



# FRAMEWORK FOR ACTION

Programme of United Nations Activities  
and Expected Outcomes, 2008 - 2015

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to END  
VIOLENCE  
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# Executive Summary

**O**n 25 February 2008, the Secretary-General of the United Nations, Mr. Ban Ki-moon, launched his campaign *UNiTE to End Violence against Women*, covering the period 2008 – 2015, with the overall objective to raise public awareness and increase political will and resources for preventing and responding to all forms of violence against women and girls in all parts of the world. The Secretary-General called on governments, civil society, women's organizations, young people, the private sector, artists, the media, the entire United Nations system, and individual women and men, to join forces in addressing the global pandemic of violence against women and girls.

The Campaign provides a collective platform in an unprecedented level of global mobilization to link a wide range of stakeholders' initiatives to the Secretary-General's efforts.





The attached Framework for Action provides an overall “umbrella” for activities to be undertaken by a multiplicity of stakeholders at global, regional, national or local levels in the course of the multi-year campaign. It is intended to provide guidance and ensure coherence of objectives and messaging.

The Framework for Action identifies *five key outcomes* as benchmarks for the Campaign, to be achieved in all countries by 2015. These outcomes include:

- Adoption and enforcement of national laws to address and punish all forms of violence against women and girls, in line with international human rights standards.
- Adoption and implementation of multi-sectoral national plans of action that emphasize prevention and that are adequately resourced.



- Establishment of data collection and analysis systems on the prevalence of various forms of violence against women and girls.
- Establishment of national and/or local campaigns and the engagement of a diverse range of civil society actors in preventing violence and in supporting women and girls who have been abused.
- Systematic efforts to address sexual violence in conflict situations and to protect women and girls from rape as a tactic of war, and the full implementation of related laws and policies.

The Framework also outlines the contribution of the United Nations system to the campaign and to the achievement of the five key outcomes through clearly defined outputs envisaged as part of a multi-year United Nations programme of activities





until 2015. These activities would be expanded over time, in support of national implementation efforts. A communications plan will support the global advocacy effort of the Secretary-General and the United Nations system.

The contribution of all stakeholders is indispensable for the achievement of the campaign's five key outcomes, and specific activities would need to be elaborated to supplement and expand this Framework for Action. A web page will be established to track campaign activities, initiatives and achievements, complementing the coordinated database on violence against women that is currently being established. In addition to reporting activities at the global level, the web page will highlight actions by governments, civil society, women's organizations, young people, the private sector, artists, the media, individual women and men.







I

# FRAMEWORK FOR ACTION

2008 - 2015



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# Introduction

1. On 25 February 2008, at the opening of the Commission on the Status of Women at United Nations Headquarters, the Secretary-General of the United Nations Mr. Ban Ki-moon launched his campaign *UNiTE to End Violence against Women*. This campaign represents an historic opportunity to galvanize action on one of the most widespread human rights violations in the world.
2. Violence against women is an extreme manifestation of pervasive discrimination against women and girls. It occurs in all countries at all stages of development, and threatens the rights, health and well-being of women—rich and poor. Many women – in some countries as many as one in three – are beaten, coerced into sex, or otherwise abused in her lifetime. Women and girls are still disproportionately affected in situations of conflict and other emergency situations, where they face high risks of sexual violence. The impact of this and other forms of violence that women and girls suffer in war can persist and impede recovery many years after conflicts end. The majority of the hundreds of thousands of people trafficked each year are women and children, and most of them are trafficked for the purpose of sexual exploitation. Violence against women can contribute to the spread of HIV and AIDS. Most victims suffer in silence,



with little or no recourse to justice, care or support. The responsibility for action is incumbent on all governments.

3. Through his campaign, the Secretary-General calls on governments, civil society, the private sector, the media, and the entire United Nations system to join forces in addressing the global pandemic of violence against women and girls.
4. The campaign's duration through 2015, tied to the deadline for the achievement of the Millennium Development Goals (MDGs), affirms the importance of addressing violence against women and girls if progress is to be made on poverty reduction and development, especially with respect to MDG-3 on women's empowerment and gender equality. Recent developments that have contributed to the global momentum leading up to the launch of the Secretary-General's Campaign include General Assembly resolutions adopted in 2006 and 2007<sup>1</sup> which focus on intensifying efforts to eliminate all forms of violence against women and girls, rape and other forms of sexual violence in all their manifestations, including in conflict and related situations, violence against women migrant workers, and trafficking in

<sup>1</sup> United Nations General Assembly resolutions of 2006 and 2007: A/RES/61/143; A/RES/61/144; A/RES/62/132; A/RES/62/133; and A/RES/62/134.



women and girls; Security Council resolution 1820 (2008) on sexual violence in situations of armed conflict; the Secretary-General's in-depth study on all forms of violence against women (A/61/122/Add.1 and Corr.1, 2006); and the WHO Multi-country Study on Women's Health and Domestic Violence against Women (2005).

5. In response, an increasing number of governments have adopted, or are in the process of adopting or enhancing national laws, policies and action plans that address violence against women and girls in a comprehensive way. Enforcement and implementation challenges, however, result in impunity for acts of violence perpetrated against women and girls, and inadequate support for, and access to services for victims and survivors. Few national efforts are adequately resourced. Additional challenges such as the lack of coordination, limited expertise and capacities, and a dearth of evaluative knowledge on 'what works' can be overcome through political leadership and will and dedicated resources.
6. United Nations entities are already collaborating to improve their effectiveness in ending violence against women. At the global level, the Interagency Statement on the Elimination of Female Genital Mutilation (FGM), the joint programming initiative of the Inter-agency Network on Women and Gender Equality Task Force on violence against women, the United





Nations Trust Fund in Support of Actions to Eliminate Violence against Women and UN Action against Sexual Violence in Conflict (UN Action), are all examples of multi-entity initiatives to ensure a coherent and coordinated response to violence against women.

7. At the country level, the MDG Achievement Fund provides a strong incentive for the United Nations Country Teams (UNCTs) to work more coherently toward achieving gender equality and women's empowerment and to translate commitments into action. This Fund, which operates through the Resident Coordinator system, has so far approved 13 proposals submitted by UNCTs under the thematic window 'gender equality and women's empowerment'. Seven UNCTs, in Bangladesh, Colombia, Guatemala, Morocco, Namibia, Timor-Leste, and Viet Nam, are working on eliminating gender-based violence. An Asia-Pacific regional programme by UNDP, UNFPA, UNIFEM, UNV and UNICEF entitled Partner for Prevention: Working with Boys and Men to Prevent Gender-Based Violence, was launched in July 2008 with UNDP as the managing agency. The programme is aligned to the Secretary-General's *UNiTE to End Violence Against Women* campaign, and it provides a coordinated approach to reduce the incidence and prevalence of gender-based violence in the Asia-Pacific region through behavioural and attitudinal change among boys and men, and facilitating evidence-based policy recommendations.



# Key Objectives

## Key Objectives and Areas of Focus of the Secretary-General's Campaign

8. The campaign's overall objective is to raise public awareness and increase political will and resources for preventing and responding to all forms of violence against women and girls. With its goal of reducing the prevalence and eventually eliminating all forms of violence against women and girls, the campaign aims to create a favourable and supportive environment for governments, in partnership with civil society, experts, entities of the United Nations system and other stakeholders, to fulfill existing policy commitments. Emphasis will be placed on supporting action where it matters most — at country, and especially local and community levels. The campaign will also emphasize the importance of preventing and stopping violence against women through mass public awareness-raising and social mobilization. It will promote outreach to strategic groups, in particular men, young people and faith-based organizations, as well as the human rights community, the media, the private sector, celebrities and other influential spokespersons and opinion-makers, who all



have a critical role to play in stopping violence against women and girls. Other prevention strategies, particularly those focusing on early childhood, also need to be actively studied and promoted. To achieve this, the campaign will focus on three key areas:

- *Global advocacy*, supported at all levels of the United Nations system, including by the Secretary-General vis-à-vis Heads of State and other high-level officials e.g., ministers. The aim is to secure high-level political commitments and follow up and engage a wide range of civil society and opinion leaders;
- *Strengthened efforts and partnerships at national and regional levels*, including by spearheading regional components of the campaign, with links to country level initiatives;
- *United Nations leadership by example*, by expanding the role of the United Nations system in the work to prevent and ultimately eliminate violence against women and girls at national, regional and global levels, including through advocacy, capacity development and resource mobilization for the development and implementation of national laws, policies, and programme initiatives;





# Framework for Action

9. The campaign aspires to provide a collective platform to engage a wide range of partners in an unprecedented level of global mobilization which links the initiatives of partners to the Secretary-General's efforts. As the campaign unfolds, all stakeholders and partners, including Member States and civil society networks, are invited to develop initiatives and activities, in consultation and collaboration with the United Nations system. The campaign will also be a catalyst for the development of regional inter-agency initiatives.
10. The present Framework for Action provides an overall 'umbrella' for the activities that would be developed and undertaken by all stakeholders in the course of the multi-year campaign. It is intended to provide guidance and ensure coherence of objectives and messaging as the campaign unfolds with the involvement of a multiplicity of stakeholders at global, regional or national levels. Within the Framework for Action, coordination and synergies will be sought with existing initiatives and campaigns of civil society and women's networks related to ending violence against women and girls.
11. *Five key outcomes:* From existing global inter-governmental agreements, commitments and policy priorities on violence against women and girls, five key outcomes have been





distilled as the benchmarks which the Campaign aims to achieve by 2015. These are:

- Adoption and enforcement of national laws to address and punish all forms of violence against women and girls, in line with international human rights standards.
- Adoption and implementation of multi-sectoral national plans of action that emphasize prevention and that are adequately resourced.
- Establishment of data collection and analysis systems on the prevalence of various forms of violence against women and girls.
- Establishment of national and/or local campaigns and the engagement of a diverse range of civil society actors in preventing violence and in supporting women and girls who have been abused.
- Systematic efforts to address sexual violence in conflict situations and to protect women and girls from rape as a tactic of war and full implementation of related laws and policies.

- 12.** It is expected that by 2015, the campaign would have made a significant impact in increasing the number of countries that have established dedicated laws, action plans, and budgets and implemented programmes for the prevention of all forms of violence against women and girls, and established integrated services for abused women and girls at both the national and local levels. The campaign would also have made a significant contribution to awareness-raising and social mobilization to end all forms of violence against women and girls and would have engaged men and boys in prevention and response efforts.



# The Contribution of the United Nations System

13. Violence against women and girls is a multi-faceted issue, requiring comprehensive and multi-sectoral responses across a wide range of areas of specialization. A number of United Nations entities are well-placed to contribute to this campaign, each from a particular vantage point based on their mandates and comparative advantages.
14. The campaign constitutes a significant shift in the contribution and approach of the United Nations system to eliminating violence against women and girls, with a focus on sustained prioritization of the issue, including through advocacy and national capacity development. It will expand its role in the work to prevent and ultimately eliminate violence against women and girls at national, regional and global levels. The United Nations system will take on a direct role and make clearly identifiable contributions towards the achievement of the five key outcomes of the campaign outlined in paragraph 11.





15. The Secretary-General is spearheading the accelerated efforts to address violence against women through this campaign. In particular, he is personally approaching world leaders to spur action through national campaigns; he is urging all States to review applicable laws, and to revise them or enact new ones to ensure that violence against women is comprehensively addressed, including through criminalization, prevention measures, resources for implementation, support and assistance to victims, and mechanisms to monitor and evaluate implementation; he is calling on all States to enforce their laws to end impunity and to dedicate resources for implementation. The Secretary-General is forming a global network of men leaders to assist in mobilizing men and boys to become involved in the struggle to end violence against women and girls. He is calling on young people, the private sector, and the media around the world to play their role, as indispensable partners in advancing this cause. Recognizing the critical efforts of the women's movement, the Secretary-General will work hand-in-hand with women's groups worldwide. He is proposing a high-level event in 2010 to review what has been accomplished through this campaign, and to exchange good practices and map out the way forward.
16. The Secretary-General is galvanizing the United Nations system to provide stronger and more effective support to all stakeholders, at the local, national, regional and global levels. United Nations system's activities will be guided by:



- A multi-year United Nations programme of activities until 2015 in support of national implementation efforts, with clearly defined outputs to be achieved. The tableau on page 7 summarizes these activities.
- A framework communications plan in support of the objectives of the campaign at both the global and regional/national levels, including initial communications opportunities and activities.

**17.** The United Nations system will strengthen its support for action on ending violence against women and girls, both through the work of individual entities through their regular programmes, and through joint programming. Measures of success in this intensified effort include the achievement by 2015 of:

- Sustained advocacy to promote universal ratification, without reservations, and implementation of leading human rights conventions and instruments (such as the Convention on the Elimination of All Forms of Discrimination against Women and its Optional Protocol, and the Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa; and follow-up to concluding observations of the Committee on the Elimination of Discrimination against Women).
- Expanded support for national capacity development through inputs at the country-level, as well as at regional and global levels, including technical and resource mobilization assistance for the development and implementation of laws, policies, national action plans and protocols and service delivery.





- Sustained condemnation of sexual violence in conflict situations, and advocacy around Security Council Resolutions 1325 (2000) and 1820 (2008) supporting the 'Stop Rape Now' initiative of UN Action against Sexual Violence in Conflict; and intensifying efforts to increase funding to address sexual violence in conflict through humanitarian and post conflict funding mechanisms (e.g. Consolidated Appeals Processes, CERFs, etc).
- Increased numbers of United Nations Country Teams that support national and local-level initiatives, including by systematically addressing violence against women and girls in Common Country Assessments (CCAs) and United Nations Development Assistance Frameworks (UNDAFs).
- Strengthened approach to addressing violence against women and girls in United Nations planning, programming and budgeting processes, and a compilation of lessons learned from joint United Nations Country Team (UNCT) programming.
- Through the United Nations Development Group (UNDG), identification and development of learning and training opportunities for UNCT staff, with a focus on solidifying a "zero tolerance" culture among all United Nations staff; as well as strengthening technical capacity for staff directly involved in country programming.
- Intensification of resource mobilization efforts for national implementation, including through advocacy with bilateral and multi-lateral donors and institutions; launching the drive to meet the target of an annual contribution of US\$100 million by 2015 to the United Nations Trust in Support of Actions to Eliminate Violence against Women; expanding resources to address sexual violence in conflict situations, including through UN Action against Sexual Violence in Conflict; and increasing national budget allocations and expenditures for



advocacy efforts and technical assistance for gender-responsive budgeting exercises.

- Ongoing monitoring and reporting on the implementation of the Secretary-General's Bulletin on sexual exploitation and sexual abuse, and on the directive of the Department of Peacekeeping Operations on sexual harassment in United Nations peacekeeping and other missions.
- Improving the United Nations system's internal policies and procedures as regards issues of sexual abuse and harassment, and improved care and referral services for staff and family members who are survivors of violence against women and girls.

- 18.** The campaign's decision-making is governed by a High-Level Steering Committee led by the Deputy Secretary-General and comprised of the principals of the following five entities: United Nations Secretariat/Department of Public Information (DPI), United Nations Secretariat/Department of Peacekeeping Operations (DPKO), United Nations Population Fund (UNFPA), United Nations Entity for Gender Equality and the Empowerment of Women (UN Women), and the World Health Organization (WHO). A Working Group of the Inter-Agency Network on Women and Gender Equality is charged with developing the strategic and substantive elements of the campaign, in consultation with all members of the Network. DPI, in coordination with the United Nations Communications Group, provides lead communications support to the campaign. Key linkages will be made to other parts of the United Nations system, for example for specific advocacy events, and with the Special Rapporteur on violence against women, its causes and consequences.





# Monitoring, Evaluation and Accountability

19. Given that one of the three key aims of the campaign is *United Nations leadership by example*, and in order to propel the United Nations system to intensify its own work on violence against women, a tracking system will be put in place to monitor and report on achievements and progress with regard to the expected outputs. A midterm and a final report on the United Nations system's achievements, challenges and lessons learned will be produced and disseminated in 2011 and 2015, respectively.
20. A web-based feature will be established to collect and highlight information about initiative, achievements and ongoing activities undertaken in connection with the Campaign. This will complement the coordinated database on violence against women that is being established by the United Nations Division for the Advancement of Women, and the compilation entitled 'Inventory of United Nations system activities on violence against women'.



# Resources and Budget

## Resources and Budget for the United Nations System Components of the Campaign

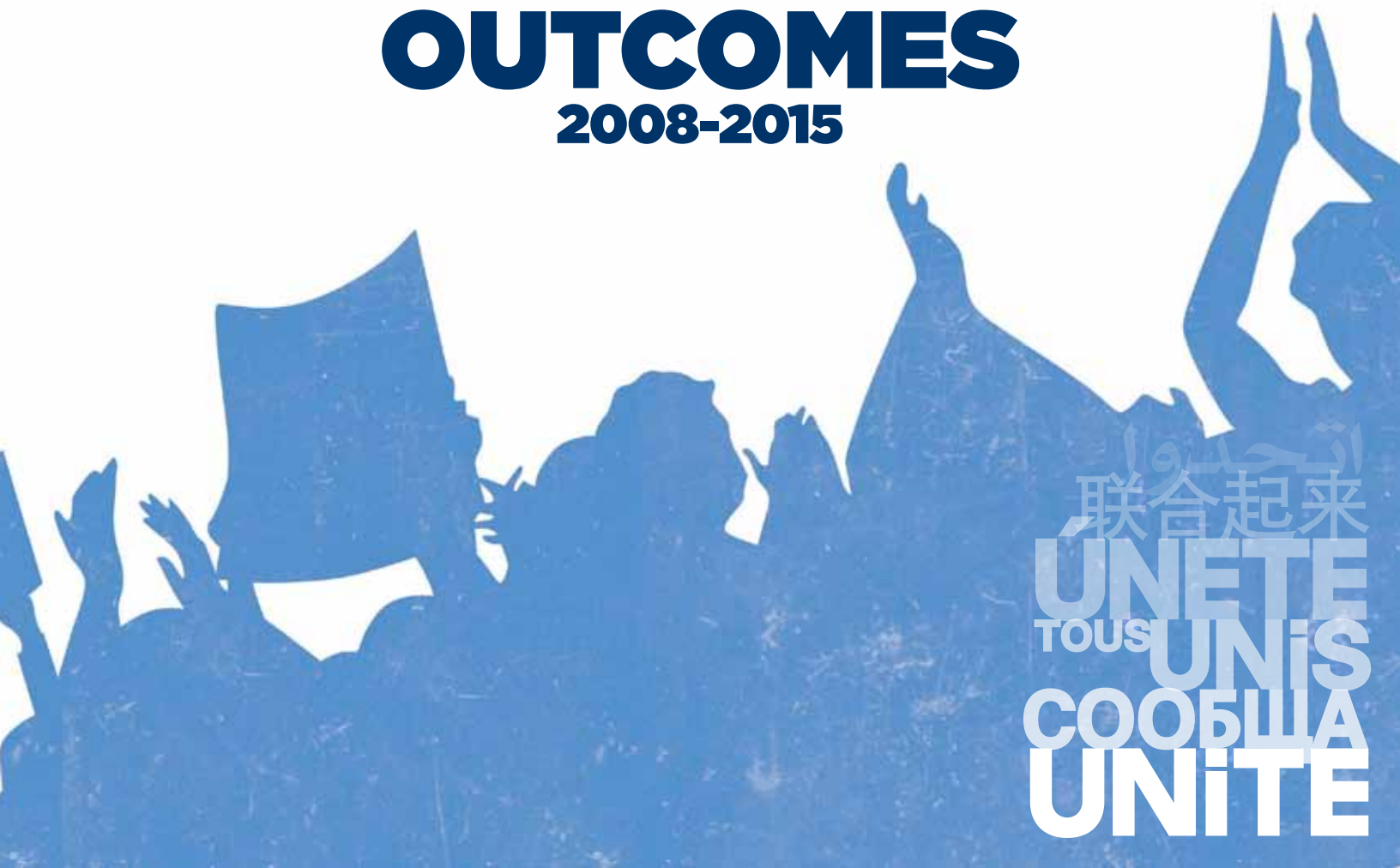
- 21.** Immediate financial needs to roll out the campaign at the global level include: staff resources to support the planning and coordination of the campaign; funding for campaign materials, dissemination, and translation of multi-media and promotional products. Additional resources will be needed as regional and national components unfold.
- 22.** United Nations entities have contributed staff time and a few entities are already contributing financially to campaign-related events. Some United Nations entities will continue to contribute to the campaign through their own resources and activities at global, regional and country levels, but a fundraising effort for the Campaign as a whole will be required to ensure continuity and global leadership. In the interest of a cost-effective approach, all opportunities will be taken to support the Secretary-General's campaign by building on events and activities that are already planned and resourced by individual United Nations entities.





# II

## PROGRAMME OF UNITED NATIONS **ACTIVITIES AND EXPECTED OUTCOMES** 2008-2015



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# Campaign Outcome 1

**National legislation in place and enforcement enhanced to address and punish all forms of violence against women and girls and end impunity, in line with international human rights standards.**

## Outputs

- 1.1** Governments and key stakeholders, including at the local level, have increased capacity and access to technical assistance for legislative review and reform.
- 1.2** All countries have reviewed existing legislation and identified gaps and areas to be strengthened.
- 1.3** Protocols and regulations for implementation of legislation is in place for all relevant sectors at all levels, including health, police and justice sectors.
- 1.4** Increased awareness of laws against violence against women. In cooperation with relevant women's organizations and civil society groups, increased awareness by women and girls of their rights and the availability of services.

## United Nations-supported activities and benchmarks

- Increased number of UNCTs providing advocacy, technical expertise, capacity-building, sharing of experience and financial support to activities, including for:
- Legislative reviews and approvals
  - Development and dissemination of toolkits/ manuals /guidelines/ good practices on legislative frameworks
  - Development of protocols and regulations for implementation
  - Awareness-raising campaigns

# Campaign Outcome 2

**All countries have a multi-sectoral, comprehensive National Plan of Action on Violence Against Women and Girls which is being implemented, is adequately resourced and establishes clear accountabilities.**

## Outputs

- 2.1** All countries have in place a national assessment as the basis for planning and implementation of plans of action.
- 2.2** Governments have increased capacities to develop, implement, monitor and evaluate adequately resourced plans of action with emphasis on prevention.
- 2.3** Protocols and regulations to ensure implementation are in place for all relevant sectors at all levels.
- 2.4** A wide range of stakeholders, including at local levels, have the capacity and opportunities to engage in development, implementation, monitoring and evaluation of National Plans of Action.

## United Nations-supported activities and benchmarks

Increased number of UNCTs providing support to National Plans of Action through advocacy, technical assistance, sharing of expertise and resource mobilization, including for:

- Development of participatory processes, involving governments, civil society and experts
- Multi-sectoral prevention activities and support services for survivors
- Collection and dissemination of good practices
- Fostering of North-South and South-South collaboration
- Support to universities and other research institutions, NGOs and women's groups, to increase their contribution to the knowledge base through dedicated research on critical issues



# Campaign Outcome 3

**All countries have in place data collection and analysis systems that support policies and programmes to end violence against women and girls.**

## Outputs

- 3.1** All countries have undertaken a dedicated population-based survey or module on violence against women and girls.
- 3.2** All countries have integrated data collection on violence against women and girls into their administrative and routine reporting systems, including for health, police and justice.
- 3.3** All countries, the international community and other actors commit to ensuring the gender disaggregation of existing data, where possible.

## United Nations-supported activities and benchmarks

Increased number of UNCTs, in collaboration with the Regional Commissions, will work in supporting data collection and analysis systems through advocacy, technical assistance, capacity-building and resources, including for common approaches, methodologies and tools for data collection and measurement.

# Campaign Outcome 4

## Increased public awareness and social mobilization to prevent and end violence against women and girls.

### Outputs

- 4.1** Countries have undertaken national and local awareness-raising campaigns.
- 4.2** Countries have implemented effective national and local prevention strategies, including those directed at particular strategic groups (e.g. children, adolescent girls and boys, men, and traditional and faith-based groups).
- 4.3** Increased awareness and action by key strategic actors:
  - Men and boys
  - Adolescents and youth
  - Faith-based organizations
  - Private sector
  - Human rights and other key groups.
- 4.4** Increased capacity and opportunities for women's groups and networks to participate in social mobilization and awareness-raising and advocacy for other prevention strategies.
- 4.5** Enhanced media involvement and positive coverage.

### United Nations-supported activities and benchmarks

Increased number of UNCTs providing support to prevention efforts, including through social mobilization and public awareness through:

- Development of key messages.
- Production of campaign promotional materials
- Mobilization of leaders at global, regional, national and local levels
- Mobilization of men's groups and networks at all levels
- Support to the efforts of women's groups and networks
- Policy-oriented advocacy at all levels, led by the Secretary-General
- Support to global and regional media alliances
- Strengthened partnerships with media outlets
- Bringing attention to violence against women and girls in relevant events at global, regional, national and local levels
- Effective information dissemination including through websites
- Development of policies and interventions for prevention, particularly among children and young people, both in and out of school.

# Campaign Outcome 5

## The widespread and systematic use of sexual violence as a tactic of war is condemned and systemically addressed.

### Outputs

- 5.1** The Security Council systematically addresses sexual violence in conflict, by applying the provisions of Resolution 1820 (2008), in its deliberations, resolutions, mandate renewals and follow-up.
- 5.2** Senior Sexual Violence Coordinators are posted in all conflict and post-conflict situations, where Peace Support operations have a mandate to protect civilians and are provided with the necessary support and resources.
- 5.3** UN Peacekeepers and other international and national security personnel are explicitly mandated, trained and resourced to protect women and girls from sexual violence during and immediately after conflict, and UN mission staff systematically reference such activities in mission reports.
- 5.4** Comprehensive services for survivors of sexual violence are more widely available and accessible.
- 5.5** Sexual violence offenders are consistently brought before the law, thus eliminating impunity.
- 5.6** Increased number of women representatives participate in peace talks and peace negotiations.

### United Nations-supported activities and benchmarks

UNCTs and Peace Support Operations in conflict-affected countries amplify and better coordinate efforts to prevent and respond to sexual violence, including:

- Recruitment of senior level Sexual Violence Coordinators (reporting to RCs/HCs) to coordinate and manage the United Nations's sexual violence response, including in relation to advocacy, prevention, protection and reintegration for survivors.
- Support for the provision of appropriate health, psycho-social, rule of law and judicial services for survivors of sexual violence, including their capacity to collect/analyze data on sexual violence and to help survivors access compensation/assistance.
- Training and deployment of peacekeepers and humanitarian workers to protect women and girls and to bolster the capacity of the host government/domestic security sector to respond to SGBV in the long-term.
- Active promotion of women's representation in peace negotiating delegations and expert/observer roles.
- Sexual violence during conflict is appropriately and consistently prosecuted as a war crime, crime against humanity, form of torture or constituent act of genocide, including at the command level, and impunity for perpetrators is systematically addressed.



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