crisis generated a significant flow of people seeking refuge in Costa Rica and had a direct impact on its territory of influence, as it is a border area.

Costa Rica has signed and ratified all international agreements and conventions enacted to protect women's human right to a life free of violence.² Likewise, at national level, regulations contribute to the eradication and punishment of violence against women.

Despite regulatory advances, Costa Rica still owes a debt to the most excluded groups of women. In this regard, the Committee on the Elimination of Discrimination against Women issued a series of observations regarding the prevention and eradication of violence against women in the country.³ These highlight the need for the State to develop specific

actions that provide a timely response to what is known as the intersectionality of violence. To this end, it recommended the development of actions aimed at serving populations in different geographical areas of the country, at local, rural and cross-border levels, and the adoption of measures aimed at preventing, investigating and punishing violence against migrant women; women who are refugees or asylum-seekers; women of African descent; stateless women; indigenous women; elderly women; lesbian, bisexual, transgender and intersex women; and disabled women.

In 2017, Costa Rica received 11,978 refugees and asylum-seekers. As of 2018, forced migrations from Nicaragua to Costa Rica had increased significantly; more than 30,000 people sought refuge in the country, and about half of them were women. According to the United Nations High Commissioner for Refugees, in 2020, Costa Rica received 121,983 people, of whom 9,613 were refugees and 89,770 were refugee claimants whose

requests for protection were pending resolution.⁵ Of the total number of refugee applications, 42,511 people came from Nicaragua.⁶

The area where the project was developed, the northern region of Costa Rica, borders Nicaragua and is the site of significant transit of people coming from northern Central American countries. In this area, there are high rates of unemployment, human trafficking and smuggling, and organized crime.

Displaced women are subjected to multiple forms of violence. The main reasons why women move are to search for work opportunities to support their families or to flee from situations of political, domestic or intrafamily violence. Many women leave their countries because they are fleeing violence from their own partners and do not receive effective protection in their country of departure or arrival. The situation of girls is particularly worrisome, as they suffer sexual abuse, including by family members. Sometimes this

abuse results in suicide attempts, which can also be an outcome of situations related to dating or school bullying. According to statistics from the Observatory on Gender-based Violence against Women and Access to Justice in 2016, 19 per cent of femicides in Costa Rica involved Nicaraguan women.⁷

The institutional response to providing shelter and protection to displaced women is insufficient. Many women are left out of the refugee system, as the refugee approval rate in Costa Rica is very low. In 2018, only 10 per cent of refugee claims were approved. In addition, attitudes that legitimize violence against women, rooted in racism and xenophobia, persist, increasing discrimination. A lack of coordination between state institutions, inefficient service provision by the judiciary and a lack of understanding towards women in violent conditions are factors that encourage women to drop proceedings and not to report abuse.

Theory of change

Vision of change (project goal): the goal of this project was to ensure that by the end of the implementation period migrant women who were victims of violence and were seeking refuge in Costa Rica experienced improved safety, and could access justice and community support networks for protection and shelter.

Characteristics of the problem addressed by this project are as follows.

- Violence against displaced women is not detected in a timely manner and protocols are not applied (although they do exist).
- Some of these women move with the aggressor or trafficker, as they are their partner. This makes the violence invisible.
- National mechanisms and protocols for preventing and responding to violence against women do not consider migration or displacement status (reiterated by the Committee on the Elimination of Discrimination against Women).
- Community support networks to protect women are weak or non-existent.
- Attitudes that legitimize violence against women are linked with racism and xenophobia, increasing discrimination
- Women do not have adequate information about their rights and the protective measures available to them in their country of departure or arrival.

To address these issues, the following intermediate changes are required.

- Civil servants should be involved to detect violence experienced by women in forced displacement early and apply the rules and procedures to assist them and refer them to support services, ethically and effectively.
- Evidence of institutional gaps must be produced to inform institutional changes, including by identifying the critical issues women face, the existing gaps at legal and policy levels, and shortcomings in the application of the law, a combination of factors that hamper the enjoyment of the fundamental rights of women in forced displacement.
- Community groups and networks of participating organizations must raise awareness and advocate for changes in attitudes in their communities to foster a welcoming environment for migrant and displaced women.
- Women's groups in communities should organize shelter networks to protect the lives of displaced women.
- Displaced women who participate in the project should be empowered to become advocates and support other women.



PROJECT INTERVENTION HIGHLIGHTS

Communication activities

- A mobile school of popular communication was set up to improve the communication of organized groups with the communities, and provide them with skills to design their own communication products.
- Workshops were held on audio editing, video editing, memes, photography, and community reporting.
- Audio and video content was recorded for the communities' social media pages.
- The campaign 'Isolation without violence' was disseminated through social media, community WhatsApp groups and community radio broadcasts.
- Weekly radio programmes were produced and hosted by female promoters trained as part of the project (an indicator of project impact and an unexpected result).
- Telephone helplines were set up to inform women about violence prevention routes. These were made available through an innovative approach involving cooperation with restaurants and convenience stores.

CASE STUDY: TECHNOLOGICAL CLASSROOMS FOR COMMUNITIES FREE OF VIOLENCE AND DISCRIMINATION





A computer, internet access, a screen and speakers were provided to the headquarters of the community organizations, which were managed by people from the communities (from development associations). The classrooms that were set up to benefit from these provisions helped to close gaps in internet access and were an innovative solution enabling communication during the pandemic, an unexpected outcome of the project. In total, five classrooms were installed. They were so successful that they motivated other donors to contribute funds to expand them, resulting in the installation of 12 additional classrooms. Through these and the direct action of empowered survivors of violence in this project, more than 200 women were reached in the eight target communities. This figure is more than twice the number of women targeted. CENDEROS created, with other partners, a virtual platform to facilitate the activities in these classrooms and provided training and coaching to staff, 'promotoras' (women survivors who want to help other women) and community leaders in the use of virtual strategies. Meetings, support sessions and workshops were held and began to be virtualized and facilitated through the technological classrooms.

Community psychosocial activities

Meeting places and safe spaces were created to promote women's participation in the communities through the following activities.

- Coffee afternoons: these provided open and communal spaces for women to talk, drink coffee, embroider, knit and dream together. They were run by 21 women from the target group who had reached 'promotoría' level that is, women who had been trained to lead organizing and training processes with other women.
- Speaking and listening groups: these were spaces for healing, based on the need to enhance the self-esteem and spirituality of female survivors of gender-based violence and to empower them.
- Reflection activities using artistic techniques: a mural-painting activity was conducted with young people, and a creative writing activity resulted in the publication of a collection of short stories.



INNOVATIVE PRACTICE: NON-VIOLENCE BINGO

This is an educational resource aimed at preventing communities by improving the knowledge of, changing the attitudes of, developing the values of and sensitizing those who play and changing the patriarchal conception of relationships between women and men. It works like traditional bingo, with prizes to attract people, but with the objective to improve participants' knowledge and skills and expose them to values that promote gender equality. The idea is that this resource will promote a zerotolerance attitude towards gender-based violence (personal and in the community), encourage participants to promote and participate in actions preventing gender-based violence, and create conditions for equality. It encouraged reflection and was an innovative resource.

Training activities

- For civil servants: we worked with the Refugee Unit of the General Directorate of Migration and Foreigners; participants were given training on forced migration and borders and attended workshops on recognizing violence, the differences between migration and refugee status, and the links between gender, forced migration and violence. Meetings were held between the staff and women in the target group to reflect on their realities.
- For community leaders: workshops and meetings about violence and migration were held, dealing with both concepts together. The link between violence and migration was established, with the latter determined as a factor that contributes
- to women's marginalization. The workshops and meetings also emphasized how the process of forced migration exposes women to different forms of violence. Intersectional analyses were conducted to understand the different forms of violence experienced by migrant women, and workshops were organized to strengthen organizations through facilitating communication and listening.
- For *promotoras*: in training workshops, the topic of violence and its manifestations, psychological first aid, what a *promotoría* is and what routes can be used to guarantee rights and the protection of life were discussed in depth.

Impact activities

- The response to women survivors by the legally responsible institutions, as per the protection route,⁹ was monitored through radio listening, case studies and a registry of institutions consulted by CENDEROS.
- Research was conducted among women involved in Central American forced migration flows.
- The results of the monitoring and research, including the critical points of the protection pathway and how forced displacement increases vulnerabilities, were presented to the National Commission for the Improvement of the Administration of Justice, a public entity that coordinates and brings together efforts among the different institutions of the justice sector, with a view to strengthening the justice system.

PROJECT ADAPTATION DURING THE COVID-19 PANDEMIC



In March 2020, the Costa Rican Government declared a state of emergency in response to the COVID-19 pandemic, which further exposed the human rights restrictions and violations faced by the migrant, refugee or asylum-seeking and border populations. During the health crisis, violence against migrant women, even more at risk because of their migration status, increased significantly. The pandemic context stirred nationalist feelings in Costa Rica and intensified the stigmatization of migrants and asylum-seekers, as they were accused of accelerating infection rates.

In addition, access to health care for the project's target population was considered by a large part of the Costa Rican population a luxury or an expense that Costa Rica was not in a position to afford, an argument with a resurgent xenophobic undercurrent that has been gaining strength in the country. In addition, as informal employment predominates among migrant women, the combination of isolation and health measures exposed them to a higher risk of unemployment.

In this context, new challenges arose: i) the population of migrants in an irregular migratory situation was excluded from vaccination campaigns; ii) violence against women almost doubled in the areas where the project was developed; iii) poor connectivity increased the digital gap and aggravated inequalities; iv) the lack of employment and the economic crisis hit women and victims of violence harder, with many women who were economically dependent on their partners seeing the cycle of violence worsen and few effective support programmes at government level; and v) the pandemic fueled the country's nationalist roots, which intensified the stigma and discrimination against migrants and asylum-seekers.

Therefore, in early March 2020, CENDEROS designed and implemented the 'Strategy for community accompaniment in the prevention, care and monitoring of the human rights of migrants, asylum-seekers and border residents in times of coronavirus containment'. It was aimed at protecting the human rights of women and men in the target group, with emphasis on the right of women to live free of violence. It also included informative actions to prevent the contraction and spread of COVID-19, and to prevent and respond to gender-based violence and provide psychosocial care.

These actions were carried out through different media.

- Dissemination material was prepared in the form of short videos, podcasts and audio content and published on Facebook and in WhatsApp groups.
- Information was provided to the target population through WhatsApp: two telephone lines were set up through which consultations were conducted with and complaints were received from migrants, asylum-seekers and the border population of Costa Rica. Through the helplines, these populations were also provided with guidance on issues of gender-based violence and human rights violations, and on migration procedures.

• Messages were disseminated through the violence prevention networks of community *promotoras*, and information was provided through radio programmes.

Regarding the internal functioning of CENDEROS during the pandemic, when the first cases of COVID-19 appeared in Upala, the organization adapted its operations in the northern part of the country. It began emphasizing self-care and risk prevention in relation to COVID-19, both at personal level and at institutional level. One of the main measures it implemented was a gradual adaptation to working from home. The CENDEROS office was closed and the context was analysed, identifying a need to strengthen and follow up on the processes that were already being implemented to protect and demand rights.

MONITORING AND EVALUATION



A monitoring unit was set up to monitor the institutional response and project indicators using the following instruments/methods.

- Baseline interviews and questionnaires were conducted (by telephone with staff and in person with the target population).
- Twice a month, meetings were held with the target group and male and female leaders to monitor progress against change indicators and make the necessary adjustments.
- A final qualitative evaluation was conducted through a meeting with 60 women from the target group using a conversational format.
- The KOBO toolbox was used for training activities at institutional level, and to create digital files for the women supported by CENDEROS.
- A case study methodology was used, based on a thorough and detailed compilation of cases of violence and with a focus on the implications of the institutional response. Emblematic case studies were analysed to show institutional gaps and critical problems.



Project results

Direct support for women: a total of 276 women in forced displacement and at risk of or in situations of violence were assisted.

- 91 migrant women experienced improved safety, received access to justice, and became part of community support networks for protection and shelter.
- 42 women obtained legal status as refugee claimants.
- 35 victims of violence and women at risk of femicide, who were referred by institutions or community leaders to CENDEROS, were cared for in shelters and received support to file a complaint, psychosocial support as part of a group and psychological care.
- 108 migrant, cross-border and refugee women participated in coffee afternoons.
- 21 solidarity houses for women seeking refuge and victims of violence were created.¹⁰

Community actions

- 64 trained promotoras supported complaints processes, provided information in their communities and referred cases to relevant institutions or to CENDEROS.
- 51 female leaders trained to provide emotional support to other women carried out interventions with 300 women in their communities.

• 54 young people formed a youth network for the prevention of violence.

Institutional actions

- A model of action was created jointly by the judge specialized in domestic violence of the Mixed Court of Upala, CENDEROS and community leaders, which allows an immediate response to cases of women at risk of femicide.
- The eradication of violence against women and girls was incorporated as a strategic axis in territorial planning, in the context of a local governance space called Cantonal Interinstitutional Coordination Councils.
- The results that emerged from the monitoring of the response provided by public institutions – which are required by law to protect women from violence – were presented to and accepted by the National Commission for the Improvement of the Administration of Justice.
- Capacity-building on protecting the rights of forcibly displaced women was carried out among the staff of seven public institutions, and in two of them screening processes were implemented to detect any type of violence suffered by forcibly displaced women



ORGANIZATIONAL LEARNING

Lessons learned

- As part of the project, strategic alliances were created with the Municipal Government of Upala, the Shelter Unit of the General Directorate of Migration and Foreigners, the Domestic Violence Court and the Public Force, among others. This proved to be key in ensuring a coordinated response to the protection needs of women who are victims of violence.
- For the duration of the project, CENDEROS led and spearheaded new reflections on the prevention and eradication of violence against women in the context of the pandemic. In addition, it carried out an internal process of adapting to the new circumstances, which allowed for strategic progress in the organization's own work and, among other things, led to the creation of a new thematic team for the prevention and management of violence. This highlights the importance of analysing the current situation and making the necessary changes to adapt to new and challenging contexts, including organizational changes in the institutional structure.
- Proximity and continuous contact are essential for reaching the target population and generating the necessary changes. Indeed, we also learned that due to the considerable commitment of the CENDEROS team it was possible to maintain permanent contact with the communities, even in extreme situations such as isolation during the COVID-19 pandemic. This reinforced the trust placed in and credibility of the organization.
- The actions implemented in the communities were developed by the women themselves and not by outsiders. Community promotoras organized, facilitated and supported the processes of identifying and training female participants, and constructing spaces for dialogue. They enjoyed community recognition for their commitment, and the fact that many of them were survivors of violence generated trust among women who had lived through similar situations. In this sense, the integration of a participatory and community-based approach, from the conception of the project and throughout its implementation, represents fundamental added value for the achievement of its objectives.



WHAT'S NEXT?

The project scope is important and validates the effective community-level intervention strategy that was applied. CENDEROS proposes the following actions to provide continuity.

- Replicate the community action strategy in other border territories that have similar characteristics to those of Upala, incorporating all the key players and organizations present in the territory, promoting psychosocial, communication and capacity-building activities in the community; organizing community promotoras; and coordinating with public institutions that are key in the fight to eradicate violence.
- **Strengthen** existing, productive, women's collectives in the territory to expand their capacity to welcome other forcibly displaced women, managing resources to expand their productive capacity and processes for raising awareness of forced migration.
- Advocate for the necessary reforms to the functioning of the judiciary to guarantee full access to justice for women in situations of violence, following up on the recommendations made by CENDEROS to the National Commission for the Improvement of the Administration of Justice.



FURTHER INFORMATION

This brief was written by **Donatella Montaldo**, an independent external consultant, in collaboration and co-creation with **Adilia Solís** from CENDEROS.

For more information about CENDEROS: https://cenderos.org/

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About the United Nations Trust Fund to End Violence against Women

The United Nations Trust Fund to End Violence against Women, managed by UN Women on behalf of the United Nations system, is the only global grant-making mechanism dedicated to eradicating all forms of violence against women and girls. Since its establishment in 1996 by United Nations General Assembly Resolution 50/166, the UN Trust Fund has awarded \$198 million to 609 initiatives in 140 countries and territories. For more information, visit the UN Trust Fund website and Learning Hub. To give feedback on this product, please contact the United Nations Trust Fund to End Violence against Women at untf-evaw@unwomen.org.

About the UN Trust Fund small grants modality

Small grants are currently provided to organizations managing annual operational budgets below \$200,000 and eligible for a UN Trust Fund grant of up to \$150,000. This modality was introduced in 2014 to build the capacity of small organizations, with a specific focus on small women's organizations. The proportion of the UN Trust Fund portfolio allocated through small grants at the time of publication was 34 per cent. Small grants include a higher proportion of flexible funding (for core costs) and a dedicated budget for self-care, which sets the modality apart from the general grant allocation. The UN Trust Fund's Strategic Plan 2021—2025 makes a commitment to focusing grant selection on women's rights organizations, women- and girl-led organizations, and organizations with local and community reach. The small grants modality is a key mechanism to achieve this. Organizations receiving small grants are eligible for support in producing a final, external evaluation and/or (from 2021) support to co-create and produce a knowledge product summarizing the results and lessons of the project. The methodology for co-creation includes focus group discussions and interviews with the organizations involved, desk reviews of project documents, baseline and endline surveys and monitoring reports, and co-drafting and co-editing the brief.



ENDNOTES

- The project was developed in the midst of an extremely complex context, characterized by two major situations: the COVID-19 pandemic and the socio-political crisis in Nicaragua, which generated a significant flow of people seeking refuge in Costa Rica and directly impacted the territory of influence of this bordering country.
- A review of the conventions and their implications for Costa Rica can be read in the first chapter of Estado de los Derechos de las Mujeres by the National Institute for Women (INAMU) (2011), Primer Estado de los Derechos Humanos de las Mujeres en Costa Rica. Available at: https://www.inamu.go.cr/documents/10179/275546/Primer+State+of+the+Rights+of+Women+in+CR+%282011%29/b744fe8b-6ce7-4aae-b6e4-4600a2da9079. A review can also be found in INAMU (2015), Second State of Women's Human Rights in Costa Rica. Available at: https://www.inamu.go.cr/documents/10179/275546/Segundo+Estado+de+los+Derechos+de+las+Mujeres+en+CR+%282015%29/72b9 0f77-e590-40b1-b9f0-16b76a2774c6.
- The Committee on the Elimination of Discrimination against Women (CEDAW) examined the seventh report submitted by the Government of Costa Rica in 2015 on its efforts towards complying with the provisions of the CEDAW, as well as the report submitted by the Ombudsman's Office (2017) on the same topic. From its review of these reports, the committee issued its concluding observations on the seventh periodic report of Costa Rica in document CEDAW/C/CRI/CO/7, available at: https://documents-dds-ny.un.org/doc/UNDOC/GEN/N17/227/40/PDF/N1722740.pdf?OpenElement
- 4 United Nations High Commissioner for Refugees (UNHCR) (n.d.), "El ACNUR en Costa Rica". Available at: https://help.unhcr.org/costarica/
- 5 Ibio
- 6 National Commission for the Improvement of the Administration of Justice (DGME) (2022), "Estadísticas Extranjería". Available at: https://www.migracion.go.cr/Paginas/Centro%20de%20Documentaci%C3%B3n/Estad%C3%ADsticas.aspx.
- 7 Observatorio de Violencia de Género y Acceso a la Justicia, Poder Judicial (2016), "Femicidio". Available at: https://observatoriodegenero.poder-judicial.go.cr/index.php/soy-especialista-y-busco/estadisticas/femicidio (accessed 18 April 2023).
- 8 Migration Policy Institute (2021), *El estado de la política migratoria y de integración de Costa Rica*. Available at: https://www.migrationpolicy.org/sites/default/files/publications/mpi-costa-rica-report-2021-spanish_final.pdf.
- 9 Law 8688 on the creation of the national system for the attention and prevention of violence against women and domestic violence establishes the role of each public institution. Available at: https://www.inamu.go.cr/sistema-nacional-de-atencion-y-prevencion-de-la-vif-y-vcm.
- Solidarity housing is housing provided in solidarity to women seeking shelter because they are vulnerable, are at risk and/or cannot rely on family or other support systems. Such housing is promoted by the community dynamics themselves, and women living in it are followed up by the community violence prevention *promotoras* in several of Upala's communities.





