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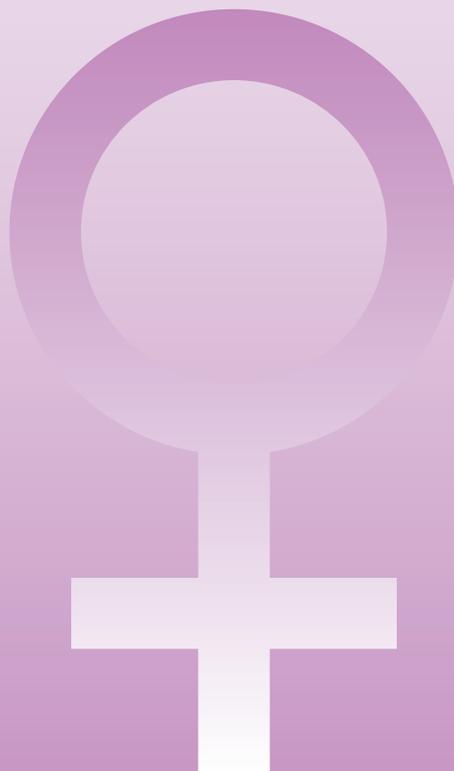
Central America Women's Network

The Response of International Aid Agencies to Violence against Women in Central America

The case of Honduras

A Research Report

November 2008



Field Research:
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Contents

1	Introduction	2
1.1	Conceptual Framework	2
2	The Missing Link: Funding Work on VAW	5
2.1	Paris Declaration Principles & VAW	7
3	Policy Approaches	9
3.1	Gender Mainstreaming	9
4	Responses to VAW	11
4.1	Gender Equality	11
4.2	Laws and Criminal Justice	12
4.3	Rights-based Approaches	13
4.4	Men and Masculinities	14
4.5	HIV, Sexual and Reproductive Rights	15
4.6	The Health Approach	16
4.7	The Economic Approach	17
5	Case Study: Women Fighting VAW	19
	<i>Centro de Estudios de la Mujer – Honduras (CEM-H)</i>	
5.1	A Multi-pronged Approach	19
5.2	Working with Government	20
5.3	Working with Masculinities	21
5.4	Advancing on VAW programmes: CAWN & CEM-H	22
6	Conclusions and Recommendations	23
Appendices:		
A.	Profiles of the Agencies funding VAW programmes in Central America	27
B.	References	36
Acronyms of Organisations		39

I Introduction

This report focuses on the responses of international aid agencies working on violence against women (VAW) in Central America and, in particular, the situation in Honduras and the activities of the Central America Women's Network (CAWN)'s partner, the Centro de Estudios de la Mujer- Honduras (CEM-H).

The UK-based Central America Women's Network was set up in 1991 in solidarity with women's organisations in Central America, supporting them to defend their rights and raising awareness of their concerns, especially in relation to women's economic rights and gender-based violence. CEM-H is one of the most influential women's organisations in Honduras. It was established in 1987 to promote women's rights and is committed to fighting VAW. Since the early 1990s CEM-H has worked with CAWN in order to raise awareness, exchange information and approaches to tackle those problems. Their joint programme challenging poverty and violence against women, which is funded by the Big Lottery Fund (BLF), aims to support women's advocacy in monitoring public policies on gender equality and violence against women, and to strengthen international and regional links between women's organisations. This report forms part of the joint programme.

The information presented in this report is taken from research commissioned by CAWN to identify existing approaches to VAW and to find out which of these are being implemented by international aid agencies to combat VAW in Central America, in particular Honduras. The research was carried out between November 2007 and May 2008. The methodology of the research included data collection from secondary sources, and interviews in participatory meetings in Honduras and Europe (mainly in the UK and Spain). Interviews were conducted with the headquarters of 20 international development agencies and 12 interviews with international agencies and NGOs based in Honduras. Among the agencies and networks we interviewed for the research, those that work in Central America are: the EU, UNIFEM, PAHO, AECID, SIDA, DFID, AAI, Amnesty International, Christian Aid UK, Oxfam, Trócaire, Progressio, CAFOD, ACSUR-Las Segovias, CAWN COMMCA and CLADEM. Those that had VAW-related programmes were PAHO, AECID,

SIDA, AAI, AI¹, ACSUR-Las Segovias, CAWN, CLADEM and LACWHN.

1.1 Conceptual Framework

Violence against women has only relatively recently gained the attention of many international development agencies. Although the issue has been a critical agenda for the women's movement since the 1970s, it only became a development concern in the 1990s when organisations, such as the UN, recognised the need to work towards the elimination of violence against women as a means to achieve development. Many development aid agencies are now focussing on tackling VAW to achieve gender equality and women's empowerment, and to improve women's welfare. They are working on the issues of VAW from different entry points, for instance, as a hindrance to poverty reduction, an obstacle to women's health or a violation of human rights.

Gender-based violence (GBV) and violence against women (VAW) are often used interchangeably but GBV also refers to violence directed against other groups (including boys, heterosexual men and the gay, bisexual and transgender community) as a result of their gender roles and expectations, whereas the term violence against women is specifically used to address gender violence as it affects women and girls. VAW is used more extensively in Latin America and is the concept used in the Inter-American Convention on the Prevention, Punishment and Eradication of Violence against Women (known as the Convention of Belém do Pará). This definition recognises VAW as violence exercised in both the public and private spheres. Belém do Pará also recognises VAW that is perpetrated or condoned by the state or its agents regardless of where it occurs (Article 2/c). This is an achievement in the region as legislation previously defined VAW as only occurring in the private sphere. For the purpose of this report, which highlights the

¹ Amnesty International is not a development organisation. However, AI is one of the key players in denouncing VAW as a violation of women's human rights and is influential in lobbying governments in Central America.

situation of women affected by violence, we use the term VAW (see Box 1).

Box 1. Violence against women (VAW)

“Violence Against Women is 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.”

UN Declaration on the Elimination of Violence against Women (1993)

“Violence against women shall be understood as any act or conduct, based on gender, which causes death or physical, sexual or psychological harm or suffering to women, whether in the public or the private sphere.”

The Inter-American Convention on the Prevention, Punishment and Eradication of Violence Against Women, “Belém do Pará” (1994)

“Violence against women is not confined to a specific culture, region or country, or to particular groups of women within a society. The roots of violence against women lie in historically unequal power relations between men and women, and persistent discrimination against women.”

UN Secretary-General (October 2006)

There is a lack of official data and research on the extent of VAW in the region. However, in the last 10 years VAW has become more visible as a result of the actions of women's rights organisations that have carried out research and reported on the killing of women in the region, a phenomenon known as *femicide* (see Box 2). Violence Against Women takes different forms, from psychological violence to *femicide*. In Central America the most commonly reported forms of VAW are: sexual exploitation, rape, pregnancy testing before employment, ban on abortion², trafficking, domestic violence and

femicide. Many Central American countries have succeeded in creating anti-domestic violence laws, which highlight VAW in the home context as a family issue. In Honduras, for example, the women's movement succeeded in their demands for anti-domestic violence legislation, which was passed in 1997. It was reformed in 2005 with a wider definition of domestic violence, the introduction of significant reforms and finally came into force in 2006³. Even though such laws exist, state impunity is prevalent throughout Central America.

The Catholic Church in general is extremely powerful in Central America and restricts civil society activities, promoting traditional women's roles (Rowlands 1997). An obstacle to women's rights is the presence of powerful Christian fundamentalists and their organisations. In this environment, it is a challenge for development agencies and women's organisations to work towards women's rights and therefore violence against women.

In Central America women's organisations have grown and mobilised to promote women's rights since the 1980s when civil war in the region led to rampant human rights violations. In Honduras, for example, women have only been able to own land since 1992 with the introduction of an agricultural modernisation law, though, in practice, women still have less access to land compared to men (Rowlands 1997). In the 1990s the women's movement achieved many of its goals, such as the creation of a legal framework to protect women's rights at both national and international levels, and in getting women's rights included within the human rights movement.

² Any restriction on women fully enjoying their sexual and reproductive rights is a form of violence against women. Therefore, the ban on abortion, which makes it impossible for women to terminate unwanted pregnancies by safe and legal means, is a form of violence. Human Rights Watch (2003)

reports that across the Central America region, millions of abortions are performed every year, most of them in unsafe, clandestine conditions, and thousands of women die as a result.

³ Decree No. 250 (2005).

Box 2. Femicide and feminicide

The term 'femicide' was popularised by Jill Radford and Dianne Russell (1992) in *Femicide: the Politics of Woman Killing*. They argue that violence is part of all relations in society and is reinforced by cultures that legitimise violence against women.

The situation in Ciudad Juárez led the Mexican scholar Marcela Lagarde (2006) to introduce the term "feminicide" referring to government impunity and negligence in investigating the murder of women.

Central American women's organisations use the term *femicidio* as a legal and political term to refer to the murder of women. It is an extreme form of VAW linked to discrimination, poverty and a backlash against women. Both feminicide and femicide indicate the killing of women because they are women, as opposed to homicide, which is gender-neutral.

See M. Prieto-Carrón, M. Thomson & M. Macdonald "No More Killings! Women respond to Femicide in Central America", Gender and Development, March 2007, Vol. 15, No. 1, Oxfam GB

2 The Missing Link: Funding work on VAW

In recent years donors' priorities have been largely shaped by the Millennium Development Goals (MDGs) and the Paris Declaration on Aid Effectiveness and this has made it increasingly difficult for women's organisations to obtain funding to tackle VAW. This is because these agendas affect donors' thematic areas and geographical priorities and also because there are political constraints and a lack of will on the part of agencies to make women's goals achievable at a national level. Women's organisations are left with a challenge to find new sources of funding if they are to tackle VAW with sustainable programmes.

Although it is very important to find out how much funding each agency allocates to VAW-related programmes, the current reality is that many agencies do not disaggregate their budget by gender-related programmes let alone gender equality, women's projects or programmes combating VAW. Gender mainstreaming may in fact contribute to agencies not gender budgeting and makes it difficult to know whether enough resources are allocated for VAW work. The ways in which budgets are assigned also vary, for example, some agencies assign by regions but not by themes and larger multilateral and bilateral agencies have complicated procedures for assigning budgets.

It could be argued that the global gender budget has increased in recent years partly due to gender equality and women's empowerment being one of the MDGs. Likewise the Paris Declaration on Aid Effectiveness promotes poverty reduction and the MDGs. However, a recent study shows that multilateral and bilateral agencies that used to fund women's rights organisations are now cutting back funding and instead are directly funding governments, particularly women's mechanisms (AWID 2006). Research by the Association of Women in Development (AWID 2006; 2007), found that in global terms the more explicit and important sources of funding for women's rights organisations have been individual donors, the Dutch Government, the Ford Foundation, HIVOS, Oxfam Canada and Oxfam Novib. In the Latin America and

the Caribbean (LAC) region, the pattern of major donors remains the same.

The LAC region receives one of the lowest levels of aid compared to other developing regions. For instance, in 2004 LAC only received around 9.5% of all aid given to developing countries (AWID 2007). LAC women's organisations have found it extremely difficult to obtain funding since donors' priorities and interests are different from theirs. The donors' shift in priorities means that women's organisations now have to strategise in order to secure financial support. For this research we were able to obtain limited information on funding for gender related work by major donors. For example:

The EU allocated 5% of total expenditure to Gender Equality within the Human and Social Development budget 2007–2013, of this 55% is to *Good Health for All*, 12% to *Education, Knowledge and Skills*, 21% to other aspects of human and social development, and 7% for contingency and administrative costs (EU 2007)⁴.

UNIFEM doubled its Trust Fund in 2007 to about US\$ 10 million⁵ (UNIFEM 2006b). However, the UN does not have a system to track thematic funding. In the implementation of its new Strategic Plan (2008–2011), UNIFEM will develop a system to track expenditure based on the main outcomes defined in the Strategic Plan, although this may not be in terms of VAW or other thematic issues.

Irish Aid uses Development Assistance Committee (DAC) Creditor Reporting System (CRS) in which gender is one code that captures funding to activities directly focusing on gender equality, women's empowerment and gender-based violence. However, the system cannot capture those activities which do integrate gender issues but are under other programmes. Irish Aid therefore cannot provide a complete picture of gender-budgeting. Irish Aid

4 Compared to the 3% budget allocation for gender equality between 2003 and 2006, there is a 2% increase.

5 The income of Trust Fund in 2006 was 5.1 million (12% of a total 63 million income).

is particularly committed to gender equality, as seen, for instance, in the establishment of the Joint Consortium on Gender Based Violence.

In general, there seems to be an increase in budgets allocated to gender equality and VAW, albeit insufficient, but this was not easy to research as only a few NGOs do gender budgeting in any detail. For example, UNIFEM, which runs and manages large funds, has not disaggregated its budget according to thematic areas of work. For the purpose of this study we were therefore unable to analyse the extent of funding for violence related work in Honduras or the region as a whole because of the lack of published documents and lack of data available on disaggregated gender budgets. Under a new initiative by UNIFEM there is now a possibility of government institutions in Honduras such as INAM, the Ministry of Health, the Ministry of Education, the Ministry of Security, and civil society organisations (CSOs), such as CEM-H and CDM, having access to trust funds through this scheme.

Even 'successful' programmes cannot be sustained without funding. UNIFEM Honduras had a programme on the prevention of VAW and sexual exploitation called *El MARS* (Women and Adolescents at Social Risks)⁶ between January and December 2007 with other organisations, one of which was CEM-H. The programme took multi-faceted approaches to VAW and was seen as 'successful'. However, the programme finished after the first phase as funding was discontinued and, since then, UNIFEM Honduras has not had any programme on VAW, despite it being one of its key institutional focuses. It currently works on two programmes that target the economic development of women. The first programme is a Central American regional programme called the *Women's Economic Agenda*, which works closely with the Honduran National Women's Institute (INAM), aims at incorporating gender analysis in Central

6 *El MARS* was co-financed by the Japanese government and also implemented in Guatemala and El Salvador. Social risks were identified as sexual exploitation and domestic violence due to lack of economic empowerment of women. It was implemented through local organisations in two municipalities in each of two departments, Valle and Ocotepeque, where the vulnerability of women was higher than in other departments. *El MARS* operated through various forms of capacity-building training given to women.

American economies in order to create capacities and conditions to place a women's agenda in the liberalised market economy. The second is called *Gender Aid Effectiveness for Peace and Development*, working with the EU. Both programmes target the improvement of women's living conditions through economic empowerment as part of poverty reduction strategies.

"The theme of gender-based violence is extremely recurrent. However, due to the decrease in aid and assistance, issues such as gender-based violence are being ignored. At the moment funds are being sent to Iraq and Africa, therefore, gender issues and particularly gender-based violence are not considered for funding since they are not sustainable. This represents one of our greatest challenges."

UNIFEM Central America

The global political decisions by the Paris Declaration on Aid Effectiveness in 2005 seem to have influenced the withdrawal of several aid agencies, including DFID, which is closing its Central America regional office in Nicaragua in 2009. The Swedish Development Agency, SIDA, is going to withdraw from Honduras in December 2010 and, in the process, will gradually reduce its areas of work every year. The impact of this will be an immense blow, not only for the Honduran government but also for women's organisations, as SIDA is a great supporter of women's rights and is committed to gender issues, with a plan of action to combat VAW (SIDA 2007). These recent shifts of focus in large donor agencies reflect changes in global aid policies, which ultimately are having a negative impact on women's lives in Central America.

2.1 Paris Declaration Principles & VAW

The Paris Declaration has become a significant instrument of funding for development in a changing environment of aid distribution and management, integrating its five principles to the full set of aid modalities, including more recent ones like budget support, Sector Wide Approaches (SWAPs), basket

funding and Joint Assistance Strategies. But how do these principles meet the international commitments and responsibilities to challenge violence against women?

2.1.1 Ownership: Partner countries take the lead in setting the Development Agenda

In Central America, there is an invisibility of mechanisms to address VAW in National Development Strategies (NDS) as well as political resistance to enforce gender equality as a priority for development. There is a lack of capacity in governments and civil society organisations for agreeing common approaches for gender priorities for development. The changes of aid within the Paris Declaration agenda, is shifting the funding models of donors by channelling resources through national governments

to civil society organisations, therefore there is a risk that funding is not accessible to or reaching women's organisations.

2.1.2 Alignment: Donors base their support on partner countries' National Development Strategies, institutions and procedures

Central American partner countries have not included the provision of adequate resources for national women's machineries or for women's organisations in the NDS. Despite global agreed commitments, the implementation of international instruments for addressing and tackling VAW (Inter-American Convention Belém do Pará, Beijing Platform for Action, CEDAW, the UN Declaration on the Elimination of Violence against Women, etc) are rarely high priorities in Central American National

Box 3. Roadmap of the Paris Declaration on Aid Effectiveness

1990s: The international aid effectiveness movement started when donors and aid agencies started to realise the impact and costs of different approaches and requirements they imposed on aid recipients' countries.

2002: At the International Conference on Financing for Development in Monterrey, Mexico, the international community agreed to provide more financing for development, and that providing money alone was not enough. Therefore, they began to develop a framework for aid to be used more effectively.

2003: The first High-Level Forum on Harmonization (HLF) in Rome gathered the major representatives of the international donor community and recipient countries. They committed to take action to improve the management and effectiveness of aid and to take stock of concrete progress. The Rome Declaration on Harmonization was set out under an ambitious programme of activities, including the harmonisation of efforts, expanding country-led efforts to streamline donor procedures, adapting institutions and countries' policies, and implementing principles and standards for harmonisation.

2005: The international community met [again] at the second High-Level Forum in Paris, where over 100 signatories – from partner governments, bilateral and multilateral donor agencies, regional development banks, and international agencies – endorsed the 'Paris Declaration on Aid Effectiveness' as a practical strategy to improve the quality of aid and its impact on development with five main principles: ownership, alignment, harmonization, managing for development results, and mutual accountability. It also sets the framework for improving accountability by monitoring its implementation under 12 main indicators.

2008: The third High-Level Forum took place in Accra, Ghana, where the Accra Agenda for Action as of 2010 was endorsed to accelerate and deepen implementation of the Paris Declaration. The agenda for action addresses three major challenges to accelerate progress: Country ownership, building more effective and inclusive partnerships, and achieving development results and opening accounting for them.

For further information see www.accrahlf.net

Development Plans. Similarly, there are no agreed system-wide disaggregated gender indicators to track funding allocated for women's development programmes among the donor community, nor gender budgetary strategies. In spite of increased amounts of aid spending on gender equality, official aid remains a small portion of the funding for women's organisations working on VAW programmes.

2.1.3 Harmonization: Donors' actions are better coordinated, more transparent and collectively effective

Joint donor coordination groups and women's organisations are working on information sharing rather than on influencing players in development planning processes and budget support approaches at national, regional and local levels. In Central America, increasing concern is expressed that the current poverty focus is taking donor attention and funding away from the region as 'lower middle-income' countries, where gender discrimination, unequal concentration of wealth, exploitative power relations, and VAW are very significant. While governments in the region continue to work with Poverty Reduction Strategy Papers (PRSPs), the devastating trend of the aid context is pulling donors out of these countries as the spotlight shifts increasingly to Africa.

2.1.4 Managing for Development Results: Managing resources and improving decision-making to achieve results

There is an absence of mechanisms and monitoring frameworks, assessing donor and governments' performance in supporting gender-related programmes in International Financial Institutions, multilateral or bilateral agencies. International organisations are reluctant to provide information on the allocation of funding for gender-related development assistance. The focus on results is transforming the attention from long- to short-term measurable changes. The advancement of gender equality and the challenge of VAW requires long-term programmes addressing issues of power, access and control over resources

that are essential for women's empowerment and women's poverty alleviation.

2.1.5 Mutual Accountability: Donors and partners are accountable for development results

Women's organisations in Central America have concerns about the implications of accessing funding directly from their own governments, where the current political environment is quite restrictive and space for civil society is minimal. Funding from their own governments is not an option for women's organisations. This would restrict their work and ability to influence government policies and hold them accountable for their commitments. The lack of an accountability culture across middle and low income countries may adversely impact citizens' independence – especially women's empowerment and responsibility in the development agenda.

3 Policy Approaches

The UN has launched an international campaign against violence that will run from 2008 to 2015 to coincide with the target date of the Millennium Development Goals. The campaign will focus on global advocacy, United Nations leadership and strengthened efforts and partnerships at the national, regional and international levels. By linking the campaign to the MDGs, the UN is emphasising that violence against women constrains the active involvement of women in development and is a serious obstacle to the achievement of internationally agreed development goals, including the MDGs.⁷

The majority of agencies we interviewed in the UK and Europe are engaged in programmes related to VAW one way or another, but several do not work in Central America. Most development agencies have gender policies and strategies and gender mainstreaming is reportedly practised. In order to address the issues of VAW, rights-based approaches (RBAs) are commonly used or mentioned in their strategy papers, along with combinations of other approaches. Rights-based approaches are popular among agencies working on violence because they offer a more holistic approach to address the many dimensions of VAW. The MDGs also promote rights-based approaches and, therefore, many international agencies have adopted them as part of a global agenda for action. A focus on gender equality and HIV and AIDS, which are two of the eight goals of the MDGs, are popular among large agencies. See Appendix A for a summary of the policy approaches implemented in these organisations.

3.1 Gender Mainstreaming⁸

Since the 1995 Fourth World Conference of Women in Beijing, gender mainstreaming has become a norm for development programmes and is widely used by most development agencies. All the agencies we interviewed mainstream gender as their

gender equality strategy. Many also have separate gender strategies, as gender mainstreaming is not a particular approach to VAW but rather an on-going process that is implemented throughout the whole institution. For example, while Irish Aid and AAI mainstream gender as a basic tool to achieve gender equality, they also set up clear and concrete strategies to combat VAW. The problems, however, lie in the ways in which gender mainstreaming has become a technical norm, where agencies are required to tick the checkbox of "mainstreaming gender" while, in practice, mainstreaming can lead to a lower focus on women-specific issues.

"Mainstreaming is not an end in itself but a strategy, an approach, a means to achieve the goal of gender equality. Mainstreaming involves ensuring that gender perspectives and attention to the goal of gender equality are central to all activities – policy development, research, advocacy/dialogue, legislation, resource allocation, and planning, implementation and monitoring of programmes and projects."

UN Office of Special Advisor on Gender Issues and Advancement of Women, Department of Economic and Social Affairs (OSAGI)

In Honduras, the National Institute of Women (Instituto Nacional de la Mujer -INAM)⁹ is the Women's National Machinery and one of the national mechanisms that develops gender policies to ensure the advancement of women. INAM's main role is mainstreaming gender into government institutions and it collaborates with the Inter-agency Gender Board (Mesa Interagencial de Género, MIG), which brings together all the major donors in Honduras. INAM is responsible for implementing the National Plan for Violence against Women (2006–2010) and provides the Ministry of Security with guidelines and materials on domestic violence prevention for the use of police training centres. Even though INAM is the government entry point for gender-related

7 For further information see www.un.org/womenwatch/daw

8 The concept was first introduced at the Third UN World Conference of Women in Nairobi in 1985.

9 INAM has about 50 staff members who change when there is a new government. However, a staff member of INAM told us that INAM wants to keep some autonomy from the government so it does not have to change its staff. They do not receive enough funding from the government and international donors are the major funding source, which ensures INAM's survival.

programmes, it is vastly under-financed, receiving only 0.001% of the national budget (CDM 2007). The role of the MIG in mainstreaming gender into government institutions has become very important since few resources are allocated to programmes for women and of 75 government institutions only four have a gender unit. MIG's regular meetings can be an opportunity for women's organisations to lobby for increased resources and to address gender inequality in the government, however, they each have their own agendas and, at times, there is a clash of political interests. There is a serious lack of funding for work on violence against women and, although the INAM has obligations to deliver, they are under-resourced and lack credibility. Funding for the implementation of the governments' national Poverty Reduction Strategy is available through the International Cooperation Agencies funds (ACI-ERP), which are available for the purpose of mainstreaming gender, two key targets of the fund.

"All agencies are encouraged to use gender mainstreaming as their main mandate within their projects. The aim is that this strategy should form part of national policy making as well."

CDM

4 Responses to VAW

In recent years there has been a growing interest among international development agencies on how to effectively respond and tackle VAW within their programmes and projects. Agencies that support VAW projects worldwide, directly or through partners, have different entry points. In our research we identified these different approaches: gender equality; laws and criminal justice; rights-based; men and masculinities; HIV reproductive and sexual rights; health; and economic linked to anti-poverty strategies. Some of these evolved from debates within the women's movement whose discourses were later adopted by development agencies, i.e. women's rights and women's health issues during the 1990s. Others emerged from strictly development debates and the MDGs, focussing particularly on the economic, HIV and AIDS and gender equality approaches. Several agencies take a multi-sectorial, rights-based approach, to tackle VAW because no single approach is sufficient on its own given the complexity and severity of violence against women.

VAW in all its forms, has been a concern that has mobilised women's movements throughout the world since the 1970s and brought women together to combat it. A feminist approach to VAW defines it as the ultimate manifestation of unequal power relations between men and women. All forms of feminism share a basic commitment to ending female oppression and recognise the central fact of women's social, material and political subordination. Violence is a global phenomenon and feminists are working in solidarity to eradicate it through approaches that consider the intersections between gender, sexuality, nationhood, race and economic exploitation on a global scale. In Central America patriarchy takes a unique form compared to other parts of the world and needs to be tackled by different methods. Violence is highly gendered in the region and traditional cultural attitudes toward women are reinforced by factors such as religious fundamentalism, militarism and neo-liberalism, all of which affect the rights and status of women and girls.

Honduras is predominantly conservative and traditional religious views dominate socio-political policies. For instance, a women's organisation lost funding from a catholic agency when pro-life

activists denounced them for producing materials on women's sexual and reproductive rights that included a description of types of emergency contraceptives. The withdrawal of funds was a huge financial loss for the women's organisation. Another recent example was when a female member of parliament, who belongs to a conservative catholic group, objected to reforms proposed by the Ministry of Education and exerted her influence to stop the publication of sex education guides for schools (CDM 2007).

4.1 Gender Equality

Many agencies recognise that in order to promote gender equality VAW must be combated. The promotion of gender equality and women's empowerment is one of the goals in the MDGs and many international aid donors, such as UNIFEM, EU, SIDA, Irish Aid and DFID use this approach to work on VAW. Irish Aid policy highlights the need to eliminate inequality between men and women, and gender advisors who work on VAW are located in the organisation's Technical Section. DFID rationalises its work on VAW on the basis that gender equality and women's empowerment are goals to tackle VAW. For example, in the publication on *Education and Gender Equality* (UN Millennium Project Task Force) VAW is seen as reinforcing gender inequality by restricting women's abilities to use their capabilities and take advantage of opportunities (Grown et al. 2005). DFID is committed to gender mainstreaming and in February 2007 published a Gender Equality Action Plan (GEAP), explaining how DFID will support developing countries in achieving gender equality and women's empowerment. GEAP was written as a response to a critical evaluation in 2006 of DFID's performance on gender equality and women's empowerment.

DFID does not have any specific programme on VAW in Central America. Its focus in the region is economic growth, governance and HIV and AIDS. DFID mainly works with international financial institutions and one of its close partners is the Inter-American Development Bank (IADB). The IADB is one of the biggest multi-lateral financiers for the Latin America

region with a strong commitment to gender equality. The objective of reducing domestic violence has been mainstreamed in its lending operations for citizen security since 1998 (Grown et al. 2005: 120). These large organisations are important in their capacity to operate long-term and wider scale programmes on VAW using multi-sectorial perspectives.

In Honduras, large donors such as SIDA, AECID and UNIFEM, focus on the gender equality approach and women's organisations use this as an entry point to monitor donors to ensure they implement their commitments to gender equality.

4.2 Laws and Criminal Justice

A legal/judicial approach aims to advance legislation to address VAW within the justice system and its implementation at national and international levels. This approach emerged from the efforts of women's rights activists to make VAW visible within the human rights debate, which had in the past largely neglected women's rights. The linking of women's rights and human rights was a powerful tool to gain international recognition, mobilise resources and make alliances, as the human rights discourse was already an accepted framework (Chinkin 1995).

Violence against women is condemned in international conventions and agreements, such as the 1993 UN Declaration on Elimination of Violence against Women and the Beijing Platform for Action (1995), which laid down a definition of violence against women.¹⁰ In Latin America the Convention of Belém do Pará was adopted by the Inter-American Commission of Women (CIM) in 1994 and led to many member states adopting anti-domestic violence laws. However, these laws only apply to the private sphere, leaving women's rights in the public sphere untouched. The character of the Belém do

Pará Convention with its impetus for combating VAW more widely was mostly ignored in national anti-VAW legislation in the region (Carcedo 2007; Belém do Pará Report on VAW 2002).

In Honduras, the civil society movement and women's organisations successfully lobbied for national legislation against domestic violence and the law came into effect in 1998. It is a preventive law that aims to stop violent acts by establishing immediate protection measures. But this is not comprehensive and prohibits only one form of VAW – in the private sphere – and although this law was reformed in 2006, crimes against women are still seen as a minor crime and femicide is rarely recognised as such. In contrast, in April 2008 the Guatemalan Congress approved a Law Against Femicide and other forms of VAW, which is an important step in the defence of women's rights. This law¹¹ explicitly recognises the phenomenon of femicide and VAW as being the result of the unequal power relations between men and women. The new legislation will strengthen the work of public prosecutors, human rights organisations and the police in Guatemala to work on cases of femicides.

In Central America an approach focussed on law and the criminal justice system is taken by: PAHO, AI, UNIFEM, AECID, Trócaire and CLADEM. For example, PAHO's programme to create a model of care for VAW for the health sector in the region includes the promotion and development of national policies, norms and protocols, advancing national legislation and policies in the health sector (Ellsberg and Clavel 2002). AI and UNIFEM monitor countries and lobby governments to enforce existing laws. The UNIFEM Trust Fund stresses the implementation of laws and policies, while AECID supports Women's National Machineryes in Central America to monitor and strengthen anti-VAW legislation. Trócaire provides legal support for victims of domestic violence and supports advocacy efforts for the advancement of

10 The 1979 UN Convention on Elimination of all forms of Discrimination against Women (CEDAW) did not specifically mention violence against women. However, it was revised and updated to incorporate violence against women into the definition of discrimination in General Recommendation 19 which was adopted by the CEDAW Committee in 1992.

11 It establishes penalties of 20 to 50 years imprisonment for femicide without parole, and punishment for sexual, physical and economic violence varying from 5 to 8 years. Sexual violence includes the denial of contraceptive use or family planning services. In Guatemala, according to National Civil Police statistics, 1,467 women were murdered between 2001 and 2004. Other sources claim the figure is 2,070 women murdered, mostly aged between 14 and 35 years (UN 2006).

anti-VAW laws and policies to protect women's rights. CLADEM, which is mainly staffed by lawyers and human rights activists, works on the advancement and implementation of anti-VAW laws.

The legal/judicial approach is an important mechanism to protect women from VAW. However, there are still many hurdles to overcome, such as the unwillingness of judges to enforce anti-VAW laws and a lack of awareness of these laws. CEM-H organises seminars on domestic violence for key workers, both men and women, who work for the women's shelter in the coastal town of La Ceiba. In this programme they work in collaboration with the Honduran National Alliance of Women Councillors (Alianza Nacional de Mujeres Municipalistas de Honduras – ANAMMH), which promotes women's political participation. Currently HIVOS supports CDM in a programme related to legal aspects of VAW to improve women's access to justice. It monitors the judicial system to see how domestic and sexual violence laws are applied and documents cases of impunity. However, raising public awareness on VAW legislation requires greater collaboration between a range of agencies and organisations and much remains to be done, at different levels, to address women's rights within the legal and judicial sector.

4.3 Rights-Based Approaches

Many of the agencies we interviewed take a rights-based approach (RBA) to VAW: promoting the right of women to be free of violence and the empowerment of women to demand and enjoy their rights and fundamental freedoms. Many agencies adopt rights-based approaches as their institutional principle and they have gained overwhelming popularity among international development agencies. There is not one single approach, but increasing recognition of the importance of including a human rights perspective in development, which has led to more holistic and multi-sectorial approaches to women's rights, for instance, recognising women's rights to work, to good health, education and the right to gender equality.

The MDGs have a rights framework and UN agencies have claimed that rights-based approaches are a useful tool in development programming to work toward achieving these goals (UN 2003). Governmental organisations such as the EU, UNIFEM, DFID, AECID, and Irish Aid use RBAs as an institutional approach in their programmes but do not always make the connections between VAW and women's rights. The EU and DFID do not have any specific development programme on VAW even though their gender strategy papers state that they have a rights-based approach. It is therefore important that government programmes translate their stated commitment to women's human rights into support for programmes on VAW, which is the ultimate violation of women's human rights.

In Honduras, HIVOS, CDM and CEM-H have adopted rights-based approaches and successfully translate these into programming. For instance, CEM-H works with female *maquila* factory workers claiming their labour rights as well as the right to be free of violence. These organisations have a feminist focus in their work. HIVOS supports women's rights and empowerment in many programmes working with CSOs. It is truly committed to gender equality by mainstreaming gender in various programmes.¹² CDM and CEM-H tackle VAW from different angles challenging gender power relations. For instance, CEM-H's self-help groups support battered women and their empowerment through mutual help. However, taking a feminist approach to VAW in Honduras can be difficult, especially regarding finding both partners and funding. Donors may prefer to avoid conflict with the Honduran government, favouring a service-orientated approach to VAW, without challenging the root cause of VAW: unequal gender power relations and a lack of respect for women's rights.

12 Two examples of HIVOS funded programmes in an environmental programme called Intensive Gender Journey (Trayecto Intensivo de Género) in the Northern part of Honduras. The Pico Bonito National Park Foundation (FUPNAPIB) and the Committee for the Defence and Development of Flora and Fauna of the Gulf of Fonseca (Coddeffagolf) successfully created their Gender Action Plans. Coddeffagolf succeeded in getting a woman as president and FUPNAPIB succeeded in getting a 50% balance of women staff and members on the management board.

4.4 Men and Masculinities

In Central America some organisations are starting approaching VAW by working with men on masculinities. The aim is to question and change the cultural expression of *machismo*, which is built on men exerting their authority and subordinating women often through the use of violence. Working with men and boys on how they express their masculinity is considered significant, especially in relation to the prevention of violence. Several of the international agencies interviewed take this approach, for example, Oxfam GB in its *We Can End VAW* campaign, started in 2005 in South Asia, tries to change men's violent attitudes towards women in societies where these attitudes are not recognised as violence. The Latin American and Caribbean Women's Health Network (LACWHN) is proposing to launch this same campaign, orientated to the Latin American context, with funding by Oxfam Novib. Another UK agency, Progressio, has done pioneering work¹³ on masculinities in Central America as a means of eradicating VAW. Womankind Worldwide work on masculinities in their education projects and have been successful in bringing the theme into the school curriculum in Zimbabwe. In the UK, their secondary schools programme *Challenging Violence, Changing Lives*, is focused on raising awareness and transforming the attitudes of boys and girls.

In Honduras PAHO ran a programme on men's attitudes to VAW and sexual and reproductive rights. A clinic was established and provided capacity building for staff and promoters who worked with men. However, the programme was discontinued, as the Ministry of Health did not recognize its significance, whereas in other Central American countries the programme continued for another two years. PAHO and HIVOS are potential allies for women's organisations wanting to work on VAW from this perspective as

13 See Patrick Welsh (2001) *Men aren't from Mars*, unlearning machismo in Nicaragua, CIIR/Progressio. At the moment there is no plan for continuing work on masculinities and VAW but Progressio is adapting the methodology to use in relation to masculinities and HIV and AIDS in different projects and countries.

the have initiated pioneering working on men and masculinities.

Even though women's organisations recognise the importance of challenging men's behaviour and indeed CEM-H includes some training for men and boys in their violence work, most are unwilling to provide funding for men at the expense of working with women affected by violence. But they would only consider working with men and on masculinity when new and more funding is made available.

Box 4. The Network of Men against VAW

CANTERA (Centre for Communication and Popular Education) in Nicaragua started pioneering work on masculinities by working with men to challenge and change notions of masculinity.

In the 1990s a Progressio development worker with a placement in CANTERA worked with them to develop the methodology and ran training course on gender, masculinities and gender-based violence. This work helped create the network Association of Men Against Violence (AMAV) across Central America (Progressio 2005).

The CEM-H *Caminando En Tus Zapatos* (Walking in Your Shoes) programme,¹⁴ trains male police officers, clinical staff, lawyers and judges to empathise with what women go through when they face violence, for example, when they are refused treatment in clinics or not taken seriously at a police station. Working on masculinities, on the other hand, means working with men and boys to directly question cultural norms and challenge unequal power relations. Such programmes have been implemented in Central America¹⁵ but CEM-H believes that questioning

14 *Caminando En tus Zapatos* was implemented in the department of Intibucá under the auspices of the Health Centre. This programme was implemented from July to September 2007 with capacity-building seminars in which 150 men participated, including 23 policemen in November 2007. It was also implemented in February 2008.

15 Edgar Chacón, who is one of the authors of *El género también es asunto de hombres* (Briceño et al. 2001), is a practitioner who provides capacity-building seminars to men in Central America.

masculinity is not enough to change values or power relations between men and women in the Honduran context and that preventing VAW requires more profound social changes to challenge deep rooted cultural attitudes.

4.5 HIV and AIDS, Sexual and Reproductive Rights¹⁶

In recent years, the intersection between HIV and AIDS and VAW¹⁷ has emerged as a priority area of work in relation to gender equality. It is also highlighted in the MDGs where one of the goals is the reduction of HIV and AIDS. Work on HIV and AIDS linked to VAW is considered an effective tool to control the pandemic and reduce the vulnerability of women with HIV infection. If women cannot escape from a violent environment, the risk of contracting HIV and AIDS or other sexually transmitted diseases increases. VAW is not only a risk factor for HIV infection, but also contributes to women's isolation, stigmatisation, loss of economic productivity and lack of self-esteem. The prevalence of domestic violence, sexual violence and rape in countries with a high HIV and AIDS prevalence rate illustrates that VAW is an important risk factor for transmission. Studies demonstrate that HIV-infected women are more likely to experience violence and women who have experienced violence are at higher risk for HIV infection (GCWA n/a). One of the core components of the UNIFEM Trust Fund is the intersection between violence and HIV and AIDS. SIDA also promotes working to end VAW as the key to stopping the spread of HIV and AIDS.

16 Issues of HIV and AIDS in the development agenda appeared first in the 1980s as a health problem affecting men having sex with men, later on as issues of human rights and poverty, gender, humanitarian work and globalisation affecting very differently developing regions of the world (Holden 2003: 19).

17 For a review of policies, case studies and projects working on the intersections between VAW and HIV and AIDS, see "HIV and AIDS and Gender-based Violence (GBV): Literature Review", produced by the Harvard School of Public Health. Available at http://www.hsph.harvard.edu/pihhr/images/Final_Literature_Review.pdf

In 2007, AAI initiated the *Women Won't Wait* campaign to influence the global agenda on HIV and AIDS and VAW with a strong emphasis on addressing women's health and human rights and for increased funding for work on these issues. LACWHN has joined the coalition and leads the campaign in Latin America.

Honduras has the highest prevalence of the epidemic in Central America with 1.5% of the total population affected. Although the intersection between HIV and AIDS and VAW has been addressed by various agencies, it is not well recognised by the major actors. The five-year-cycle National Strategic HIV and AIDS Plan (PENSIDA) has been implemented since 1998¹⁸ and its third phase was launched at the beginning of 2008. It is largely funded by USAID¹⁹ and, therefore, its strategies might be influenced by US policies on HIV and AIDS, namely the ABC approach.²⁰ The Ministry of Health and the National Forum of Persons Living with HIV and AIDS (National Forum) are involved in the formulation of the next strategic plan PENSIDA III. However, the PENSIDA I and II strategic plans were criticised for being limited in scope as they only identified strategies for sex workers and pregnant women. (CDM 2007).

The two leading Honduran ministries working on HIV and AIDS, the Ministry of Health and the National Forum, do not work on the intersection between VAW and HIV and AIDS and have no specific policies or strategies on VAW. This is an alarming fact that needs to be addressed by policy makers, because many women contract the virus as a result of violence. The National Forum supports people with HIV and AIDS to live with dignity, to reduce mortality by HIV and AIDS, and to promote citizens' well-being and health. However, their strategic Plan

18 The first two phases were PENSIDA I (1998–2002) and PENSIDA II (2003–2007).

19 Although the information was given by an interviewee at SIDA, it was not possible during the research period to discover the extent of USAID funding for this programme.

20 These principles are clearly written in the USAID website. "A" for abstinence (or delayed sexual initiation among youth), "B" for being faithful (or reduction in number of sexual partners), and "C" for correct and consistent condom use, especially for casual sexual activity and other high-risk situations. See http://www.usaid.gov/our_work/global_health/aids/News/abcfactsheet.html

for 2007–2011 does not include a section on VAW or a separate section on gender. While the Ministry of Health is concerned with maternal health and as a result its focus on VAW only relates to women during pregnancy. While violence during pregnancy can have serious consequences for women and their children, it automatically excludes women who suffer violence when they are not pregnant and thus suggests that women are valued as mothers more than as women.

Box 5. *Stepping Stones*

Action Aid International (AAI) promotes this community HIV training methodology, which was first developed in Uganda in 1995. *Stepping Stones* fosters community dialogue, focusing on women's and men's relationships and communication skills with the goal of reducing HIV transmission and improving sexual and reproductive health. The approach has spread to over 2,000 organisations in 104 countries, including in Central America, contributing to changing attitudes and behaviour related to VAW and working towards lower HIV vulnerability.

A PAHO research project, *Critical Path*²¹ found that sexual violence increases women's risk of transmitting the HIV virus because women are not capable of negotiating safe sex with their partners. As a result of these findings the Ministry of Health, which had not recognised the intersection, started to include it by establishing a network of counsellors on both themes. In collaboration with the Ministry of Health, PAHO works with HIV and AIDS counsellors who connect HIV and AIDS with the issues of VAW. These counsellors are located in HIV and AIDS Integrated Support Centres where women with the HIV virus can go for help on violence. However, the National AIDS Forum is not committed to bringing gender issues and VAW into HIV and AIDS projects. Each local branch adapts to its local conditions when implementing different projects, with the result that these projects

might only target men, even though they also have strategies that include gender mainstreaming.

4.6 The Health Approach

The health approach to work on VAW emerged as part of human rights and health discourses in the late 1980s. For example, the Cairo Platform for Action (1994) drew attention to various forms of VAW and its intersection with health in order to incorporate the issues into population and development-related programmes. It was also a condition *sine qua* for the advancement of gender equality (Mayhew and Watts 2002). Considerable funds were allocated to projects addressing the impact of VAW on women's reproductive health, primarily targeting clinical services, such as maternal health, family planning and sexually transmitted diseases.

Framing VAW as a health issue is an approach used by health-specific agencies such as PAHO. SIDA also uses this approach to protect women affected by violence, to promote sexual reproductive health and rights and to prevent sexually transmitted infections and stigma about sex and sexuality. As mentioned above, the WHO/PAHO carried out pioneering research on violence and health in 2000²² on the condition of women living in violent situations in 10 Latin American countries (Sagot and Sharder 2000). Many agencies working on health have accepted a more "holistic" approach to VAW and now implemented a multi-sectorial approach, which comprises services such as counselling, legal advice, economic support and legislation. Integrated service provision improves health services for women survivors of violence and, at the same time, creates links and allies with other services and actors.

In Honduras, the Ministry of Health is responsible for protecting women from the health hazards and providing services for women who suffer VAW.

21 The study (Sagot 2000) was piloted in 16 networks in 10 countries in 2000. The original *Critical Path* was published in Spanish and then translated into English with the title *Women's Way Out*.

22 *Critical Path* (Sagot 2000) piloted 16 networks in 10 countries in 2000. The lessons learnt from this study supported the construction of an integrated strategy for addressing GBV, which targeted women living in violent situations and incorporated local community resources and social sectors, e.g. the health sector, into a coordinated response to the problem (PAHO 2003: 23).

The Ministry manages a programme called Integral Family Support, which offers services to women and adolescents in some municipalities where specialised clinics for battered women have been integrated. This programme uses specialists, such as psychologists, to provide capacity building for nurses, doctors and staff who work in the public health sector to raise awareness of VAW.

"Almost all of our activities involve a gender and equality perspective. There is a new vision within our organisation as well as across our different programmes which is gender focused. This has been the result of a long process, but currently almost all of the health centres have trained employees on gender-based violence in order to provide a more specialised service."

Secretaria de Salud, Honduras

PAHO works on VAW from a health perspective in collaboration with different UN agencies. They fund a human security programme, which involves a system of monitoring and collecting information on violence, in three observatories set up in universities in three municipalities.²³ Within each observatory there is a Technical Committee formed by police, courts and hospitals, so that the data collected will be reliable and stay in one place. The Municipal Women's Office takes an active role in supporting the project through the creation of women's networks. This programme has been successful in addressing VAW from a multi-sectorial perspective involving the health, legal, local government and academic sectors. However, despite being a successful model, the programme has only been implemented in three municipalities out of the 298 municipalities in Honduras, making the impact rather small.

The Latin American and Caribbean Women's Health Network (LACWHN) promotes the protection of women's health and sexual and reproductive rights. This feminist network supports national, regional and international campaigns for women's struggles against VAW such as the International Day Against VAW (the 25th of November), the September 28th

Campaign on Abortion Rights are Human Rights, and the *Women Won't Wait* campaign.

4.7 The Economic Approach

This perspective on VAW evolved from mainstream development thinking that considers the impact of violence as hindering economic growth and therefore economic development (Collier 2003). It is attractive to some donors because it links the theme of VAW to poverty reduction and achieving the MDGs, an approach that was especially welcomed and promoted by the World Bank. This approach to VAW focuses on the economic and social cost to national governments of dealing with VAW, as it greatly increases economic expenditure in health services, justice and police services, and in the labour market. VAW also has indirect costs, which have an impact on labour market participation and productivity, leading to lower earnings, increased absenteeism, decreased investment and savings. Poverty itself is a trigger for increased levels of family violence. Even though the economic approach has been criticised by feminists and women's rights advocates because it dilutes feminist thinking, which considers the root causes of VAW to be gendered power relations (Sen 1998), it has served as a strategy to gain donor funding and promote government actions.

Micro-credit programmes can be powerful instruments for women's economic empowerment. However, research carried out in the 1990s noted that micro-credit programmes only considered increasing women's financial resources, ignoring the impact of this type of women's empowerment that was changing gender power relations within the household and community and challenged men's authority and power (LANCET 2006). For example, a study in Bangladesh showed that men reclaimed their authority through VAW (Schuler, 1996). Recent micro-credit programmes, therefore, have started to include analysis of VAW in their programming and to educate their staff on gender and VAW issues.

²³ These are Juticalpa, Choluteca and Comayagua.

Addressing the link between VAW and poverty reduction is extremely important in the Honduran context, as poverty and violence are widespread. Honduras obtained HIPC (Heavily Indebted Poor Country) status in 2005 with an agreement of 58% debt relief. However, the poverty reduction strategy (PRS) is regarded as a failure by many women's organisations in Honduras because of the allocation of funding to local municipalities, which received some 40% of the budget for poverty reduction (UN General Assembly 2007). The decentralisation strategy is not always effective in relation to tackling violence when the central government does not have the resources to implement a programme to reduce VAW. Poverty reduction strategies seem to have benefited foreign investors through macroeconomic recommendations, such as privatisation, but poverty has not been reduced for the majority of the population in Honduras (Kennedy et al. n/a).

SIDA approaches VAW as a means of poverty reduction because it believes that VAW is both a cause and a consequence of poverty (SIDA 2007), although other agencies in Honduras are not explicit in this approach. HIVOS and Trócaire, together with other NGOs, created a fund called the ACI-ERP (International Cooperation Agencies – Poverty Reduction Strategy) Fund,²⁴ which women's organisations can apply to for programmes linking VAW with poverty reduction. Other international NGOs such as Oxfam GB and AAI, for example, support women's organisations with income generating and training schemes.

24 Twenty-seven INGOs have formed ACI (Agencias de Cooperación Internacional / International cooperation agencies) of which HIVOS, Ibis, Trócaire and Forumsyd contribute to the Poverty Reduction Strategies Funds called ACI-ERP Funds for Honduran civil society organisations to manage. Mainstreaming gender and HIV and AIDS is the main purpose of the funds. HIVOS contributed 1,135,000 Euros in 2006. See www.aci-erp.hn

5 Case Study: Women Fighting VAW



Centro de Estudios de la Mujer – Honduras (CEM-H)

Campaigns calling for justice for women were widespread in Honduras during the 1990s. As a result of civil wars in Central America increased attention was given to the violation of women's human rights and issues relating to women workers' rights, domestic violence and the sexual abuse of women were highlighted. Nevertheless, in recent years VAW in Honduras, as in other Central American countries, has increased. According to CEM-H's research (2006), the number of femicides rose from 111 in 2003 to 138 in 2004 and 171 in 2005. CDM recorded that 155 women were killed in 2006 (CDM 2007). In reality, many cases of VAW are not brought to justice due to the Honduran state's lack of political will to implement international conventions.²⁵ CEM-H and other women's organisations' efforts contributed to the establishment of an anti-domestic-violence law in 1997 but much work remains to be done in the legal area since the anti-domestic-violence law does not extend to VAW in the public sphere and an anti-femicide law has not yet been created. There is a lot work to be done to strengthen the judicial system, and introducing new policies and legislation, and the capacity of the government to implement these laws.

Women's rights and feminist ideology, which identifies unequal power relations between men and women, are the underpinning principles for the work of CEM-H. Its perspective on fighting VAW has always

been multi-sectorial. For example, CEM-H stresses the links between violence and poverty. They believe that women living in poverty are more reluctant to talk about violence and are less likely to resort to legal action due to lack of resources when they face violence. They are also likely to live in dangerous neighbourhoods and to have little choice in the type of jobs they can get, often those with least security, or they engage in precarious income-generating activities. Furthermore, poverty itself is a form of violence because the poor suffer malnutrition and lack access to education and health services (See Boxes 6 and 7 for general statistics on Honduras).

Box 6. Women in Honduras

- Gender Empowerment Measure – ranked 47 in 2006.
- Women earn half of men's income.
- Women's seats in parliament increased to 23.4% in 2007 from 10.2% in 1990. Female legislators, senior officials and managers make up 41% of total, and there were 14.3% of women in government at ministerial level in 2005 (UNDP 2007).
- The government ratified CEDAW in 1983 (not the Optional Protocol to CEDAW) the Inter-American Convention to Prevent and Punish Torture in 1986 and the Inter-American Convention on the Prevention, Punishment and Eradication of Violence against Women (the Convention of Belém do Pará) ratified in 1995.

5.1 A Multi-pronged Approach

CEM-H's works to tackle VAW at many levels: research, support services and prevention. Research is extremely important as VAW is often hidden and treated as a minor crime in Honduras and, as there is a lack of statistical data on VAW, it is difficult to grasp the magnitude of VAW in the country.

²⁵ In some cases, women sought asylum in the US based on the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment and some acquired refugee status (CDM 2007).

Therefore, CEM-H has systematically monitored, documented, compared and analysed information on all cases of VAW in Honduras since 1992. This includes monitoring the state implementation of public policies. In rural areas, trained legal promoters monitor cases of injustice towards women and challenge local authorities with the data gathered. Based on their research they prepare reports, which are presented at the universities, police stations and courts to inform and raise awareness of professionals. The documentation centre of CEM-H is so well established that the authorities utilise its data in its own investigations.

Support and service are provided for women who are experiencing violence as well as survivors. Some projects at community level involve the provision of training for community leaders, i.e. legal promoters, and help battered women and women with HIV and AIDS to create self-help groups. These community self-help groups are free and open one day a week so that any women who suffer violence can come and meet others, thus strengthening women's networks in different communities.

HIVOS financed CEM-H's Women and HIV and AIDS programme for two years until December 2007. In this programme they conducted research on the intersection between violence and HIV and found that women living with HIV and AIDS had some experience of selling their bodies as a form of livelihood. Even if they did not work as prostitutes, they used their bodies with neighbours to get money, had temporary boyfriends to help with maintenance, or put up with violent partners for many years. CEM-H helps battered women and women with HIV and AIDS to create self-help groups and women's networks and have been able to help those living in these types of difficult circumstances. CEM-H works with the Observatory on Violence, referred to above (in Health Approaches), which regularly publishes reports on violence, does evaluations and keeps track of the numbers of victims of femicide.

CEM-H also initiates public campaigns to denounce state impunity for VAW. They also lobby the government to enforce the application of laws by participating in the Inter-institutional Committee on Femicides and the Inter-institutional Committee to

Follow up the Law against Domestic Violence. Due to the weakness of law enforcement, pursuing justice for the poor is very difficult (Rowlands 1997, Kennedy interview 2008). Another campaign they have on VAW addresses the intersection between VAW and HIV and AIDS and denounces the predominant ABC approach in Honduras. Instead they promote women's rights, addressing the discrimination and stigma that women with HIV and AIDS receive, and challenge government campaigns that focus on women as transmitters of the virus.

Box 7. Background on Honduras

- GDP (PPP) per capita – US\$ 3,430 (2005) indicating a lower middle income country
- Human Development Index ranking at 115 (2005)
- Total population – 6.8 million (2005)
- Gini Index – 53.3 (2003) showing highly unequal society
- The richest 10% own 42.2% of the national income but the poorest 10% own only 1.2%. 50.7% of total population lived below the poverty line between 1990 and 2005.

Human Development Index by UNDP 2007

5.2 Working with Government

CEM-H is one of the women's organisations that set up the Inter-institutional Committee on Femicides in 2004, under the auspices of the Public Ministry²⁶ in order to open a public discussion on femicide. The role of the Public Ministry is to collect data on femicides and raise public awareness but it is under-resourced, and the central government does not seem to have violence against women as a priority on the agenda. For example, the only women's shelter, called Well-

²⁶ Ministerio Público (Public Ministry) could also be translated as Attorney General's Office.

Being House (*Casa del Bien-estar*), in Tegucigalpa was destroyed in a fire and has not yet been rebuilt. The Commission on Femicide has had various meetings with the Ministry of Security and the State Criminal Research Office to discuss the resource allocation necessary to operate the emergency help-line *Linea 114*.²⁷ It has also had meetings with members of Congress to discuss the budget assigned to the issues of femicide (CEM-H 2006). The Inter-institutional Committee on Femicides has the support of some female members of Congress from the PUD (Democratic Unification Party)²⁸ when it organises public activities. The PUD has tried to push for funds from the Public Ministry to be allocated to the Commission on Femicide, so far without success.

CEM-H is active in the Inter-institutional Committee on Femicides in order to influence the agenda of political parties as the main parties are not doing enough to address violence and there is consequently a lack of engagement with the community. The political parties seem to only be interested in obtaining resources for their political campaigns rather than for working on the issues affecting women, such as violence.

There are political divisions between women in the main traditional political parties²⁹ and those in smaller parties and also between Congresswomen in the main parties and the women's movement. Consequently, women's organisations, including CEM-H, are not invited to participate in Congressional meetings and government and international donors are not involved in civil society activities. For example, the Poverty Reduction Strategy Initiative recommends civil society participation. However, when consultation meetings have been initiated by civil society organisations as part of the process they are poorly attended by donors and government representatives. This has meant that strategies have been developed

that are based on donor priorities and do not include the views of Honduran civil society.

5.3 Working with Masculinities

A key difficulty in promoting non-violent masculinities is the fact that in Honduras the social movement has not included the issue of gender equality in their debate, nor have they set up facilities for the rehabilitation of perpetrators. This subject is still seen as a women's issue and is often ignored. However, male social leaders from other organisations have been integrated into the CAWN & CEM-H programme and sensitised on the importance of investing resources and capacity for the prevention of violence against women. The impact of having men as supporters, directly and indirectly, has made the programme more accessible to other men, making them more sensitive to political agendas that promote women's rights and diversity and men's responsibility in solving the problem. This integration has been seen in public arenas such as marches, forums, and public events, with men holding banners on 'Stop Violence Against Women' and 'Stop Femicides'. Some men have also started to promote non-violent gender relations and are demanding stronger responses from the authorities.

In Honduras, there has been a positive impact and a perception-change from male police officers, civil servants and judges of the region of Intibucá towards women. The judges and the police have been working jointly on specific cases supporting women victims. The services for women have improved at the police station, with a specialised officer to deal with women victims of domestic violence.

With the support of the CAWN & CEM-H programme, two representatives of the Central American Masculinities Network, based in Nicaragua, led a three-day capacity training on masculinities and violence against women in Honduras (July 2008). This training generated such great interest among the men participants, male police officers, civil servants and judges of the region of Intibucá, that

27 Line 114 "To live: To Live without violence and with respect" is a free 24-hour public emergency help line opened in April 2005 staffed by female police officers who give legal advice, emotional support and practical information to women who are subjected to violence.

28 PUD is the only political party of the left, established in 1992 and legally recognised in 1993.

29 "Traditional parties" refers to the Liberal and National Parties.

the Honduran Masculinities Network was formed and its work will be developed jointly with the Central American Masculinities Network and the support of CAWN & CEM-H programme.

5.4 Advancing on VAW programmes: CAWN & CEM-H

The joint programme between CAWN & CEM-H, funded by the Big Lottery Fund, began in July 2006. With this support, approximately 400 women have participated in 12 Self-Help Groups (SHGs) and networks in 5 regions³⁰ across Honduras, which aim to increase understanding of concepts related to development, poverty, human rights and violence against women. Through capacity training, they have been able to identify that violence does not only imply being physically attacked, and have learned to use different legal frameworks to identify, enjoy and exercise their rights. As a result they are demanding social audits and that local authorities use legal instruments for protection against domestic violence. Furthermore, some of these women have been able to increase their economic opportunities and strengthen their leadership roles, by means of skills training and political participation.

Despite the fact that more women are learning to break the silence of the cycle of violence and are receiving emotional, legal and political support to take many of their cases to Court -as domestic violence can be prosecuted and penalised by the Honduran Law-, the panorama of a life free from violence and poverty is still far away from them.

These networks, support women's empowerment and have been recognised by local authorities in Honduras. They have been taken into account as a social force, as they have a huge capacity of mobilising the community, creating alliances and putting forward proposals. Many women who participate in the networks and SHGs have obtained

public recognition of their leadership and for their commitment to the prevention of violence. As well as advocates for women's rights, they are carrying out local social audits for state institutions and authorities, and monitoring the fulfilment of the law and policies that protect the rights, opportunities and resources for women. In five different municipalities, women's networks have been able to negotiate the allocation of resources with local governments for the implementation of the national Poverty Reduction Strategy (PRS).

With the aim of making the justice system more efficient for women victims, and to reduce impunity, the two important commissions, the Inter-institutional Committee to Follow up the Law against Domestic Violence, and the Inter-institutional Committee on Femicides, have been working very closely with civil society organisations, including CEM-H. Although progress has been made, the Honduran government still takes a long time to adapt and implement any new step or mechanism for the advancement of women.

The increased training of civil servants, police, judges and governmental officials led by the CAWN & CEM-H programme, has opened further opportunities for lobbying and influencing the implementation of the law on domestic violence. The slow change of behaviour of the police and civil servants toward women has been recognised by women's networks when attending court to hear sentences. The relationship between certain judges and CEM-H has become stronger, as there is a regular communication with regard to procedures on specific Penal cases that women are pursuing.

The largest improvement of the Honduran government has been the increase of the budget of 16 million Honduran Lempiras (£460,000 GBP) to the Public Ministry, to develop 9 units for investigation of violent killings of women in the country, mostly in the two main cities: Tegucigalpa and San Pedro Sula. The Public Ministry, which works under the Justice Department, during 2008 appointed 9 prosecutors, 7 men and 2 women.

There are many challenges in working to end violence against women in Honduras: political, economic and

30 These are Tegucigalpa, Nacaome, Intibucá, Tela, and San Pedro Sula

6 Conclusions and Recommendations

social. Although the state is, in theory, responsible for protecting women from violence, in our research we identified a lack of funding and will in key government agencies. The Honduran state lacks the political will to commit itself to the eradication of VAW. Policy makers often do not recognise the importance of working with civil society, do not keep them informed of funding opportunities, and do not facilitate their participation at the decision-making level. There is a clear lack of communication as well as coordination between women's organisations, government institutions and donors.

Despite the different approaches outlined in this report to work on tackling VAW, the issue itself is given little attention among national policies and government institutions in Honduras. A big challenge remains to access funding, not just by women's organisations but also by the government department responsible for promoting women's rights, the INAM, and the Ministry of Health, even though it is a critical issue with respect to HIV and AIDS and health.

In order to access multi-lateral and bi-lateral agencies' funding, women's organisations in Honduras must focus their work on VAW on the economic, gender equality, RBA, health and HIV and AIDS approaches. The legal approach has been taken by governmental institutions to access international funding, with an emphasis on the enforcement of anti-VAW laws and the establishment of an anti-femicide law in Honduras. Although this approach involves data collection and the monitoring of state actions, data collection does not seem to be well-organised across the country, which affects the effectiveness of these programmes. To this end, the political will of the government is required, and should be taken on board by the INAM and the Public Ministry. It is important that government policies translate their stated commitment to women's rights into stronger support programmes on VAW.

The international aid agenda has been influenced by the framework of the Millennium Development Goals (MDGs) and the Paris Declaration on Aid Effectiveness and this has created obstacles for women's organisations to access funding on

programmes tackling VAW. Although the MDGs promote rights-based approaches and have gender equality as their third goal, VAW is not directly addressed and therefore seems to get lost in the development debate and in formal development frameworks, instruments, indicators and reporting mechanisms. This makes access to funding more complex and raises more obstacles to include it as a priority in any national development programme and to hold the government to account. For example, VAW very often fails to be incorporated as a priority in poverty alleviation programmes. Further more, as we have highlighted in the report, the five principles of the Paris Declaration do not directly address nor incorporate the international commitments and responsibilities to tackle violence against women, and this is an important issue that needs to be addressed.

As the Paris Declaration puts forward channelling funding for CSOs through governments, in Honduras women's organisations work is put at risk because of the lack of transparency, accountability and good governance. Funding from their own governments is not seen as an option for women's organisations as it would restrict their work and ability to challenge government policies.

Three important issues are raised as a result of this research:

- a) the multiplication of successful programmes by government institutions, NGOs and women's organisations,
- b) the question of sustainability by aid agencies, and
- c) using a multi-sectorial approach to tackle VAW.

a) Multiplication of successful programmes

There are some programmes tackling VAW in Honduras, that are considered to be 'successful', these are PAHO's human security programme, CEM-H's Caminando en Tus Zapatos, and El MARS by UNIFEM. However, despite being successful, they are implemented on a small scale, with little impact in

the country. Such short-lived programmes do not lead to women's empowerment, let alone to tackling VAW. These successful projects must be expanded throughout the country and made more sustainable, because transforming attitudes and behaviour in society takes a long time.

Prevention tools are vital and must be incorporated into responses from aid agencies. For example, programmes that introduce the issue of VAW into the school curriculum and improving facilities to make women safer should be considered. Increasing street- lighting and improving public transport, for instance, could not only protect women but also create a better security environment in the country.

In order to achieve successful programmes, a number of challenges remain, particularly changing the conservative and patriarchal attitudes towards women that many aid agencies, and government institutions, are constantly replicating in the social, public and private spheres.

The most challenging approach and thus rarely adopted except by a few women's organisations and NGOs is the feminist approach which addresses unequal power relations between men and women and to change traditional attitudes, so they are not only viewed in their role as mothers and carers but also as individuals with different needs throughout their lifecycles.

b) Sustainability

Tackling violence against women has multiple consequences for attaining both gender equality and sustainable development. Most of the approaches used to work on violence identified in the research are closely connected to the MDGs and, although VAW is aggravated by poverty, it is not only economic conditions that contribute to violent male attitudes towards women. Poor women are more vulnerable to VAW because they have less access to justice and social services, are deprived of rights and face discrimination. For this reason poverty eradication programmes need to also address VAW.

Working on VAW requires long term programmes, and aid agencies need to take responsibility to

guarantee the sustainability and effectiveness of these programmes. Short term programmes have demonstrated that the level of social stigma and vulnerability of affected women is often higher than it was before the programme started, and this may have severe implications for the lives of these women because of the violent reactions of men to women's empowerment. Therefore aid agencies need to make strong commitment and to be accountable for the outcomes of the programmes.

c) Multi-Sector approaches:

In order to be successful programmes must address the areas of prevention, protection and support services. The literature on VAW states that no single intervention can eliminate VAW; rather, intervention must be multi-sectoral. A good example we identified is PAHO's human security programme, which uses a multi-sectoral approach involving the academic, legal/judicial, and health sectors.

The national AIDS programme implemented by the Ministry of Health, PENSIDA, does not recognise the link between HIV transmission and VAW. The intersection must be recognised and addressed by policy makers and government institutions. Furthermore, integrating an HIV/AIDS approach to VAW will only be effective if an appropriate gender strategy is developed in a participatory consultation process with women's organisations, which was not the case at the time of this study.

From the findings of the research we would like to make the following recommendations:

Government of Honduras

- The Honduran government should put VAW and women's rights higher up the political agenda to protect the rights of women and fulfil international agreements.
- The judicial system and operational instruments need to be reinforced to promote a culture of justice and rule of law, with processes that women can trust and where perpetrators can be brought to justice and receive appropriate sentences.
- The provision of public services for women living with violence is insufficient. Greater support should be given to help women get away from perpetrators, such as refuges or safe houses.
- Greater priority should be given to ensure effective and quality programmes by state departments. In terms of approaches, the links between HIV and violence, and poverty and violence should be recognised and taken on board when planning interventions.
- The INAM should be the entry point for working with the Honduran government for both donors and women's organisation, as it is the only government institution working solely on gender issues. The INAM needs to be strengthened and coordination and greater communications between MIG and women's organisations should be encouraged.
- The INAM could benefit from increased communicating with Northern NGOs with gender commitments to learn lessons from other regions and experiences as this may benefit their work supporting women's rights in Honduras.

International Aid Donors

- The new aid environment is directing financial assistance at governments and although Honduras is considered a lower middle-income country, it

should qualify as priority for international aid according to: the high levels of violence against women, environmental vulnerability and unequal distribution of wealth, making a vast population living under the poverty line.

- International NGOs should reconsider their policies of pulling out of the country and cutting support to women's organisations, because of its vulnerability and high risks of jeopardising the few development advancements on women's rights achieved thus far.
- The focus of aid is on poverty reduction or emergency relief in disasters. Although violence against women is a contributory factor it is not taken sufficiently into account in emergency preparedness or in poverty relief efforts.
- International organisations should commit to gender budgeting, which is important as an indicator and create mechanisms to monitor their own organisations' performance on VAW.
- Donors need to create sustainable and large funding to tackle VAW, because it is a global problem, which has been dramatically increasing for the last few decades, especially in Central America. More funding must be available for supporting women's organisations as well as new funding for work with men and on masculinities, since women's organisations will not sacrifice their limited funding for men's groups.
- Aid agencies must incorporate VAW as a priority of work into their agendas and as tool to be integrated across all programmes of poverty alleviation and development.
- We identified two funding opportunities: ACI-ERP which is open to women's CSOs in Honduras for the purpose of poverty reduction, and the UNIFEM Trust Fund, specifically aimed at addressing VAW, encouraging a multi-sectorial approach. When applying, women's organisations

should involve the INAM and seek advice from UNIFEM in developing their plans.

- NGOs and bi-lateral agencies should strengthen government institutions in Honduras, such as the INAM, by increasing its funding for work on VAW-related programmes.

Approaches to VAW

- For an effective and efficient aid response, approaches to tackle VAW need to focus on protection, prevention and provision. Multi-sector, holistic approaches have been shown to be effective in other countries and lessons learned from these experiences show that the intersection between these approaches can have a positive effect in diminishing violence.
- The multi sectorial approach should be incorporated in the funding guidelines and application forms for funding for government institutions, NGOs and women's organisations.

Collaboration

- It is important for women's organisations in Honduras to find common platforms and work together with international NGOs to develop campaigns and influence government departments.
- Collaboration between women's organisations and the INAM, as the government department responsible for gender mainstreaming is an important entry point for change in government.
- Women's organisations should receive greater support in order to multiply and develop their work and widely share their positive results.
- Collaborative research and sharing data could enhance the expertise of women's organisations and state departments by bringing all the data available together and centralising the system.

International Solidarity

- European women's rights organisations should lobby the EU and European bilateral agencies to allocate greater funding for women's rights, especially to tackle VAW in Central America, bearing in mind the economic relationship and the interest in bilateral Association Agreements between the EU and Central America.

Appendix A. Profiles of the Agencies funding VAW programmes in Central America

Agencies	VAW approaches	Current Gender Policies and Structure	Activities and programmes to tackle VAW	Usual application deadlines and requirements
<p>EU http://europa.eu Main contact: "Procurements and Grants" Any questions regarding this call for proposals should be sent by Fax: + 32 2 29 93002 Link for grant information: http://ec.europa.eu/development/procurements-grants/grants_en.cfm</p>	<p>Economic Rights-Based Gender Equality</p>	<p>Economic, RBAs and Gender Equality Approaches to VAW.</p>	<p>No VAW programmes in Central America.</p>	<p>While most of the aid granted by the European Union is paid through the national and regional authorities of the Member States, the Commission also gives grants directly to recipients (public or private bodies, universities, companies, interest groups, NGOs — and, in certain cases, to individuals). The European Commission awards grants which are direct financial contributions, by way of donation, from the EU budget in order to finance either a particular action or the functioning of an organisation. Grants are awarded following a 'call for proposals'. The European Commission is launching a call for proposals for the co-financing of awareness raising actions for television on developing country issues.</p>
<p>PAHO www.paho.org Main contact: PAHO Headquarters: Sanitary Bureau Regional Office of the WHO 525 Twenty-third Street, N.W. Washington, D.C. 20037 United States of America Tel: + 202 974 3000 Fax: + 202 974-3663 Link for grant information: http://www.paho.org/english/HDP/HDR/RPG/</p>	<p>Health</p>	<p>Public Health Approach to VAW. PAHO has a Gender Equality Policy (2005) to promote gender equality in health status and health development. It has a protocol on "PAHO approach to VAW", with concrete actions to address VAW. Gender is mainstreamed across the Organization. PAHO has developed protocols of an integrated model of assistance to VAW. PAHO has gender staff or gender focal points in all regional offices. Staff is qualified with gender training on their employment at PAHO.</p>	<p>Support to governments to promote public health policies to VAW. Training, medical staff and improving health care service. Supporting women's empowerment projects through local NGOs. PAHO would like to incorporate more work on masculinities and VAW.</p>	<p>PAHO makes calls for proposals for specific projects and carries out research activities. It also provides funding to attend specific workshops and courses.</p>

Agencies	VAW approaches	Current Gender Policies and Structure	Activities and programmes to tackle VAW	Usual application deadlines and requirements
<p>UNIFEM www.unifem.org Main contact: Mexico, Central America, Cuba and the Dominican Republic Regional Office Tel: +52 555-263-9808 Fax: +52 555-203-1894 Link for grant information: http://www.unifem.org/gender_issues/violence_against_women/trust_fund_guidelines.php</p>	<p>Gender Equality Rights-Based</p>	<p>Women's organisation with aims of Gender Equality, Women's Human Rights and their Participation. VAW is seen as human rights abuse. Multi-sectorial approach is taken.</p>	<p>El MARS is implemented in Guatemala, El Salvador and Honduras. Men's involvement in programmes is seen as necessary.</p>	<p>UNIFEM provides grants for activities to eliminate VAW through the Trust Fund in Support of Actions to Eliminate Violence Against Women. The Trust Fund is the only multilateral, grant-making mechanism that supports local, national and regional efforts to combat violence. Applications should be centred on supporting the implementation of national policies, laws and action plans to end violence against women. Submissions should be sent, preferably by e-mail, with a signed cover letter and endorsements (for example, by the UN Resident Coordinators in case of UNCT applicants), wherever applicable. Concept Notes can be submitted in the following languages only: English, French and Spanish.</p>
<p>Bi-laterals AECI www.aeci.es Main contact: Departamento de Cooperación con Centroamérica, México y el Caribe Secretaría. Tels: +91 583 83 44 / 45 Consejería Técnica México, América Central y El Caribe Tel: +91 583 83 88 Link for grant information: http://www.aecid.es/07subv/03coop_intern/7.3.i.htm</p>	<p>Rights-Based Economic</p>	<p>AECI has recently elaborated a more comprehensive Gender Strategy in Spanish Cooperation (2005). AECI's Feminist Perspective has its grounding on CAD and women's rights. Gender mainstreaming is a priority. Working themes: women's economic and social rights; SRRs; cultural rights; political participation, and effective gender budget aid. VAW is a priority in LAC.</p>	<p>Tackling VAW is a strategic objective, together with political participation, and strengthening Women's mechanisms in each country for policy formulation. Supporting actors like COMMCA (Institutional strengthening and research on femicide and trafficking).</p>	<p>Activities are related to the cooperation of international development and the strengthening of civil society.</p>

<p>DFID www.dfid.gov.uk Main contact: The Deputy Programme Manager, Information and Community Partnerships Department Tel: +44 (0) 1355 843897 Link for grant information: http://www.dfid.gov.uk/funding/civilsocietycfinfo.asp</p>	<p>Rights-Based Gender Equality</p>	<p>Rights-based framework and Gender Mainstreaming are the main strategies. Achieving Gender Equality is also an objective of all programmes.</p>	<p>Small and occasional bilateral funds are used to support local NGOs for VAW related programmes. No particular in-depth assistance is given.</p>	<p>The Civil Society Challenge Fund, is open to any UK-based not-for- profit organisation. It supports activities that: Improve the capacity of Southern civil society to engage in the local decision-making processes. Improve the capacity of Southern civil society to engage in national decision making processes. Improve national linkages through global advocacy. Provide innovative service delivery. Provide service delivery in difficult environments.</p>
<p>Irish Aid www.irishaid.gov.ie Main contact: "Funding Department" Dublin Office: Irish Aid Department of Foreign Affairs Bishops Square, Redmond Hill Dublin 2 Tel: + 353 1 408 2000 Fax: +353 1 408 2880 Link for grant information: http://www.irishaid.gov.ie/grants_micro.asp</p>	<p>Gender Equality Men & Masculinities</p>	<p>The VAW Consortium was created in 2004. Gender equality and women's empowerment are the goals to combat VAW. At the same time gender- mainstreaming is practiced. A multi- sectorial approach involving men is seen as important.</p>	<p>The main areas of work concentrate on conflict zones: seven African countries, Vietnam and East Timor. A partner organisation, Trocaire, is funded by Irish Aid and works on VAW in CA on a programme called MAPS.</p>	<p>Micro Projects Funding Scheme: The scheme will support small projects in the developing world by Irish-based organisations to address the root causes of poverty in the developing world in a way that is strategic, cost-effective and consistent with Irish Aid's programme. They also launched the Multi Annual Programming Scheme (MAPS) in 2003 which supports five partner agencies through the MAPS scheme: Concern, Trócaire, GOAL, Christian Aid and Self- Help Development International.</p>

Bi-laterals	VAW approaches	Current Gender Policies and Structure	Activities and programmes to tackle VAW	Usual application deadlines and requirements
<p>SIDA www.sida.se Main contact: The Department for Latin America has overall responsibility for cooperation with South America, Central America and the Caribbean. The Department formulates country and regional strategies and oversees that activities comply with these strategies. E-mail: sida@sida.se Tel: +46 8 6985000 Link for grant information: http://www.sida.se/sida/jsp/sida.jsp?d=112&language=en_US</p>	<p>Rights-Based Economic HIV, Sexual and Reproductive Health</p>	<p>SIDA has a Gender Equality Policy and an Action Plan to work against VAW (2008-10). It takes a rights-based approach. Entry points to tackle VAW are: poverty reduction, human rights, intersection HIV and AIDS and VAW, and the Promotion of SRRHs, Gender and VAW mainstreaming in all the SIDA work. The Gender Equality Secretariat, is a unit within the Democracy and Social development Department. In the field there are gender focal points – i.e. human rights officers.</p>	<p>Activities: 1) preventive measures; 2) legal measures; 3) service and care for survivors. Projects with NGOs focus on FGM, HIV/AIDS and VAW in some countries in Africa. Women's empowerment, Sex and Gender.</p>	<p>The overall goal of the Swedish development cooperation is to contribute to making it possible for poor people to improve their living conditions. Sweden's long-term work on cooperation strategies is done through SIDA and the Ministry for Foreign Affairs.</p>
<p>NGOs ActionAid International www.actionaid.org Main contact: actionaid@actionaid.org.br Tel: +55 21 2189 4600 Fax: +55 21 2189 4612</p>	<p>Rights-Based HIV, Sexual and Reproductive Health</p>	<p>Rights-based strategies are the institutional goal such as "Rights to end poverty". "The Right to a life of dignity in the face of HIV/AIDS" is applied to combat VAW as VAW is associated with HIV/AIDS.</p>	<p>Tackling VAW is a strategic objective together with HIV/AIDS. AAI does not work on men and masculinities. This does not imply that AAI does not believe in working with men, but if there resources are allocated for gender, they should be used for women rather than men due to resource constraints.</p>	<p>AAI works alongside partner organisations to build their capacity to access and manage funding, engage in policy development and participate in local, regional and international networks.</p>

<p>Amnesty International www.amnesty.org.uk Main contact: Amnesty International UK The Human Rights Action Centre 17–25 New Inn Yard London, EC2A 3EA Tel: +44 (0) 20 7033 1500 Fax: +44 (0) 20 7033 1503 Link for grant information: http://www.amnesty.org.uk/content.asp?CategoryID=10220</p>	Rights-Based	The thematic section has a gender section. All staff are trained in VAW, although capacity may vary from section to section.	“Stop violence against women” (SVAW) campaign launched in 2004. VAW in Guatemala has been monitored and reported. The main focus is on lobbying the government and raising public awareness.	Amnesty International does not fund programmes. They produce hundreds of reports covering many different countries and issues based on research and analysis by experts at the International Secretariat. Amnesty selects campaigning themes and prepares materials and information which is sent to the groups, networks and supporters that will create the most pressure.
<p>CAFOD www.cafod.org.uk Main contact: CAFOD, Romero Close, London SW9 9TY Tel: +44 20 7733 7900 Fax: 00 44 20 7274 9630 Email: cafod@cafod.org.uk Link for grant information: http://www.cafod.org.uk/uk/funding</p>	Gender Equality	Gender mainstreaming is the main approach. There are no institutional strategies to address VAW.	There is no programme on VAW. However, a partner organisation in Nicaragua works on VAW. Based on an “equality” ethic they support men and masculinity programmes.	They support partners through the Catholic church and faith groups in different countries in Central America.
<p>ChristianAid UK www.christianaid.org.uk Main contact: Latin America/Caribbean Staff are based in Brazil, Colombia, Dominican Republic, El Salvador, Guatemala, Haiti, Honduras, Jamaica, Nicaragua and Peru. Email: latinamericacaribbean@christian-aid.org</p>	Rights-Based Gender Equality	The approaches and gender mainstreaming are employed. The main belief is gender equality based on social justice and human rights. There is no work on VAW (Christian Aid Ireland works on MAPS funded by Irish Aid) In the UK HQs, there is the “programme development learning team” in the International department. There is one person working on gender called the Gender Coordinator who drafts the gender policies. In Latin America, the Guatemala office has a gender focal point.	There is no work on VAW. However, their partner organisation in Guatemala called CODEFEM works on a VAW programme. Christian Aid believes gender should include both men and women. In Jamaica, for example, there is a programme on gender with both sexes combined on HIV and AIDS.	Christian Aid has clear goals which guide them and works to eliminate poverty and injustice. New partners are selected to help Christian Aid meet these objectives. They formally assess each prospective partner to check they share the organisation’s goals and have the kind of robust financial and organisational structures, skills and capacity to help deliver them. In 2006/07 Christian Aid made grants of £6.8 million/€10.1 million to 152 organisations in Latin America and the Caribbean.

NGOs	VAW approaches	Current Gender Policies and Structure	Activities and programmes to tackle VAW	Usual application deadlines and requirements
<p>Oxfam Great Britain www.oxfam.org.uk Main contact: Oxfam House, John Smith Drive, Cowley, Oxford, OX4 2JY Tel: +44 (0) 1865 473727</p> <p>Link to grant information: http://www.oxfam.org.uk/contact/downloads/funding_proposal.pdf</p>	<p>Rights-Based</p>	<p>Rights-Based approaches, together with other approaches, are used that are seen as comprehensive and holistic. Oxfam is decentralised and Global Gender Advisors are located in different parts of the world. The regional office for LAC region is in Dominican Republic.</p>	<p>“We can end VAW” campaign started in 2005 in South Asia and Canada. Oxfam is attempting to expand this programme in SS Africa and Latin America. This campaign includes men and boys.</p>	<p>All funding proposals submitted to Oxfam GB must be completed in a specific format to allow the proposal to be assessed fairly and efficiently. There is no deadline stipulated on the website.</p>
<p>Progressio www.progressio.org.uk Main contact: Progressio Unit 3 Canonbury Yard 190a New North Road London N1 7BJ, UK Tel: +44 (0)20 7354 0883 Fax: +44 (0)20 7359 0017 Email: enquiries@progressio.org.uk</p>	<p>Economic HIV, Sexual and Reproductive Health</p>	<p>Developed a Gender Equality Policy, but VAW is not a key area of work. People participation approach and poverty reduction. The areas are: Strengthening civil society, HIV and AIDS. sustainable environment and gender mainstreaming within NGOs.</p>	<p>Strong work supporting HIV and AIDS at local level in Africa and LAC. In the Dominican Republic Progressio works on HIV and women groups. Work on masculinity across CA. Started in Nicaragua with women’s organizations (Puntos de Encuentro). Masculinity work was implemented as a means to stop VAW. Now they want to use this experience in developing a methodology on masculinity in the context of HIV and AIDS.</p>	<p>Progressio does not award funding to UK-based organisations. Progressio works in Honduras, Nicaragua, El Salvador, Dominican Republic and Haiti financing development workers in partner organisations through their regional offices.</p>

<p>Trocaire www.trocaire.ie Main contact: Trócaire, Maynooth, Co. Kildare Tel: +353 1850 408 408 (Callsave) in the Republic of Ireland Tel: +44 (0) 28 9080 8030 in Northern Ireland Link to grant information: https://www.trocaire.org/en/resources/development-education-grant</p>	<p>Gender Equality HIV, Sexual and Reproductive Health</p>	<p>Trocaire is developing a Gender Equality Policy. The key areas are: Gender mainstreaming, VAW, and women's empowerment. Women's empowerment is seen as key to eliminate gender power-relations and VAW. Multi-sectorial approach to VAW: rights, health, intersection HIV and AIDS and poverty. They are part of the Irish Consortium on VAW.</p>	<p>Working on VAW in conflict zone across Africa. Supporting local NGOs and women's groups. They also work on the intersection of HIV and AIDS and VAW. They are interested in masculinity work but they do not have many projects/NGOs working on these issues.</p>	<p>Projects must display clearly stated aims and objectives articulated within a specific timeframe and with specific outcomes. They must be clearly targeted at a specific group and demonstrate how they intend to ensure the target group's participation at all stages. Projects must have a "multiplier effect". This process should be built into the project planning. Grants will not normally be made for 100% of the cost of the project or for projects which are entirely dependent on external funding.</p>
<p>Womankind Worldwide www.womankind.org.uk Main contact: WOMANKIND Worldwide, Development House, 56-64 Leonard Street, London EC2A 4LT Tel: +44 (0) 20 7549 0360 info@womankind.org.uk</p>	<p>Rights-Based</p>	<p>Women's empowerment through a human rights framework. The main work on VAW is advocacy, service provision and prevention.</p>	<p>Taking prevention measures against VAW, men and masculinity work, training in schools.</p>	<p>WOMANKIND Worldwide works with various partners with whom they have developed strong relationships. Womankind is unable to accept unsolicited requests for partnership from organisations. They do not make donations to individuals or groups and are not a general funding organisation so cannot accept general requests for funding.</p>

Women's Network	VAW approaches	Current Gender Policies and Structure	Activities and programmes to tackle VAW	Usual application deadlines and requirements
<p>AWID www.awid.org Main contact: Toronto Office: 215 Spadina Ave, Suite 150, Toronto Ontario M5T 2C7, Canada Tel: +1 416 594 3773 Fax: +1 416 594 0330 Email: contact@awid.org</p>	<p>Rights-Based HIV, Sexual and Reproductive Health</p>	<p>Feminist and women's rights approach. Capacity building of feminist movement worldwide. They don't work specifically on VAW, but the issue arises in their work. Key areas: Young Feminist Movement, Challenging Fundamentalism, Feminist Perspectives to HIV/SIDA. Training concentrates on strengthening the movement. It holds a Worldwide Forum to bring feminist movement together.</p>	<p>Mainly advocacy and communication</p>	<p>AWID is not a funding organization and cannot review funding proposals or requests.</p>
<p>CAWN http://www.cawn.org/ Main contact: c/o One World Action Bradley Close, White Lion Street London, N1 9PF Tel: +44 (0) 207 833 4174 Fax: +44(0) 207 833 4102 Email: info@cawn.org</p>	<p>Gender Equality Rights-Based</p>	<p>Multiple approaches including rights-based, economic, feminist and women's empowerment are used.</p>	<p>A large project on VAW working with CEM-H in Honduras was approved in 2006. CAWN is not a donor but works with partners in Central America to secure funding for joint projects.</p>	
<p>CLADEM www.cladem.org Main contact: Regional office: Apartado Postal 11-0470, Lima, Perú Jr. Estados Unidos 1295, Dpto. 702, Jesús María, Lima 11, Perú Tel: +51 1 4639237 Fax: +51 1 4635898 E-mail: oficina@cladem.org</p>	<p>Rights-Based</p>	<p>Feminist perspective with a focus on the promotion of women's rights and gender public policies. Analysis, research and monitoring of laws on gender issues, particularly VAW and SRR in Latin America. The Network is composed of more than 200 members – CSOs that work on gender issues, and activists of feminist movements. They have regional offices throughout Latin America. They provide members with capacity-building on international legislation.</p>	<p>They work on two themes: VAW and SRR. On violence they monitor laws on state violence and carry out research on femicides. They have three areas of interests: violence and armed conference, femicides and VAW in prisons.</p>	<p>CLADEM's main actions consist in participating in various Forums on Political Participation of Women and Democracy, carrying out specific activities within the framework of the Campaign for Women Human Rights Advocates. It also works to increase female participation during political elections.</p>

<p>Latin American and Caribbean Women's Health Network www.reddesalud.org Main contact: Simón Bolívar 3798, Ñuñoa Cód. Postal: 6850892 Casilla 50610, Santiago 1, Santiago, Chile Tel: +562 223 7077 Fax: +562 223 1066 Email: secretaria@reddesalud.org Link to grant information: http://www.reddesalud.org/english</p>	<p>Health HIV, Sexual and Reproductive Health</p>	<p>Feminist and women's health perspective. Women's rights are promoted to protect women's health and sexual and reproductive rights. They support national, regional and international campaigns for women's struggles against violence against women. (25 November, 28 September, HIV/AIDS etc.) Key activities include: communication, lobbying, training, publishing, and research. The HQs is established in Santiago de Chile with a group of female staff and regional advisors.</p>	<p>Activities on the issues of VAW have been primarily through campaigning. The network is looking at the viability of implementing Oxfam's "We Can" campaign for Latin American context. This was at the stage of designing and planning of meetings with women's movements (at the time of the research in February 2008).</p>	<p>Every year they launch a Violence against women and it's impact on health campaign around the 25th November. To obtain funding, organisation's must complete an application form and return before the 21st October. They fund courses on 'Gender, Globalisation and Health Reform' and other courses. These aim to promote leadership among the women's health movement by providing grants and internships that allow them to gain theoretical and practical tools in order to approach women's health from a gender right's perspective.</p>
<p>Governmental Women's Network COMMCA www.sica.int/commca Main contact: Boulevard Orden de Malta, Edificio Eben Ezer, 48 Nivel, Urbanización Santa Elena, Antiguo Cuscatlán, La Libertad, El Salvador, Centroamérica. Tel: +503 2248-8959, 2248-8852 Fax: +503 2248-8978</p>	<p>Economic Health</p>	<p>They promote gender policies and planning at the regional level. It was launched in 2005 and is at the initial stage of institutional strengthening. The main areas of work are: women's political participation, economic autonomy and health. Recently work on VAW was added though this is not its priority area. It receives assistance and capacity building from bilateral agencies, consultants (INSTRAW/political participation) and share of the countries (12,000 US\$ per year)</p>	<p>In VAW there are two themes: femicide and trafficking of women. They have put forward various research proposals to the governments.</p>	<p>COMMCA is not a funding organisation. It is dedicated to planning, analysis and recommendations regarding political, economic, social, environmental and cultural interests, to promote the development of countries that make up the Central American Integration System.</p>

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Acronyms of Organisations

AI	Amnesty International
AAI	Action Aid International
ACI-ERP	Agencias de Cooperación Internacional – Estrategia Reducción Pobreza/ International Co-operation Agencies- Poverty Reduction Strategy
ACSUR – Las Segovias:	Asociación para la Cooperación con el Sur – Las Segovias/ Las Segovias Association for Co-operation with the South.
AECID	Agencia Española de Cooperación Internacional para el Desarrollo/ Spanish Agency for International Development Cooperation
ANAMMH	Alianza Nacional de Mujeres Municipalistas de Honduras
AWID	Association of Women in Development
CAFOD	Catholic Agency for Overseas Development
CANTERA	Centre for Communication and Popular Education
CAWN	Central America Women’s Network
CDM	Centro para los Derechos de la Mujer / Centre for Women’s Rights
CEM-H	Centro de Estudios de la Mujer – Honduras/ Women’s Studies Centre – Honduras
CLADEM	Comité de América Latina y el Caribe para la Defensa de los Derechos de la Mujer/ Caribbean and Latin American Committee for the Defence of Women’s Human Rights
COMMCA	Consejo de Ministras de la Mujer de Centroamericana/ Council of Ministers for Central American Women
DFID	Department for International Development (UK)
EU	European Union
GCWA	Global Coalition on Women and AIDS
HIVOS	Humanistisch Instituut voor Ontwikkelingssamenwerking/ Humanist Institute for Cooperation with Developing Countries
INAM	Instituto Nacional de la Mujer / National Institute of Women
LACWHN	Latin American and Caribbean Women’s Health Network
MARS	Mujeres y Adolescentes en Riesgo Social / Women and Adolescents at Social Risk
MIG	Mesa Interagencial de Género / Gender Interagency Board
OSAGI	UN Office of Special Advisor on Gender Issues and Advancement of Women, Department of Economic and Social Affairs
PAHO	Pan-American Health Organization
SIDA	Swedish International Development Cooperation Agency
UN	United Nations
UNDP	United Nations Development Programme
UNIFEM	United Nations Development Fund for Women
WHO	World Health Organization



CAWN

The Central America Women's Network (CAWN) is a network of women united by a commitment to women's rights worldwide. Set up in 1991, CAWN works in solidarity with women's organisations in Central America, supporting them to defend their rights; fostering links, exchanges and capacity building between women's organisations in the United Kingdom and Central America; and raising awareness of the concerns of Central American women among the public, Non-governmental Organisations (NGOs) and policy makers, especially in relation to women's economic rights and gender-based violence. CAWN continues to contribute to uphold the political, social and economic rights of Central American women by working with others to:

Raise-awareness

Among the public of the situation of women in Central America, the possible impact of international, regional or national policies on women's rights and the ways in which these threats are being exposed and resisted by women's organisations throughout the region.

Strengthen advocacy and campaigning efforts

In order to advance the specific demands of women's organisations in the region and to support campaigning to protect and promote the rights of women in Central America.

Promote solidarity links

To develop CAWN's capacity to respond to requests for support and solidarity from women in the region so that they can oppose unjust policies and respond to natural disasters and other emergencies.

"Poverty is an issue of women's organisations but we must change the technical discussion of poverty into a political discourse. It is essential to empower women for them to come out of poverty."

Mirta Kennedy, CEMH-Honduras

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