



UNITED STATES DEPARTMENT OF STATE
EVALUATION OF IMPLEMENTATION OF THE
UNITED STATES STRATEGY TO PREVENT AND RESPOND TO
GENDER-BASED VIOLENCE GLOBALLY:
AUGUST 2012 THROUGH AUGUST 2015





Maya Indian woman with baby
in Lake Atitlan, Guatemala,
Central America.

“Treating women as second-class citizens is a bad tradition... There’s no excuse for sexual assault or domestic violence. There’s no reason that young girls should suffer genital mutilation. There’s no place in civilized society for the early or forced marriage of children. These traditions may date back centuries; they have no place in the 21st century.”

These are issues of right and wrong—in any culture. But they’re also issues of success and failure. Any nation that fails to educate its girls or employ its women and allowing them to maximize their potential is doomed to fall behind in a global economy.”

President Barack Obama, July 2015

EXECUTIVE SUMMARY

In August 2012, President Obama issued Executive Order (E.O.) 13623, “Preventing and Responding to Violence Against Women and Girls Globally,” directing agencies to implement the *United States Strategy to Prevent and Respond to Gender-based Violence Globally* (GBV Strategy). Since that time, the Department of State (the Department) has built on long-standing and continued efforts to address and integrate work to prevent and respond to all forms of gender-based violence (GBV) into its diplomatic, security, and development efforts. This report finds that since 2012, the Department has achieved significant progress toward the objectives of the GBV Strategy. The Department has also identified internal and external challenges to full implementation and will continue work to achieve the GBV Strategy’s objectives beyond 2015.

The Department, through the Quadrennial Diplomacy and Development Review and policy guidance on *Promoting Gender Equality and Advancing the Status of Women and Girls*, supports global progress toward gender equality, including through prevention and response to GBV, in all of its diplomatic engagement, foreign assistance programming, and partnerships with civil society and private sector actors across the globe. The Department is also committed to addressing GBV in conflict-affected environments, as detailed in the *U.S. National Action Plan on Women, Peace, and Security* (NAP). A separate report on progress achieved with respect to the NAP was submitted to the National Security Council (NSC) in March 2015.

As detailed in the report below, the GBV Strategy has been a foundational tool for helping the Department both frame its commitment to preventing and responding to GBV for internal and external audiences, and for outlining four primary objectives and potential actions the Department can take to meet the challenge of GBV. As the initial implementation phase of the GBV Strategy ends in August 2015, the Department is committed to continuing to build on these lessons learned and to engaging in GBV prevention and response efforts around the world.

Progress and Accomplishments

The following presents an overview of accomplishments since the launch of the GBV Strategy in August 2012.

Objective 1: *To increase coordination of gender-based violence prevention and response efforts among United States government agencies and with other stakeholders.*

Since August 2012, the Department has made significant improvements to increase the coordination of GBV prevention and response efforts, both internally and in its engagement with other U.S. government agencies. Examples include, but are not limited to:

- › In 2013, the Administration launched three interagency GBV Committees envisioned to facilitate implementation of the GBV Strategy. The committees include: 1) Best Practices and Research, led by USAID and the Millennium Challenge Corporation; 2) Monitoring and Evaluation (M&E), led by USAID and (formerly) the Department of Health and Human Services' Centers for Disease Control; and 3) Mapping and Pilot Country Approach, led by the Department and USAID. The Department is actively represented on all three committees.
- › Internally, the Department tested new ways to increase coordination, focusing on information-sharing, convening, and collaboration. Many U.S. embassies and missions created, formalized, institutionalized, and/or enhanced Gender Working Groups to coordinate diplomatic and development efforts to promote gender equality and advance the status of women and girls, including through GBV prevention and response activities. In Washington, the launch of an intra-agency listserv for GBV-focused officers, which now includes representation from more than 80 individuals representing a range of policy, programming, regional, and functional offices contributes to increased knowledge of and sharing of GBV-related information.
- › While all U.S. embassies and Department bureaus implement policy commitments toward advancing gender equality, including on GBV, the Secretary's Office of Global Women's Issues (S/GWI) served as a primary focal point to guide Department collaboration

on GBV-related initiatives, including in diplomatic engagement and through foreign assistance programming.

The Department has also sought to increase engagement and collaboration on GBV prevention and response with external stakeholders, including other governments, civil society and private sector actors, and across multilateral fora. Examples include, but are not limited to:

- › Since the launch of the GBV Strategy, leadership at the highest levels of the U.S. government has been critical and outspoken on issues relating to GBV. During 2015 visits to India, Ethiopia, and Kenya, working closely with the Department, President Obama raised the necessity of empowering women and girls and addressing GBV. On his trip to Guatemala in 2015, Vice President Biden and the presidents of El Salvador, Guatemala, and Honduras, issued a joint statement committing to specific actions to improve the security and economic situation in the Northern Triangle, including through the expansion and strengthening of centers against domestic and intimate violence and violence against women. During events in the DRC, United Kingdom, and in Washington, DC, Secretary Kerry forcefully spoke out against GBV, including via three op-eds and three public events on sexual violence in conflict and crisis. In June 2014, Secretary Kerry challenged governments to prohibit the issuance of visas for perpetrators of conflict-related sexual violence. Ambassador-at-Large for Global Women's Issues Russell has made GBV a cornerstone topic during every trip she has made, traveling to approximately 30 countries since her confirmation in August 2013.
- › The Department as a whole, and individual U.S. embassies from across the world, engaged bilaterally to coordinate efforts around GBV prevention and response. Embassy Maputo's work on GBV has been conducted in conjunction with Mozambique's Ministry of Health, including provincial health officers focused on GBV, as well as its Ministry of Gender, Children and Social Action, the Ministry of Education and the Ministry of Interior. In Liberia, the Bureau of International Narcotics and Law Enforcement Affairs (INL) provided a dedicated GBV Justice Advisor to support the Sexual and Gender-based Crime Unit of the Ministry of Justice.
- › The GBV Strategy has informed a specific focus on engagement with civil society actors around prevention and response to GBV.

The Department, including in Washington and at U.S. missions around the world, regularly consults with civil society actors, including NGOs. Such convenings take various forms, including formal consultations around multilateral engagement, U.S. embassy human rights forums, and other roundtables, as well as informal convenings and meetings.

- › The Department has initiated multiple public-private partnerships to help prevent and respond to GBV, including the Gender-based Violence Emergency Response and Protection Initiative, Together for Girls, and the Determined, Resilient, Empowered, AIDS-free, Mentored (DREAMS) Partnership.
- › Recognizing the role of the private sector as a leader in shifting perceptions about GBV, the Department engaged business leaders, including men, to promote GBV awareness and prevention. In Mexico, for instance, S/GWI built an innovative partnership with business leaders to address how intimate partner violence affects performance in the workplace, tying the health of the company to the health and status of its employees.
- › The Department has worked at the multilateral level to advance the status of women and girls, including through specifically addressing and/or highlighting GBV through engagement with the United Nations. In addition to providing diplomatic and financial support for the UN Entity for Gender Equality and the Empowerment of Women (UN Women), the UN Children's Fund (UNICEF) and the UN Population Fund (UNFPA) – including by serving on their Executive Boards – the United States supported various UN entities and advanced a range of protection and accountability frameworks at the UN Security Council, the UN Human Rights Council, the General Assembly's Third Committee, and the Commission on the Status of Women (CSW). The Department has also been a vocal advocate for gender equality and the empowerment of women and girls within the context of the Post-2015 Development Agenda.

Objective 2: *To enhance the integration of gender-based violence prevention and response efforts into existing United States government work*

The Department has integrated a focus on GBV prevention and response into its strategies, policies, trainings, and operations, bringing increased focus on GBV in diplomatic and development efforts. Examples include, but are not limited to:

- › In 2014, Secretary Kerry directed all U.S. embassies and Department bureaus to continue to prioritize gender equality and advance the status of women and girls in all of their diplomatic, development, and operations activities, including by implementing the GBV Strategy. This action reaffirmed and expanded the Department's commitment, based upon the broad elevation of gender equality issues originally set in motion in 2012. As a result of this and continued emphasis on promoting gender equality widely, gender issues have been integrated into the Department's strategic and budget planning processes. U.S. embassy and Department bureau strategies and operational plans now include



U.S. Secretary of State John Kerry speaks to two women who were treated at St. Joseph's Hospital and its USAID-funded Fistula Clinic during a visit to the facility in Kinshasa, Democratic Republic of Congo, on May 4, 2014.

Burmese girls, one with thanaka on her face.



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integrated and standalone activities on gender issues, including GBV. Because GBV prevention and response is intimately tied to several other activities to advance gender equality, the Secretary's policy guidance and other planning mechanisms serve as important vehicles for promoting strengthened approaches to GBV.

- In accordance with the specific cultural or other needs of their host country context, multiple U.S. missions, from Latin America to Africa and beyond, have drafted and/or implemented country-specific strategies that specifically address gender and GBV prevention and response since the launch of the GBV Strategy.
- While the GBV Strategy focuses on the U.S. government response to GBV globally, the Department also recognizes the importance of GBV prevention and response as part of its internal policies. As an important step toward integrating this strategy into internal policies and operational priorities, the Bureau of Human Resources/Office of Employee Relations coordinated the development and publication of the Department's "Policies Addressing Domestic Violence, Sexual Assault, and Stalking." This policy aims to promote the health and safety of Department employees by establishing processes for the prevention of workplace violence, and by providing support and assistance to employees affected by workplace and domestic violence.
- The Foreign Service Institute (FSI) continued to implement a specialized three-day training course: "Promoting Gender Equality to Advance Foreign Policy." The classroom course, offered three times per year since October 2012, addresses GBV as part of its curriculum, and provides information on effective policy responses. Seventy-three students from three federal agencies took the training in FY 2014, bringing total participants to 150 since 2012. FSI has also expanded its coverage of GBV in other related courses, including through a distance-learning course on gender equality and a distance learning course on combating trafficking in persons.

To further integration efforts, the Department has also focused on advancing GBV prevention and response through existing platforms and in coordination with other interagency strategic directives and programs.

- Functional bureaus have taken an active role to integrate and mainstream gender and GBV prevention and response into

Department activities and programs as a key component of the GBV Strategy. Examples include, but are not limited to:

- The Bureau of Political-Military Affairs (PM) has facilitated the training of more than 1,800 women peacekeepers worldwide since August 2012 through the Global Peace Operations Initiative (GPOI).
 - The Bureau of Population, Refugees, and Migration (PRM) makes funding available specifically to address GBV in refugee responses around the world, requires NGO partners to include a gender analysis in every proposal submitted to the Bureau, includes GBV prevention and response in all funding opportunity announcements, and has identified key personnel within PRM to provide technical advice to the bureau and Department.
 - The Office of Global Criminal Justice (GCJ) similarly addresses GBV in its work to prevent and punish atrocity crimes, ensuring that transitional justice and accountability mechanisms, peacekeeping mandates, fact-finding missions, and other responses to mass atrocities integrate gender and GBV issues into their frameworks and policies.
- Functional bureaus have also adopted and/or updated internal strategies that recognize the importance of addressing GBV across their work, including through the U.S government's largest bilateral health assistance program. In December 2013, PEPFAR updated its Gender Strategy so that by 2016, all PEPFAR programs will be required to conduct a gender analysis, which should include information on policy, programs, and data related to GBV in those countries and regions.
- Advancing the objectives of the GBV Strategy and the NAP concurrently, the Department funded UN-led efforts to develop and implement training addressing the prevention and remediation of conflict-related sexual violence and child protection. Further efforts were targeted at strengthening the core effectiveness of UN protection officers in efforts to protect civilians, including women and children.

Objective 3: *To improve collection, analysis, and use of data and research to enhance gender-based violence prevention and response efforts*

Recognizing that the Department has a unique role to play in advocating for the elimination of global gender data gaps, the Department champions the collection and use of gender-sensitive and sex-disaggregated data, including on GBV. Examples include, but are not limited to:

- The Department has supported public-private partnerships that seek to address gender data gaps. As part of its commitment to Data2X, an initiative of the United Nations Foundation, Hewlett Foundation, Clinton Foundation, and Bill & Melinda Gates Foundation, PEPFAR and the Millennium Challenge Corporation are working with partners to sponsor an open data challenge to incentivize the use of gender data to improve gender policy and practices.
- The Department has also worked to build the capacity of country-level data collection and systems. For example, members of the Asia Pacific Economic Cooperation (APEC), working with strong U.S. leadership, agreed to establish the Women and the Economy Dashboard to track and measure APEC's progress in improving women's economic participation via a range of indicators that take into account the diverse drivers, and inhibitors, of women's economic participation, including data on policies related to violence against women. As this effort grows, it will serve as a foundational tool for tracking the impact of investments in women's economic empowerment.

Internally, the Department has worked to prioritize the monitoring and evaluation of its foreign assistance programs, including those that focus on GBV prevention and response. Examples include, but are not limited to:

- PEPFAR's Site Improvement through Monitoring System (SIMS) is a new standardized approach to monitoring for program quality and performance at PEPFAR-supported sites and PEPFAR-supported entities that guide and direct service delivery. Since the start of SIMS in mid-2014, GBV response services were assessed at 183 PEPFAR sites in 18 countries; gender norms interventions were assessed at 182 PEPFAR sites in 20 countries.

- › The Office to Monitor and Combat Trafficking in Persons is supporting the development of tools to help its grantees improve data collection on anti-trafficking programming, including disaggregating training recipients and beneficiaries of protection services by sex. This complements current funding to identify promising practices in anti-trafficking data collection and to develop reporting guidelines for governments, NGOs, and other stakeholders.
- › In the Democratic Republic of the Congo (DRC), INL funds Physicians for Human Rights (PHR) to create functional medicolegal networks to support and build capacity among legal, law enforcement, and health professionals to collect and document forensic evidence, to preserve the evidence chain of custody and to use court-admissible evidence in the legal prosecution of perpetrators of sexual violence. Evaluation of the project has found that PHR-conducted trainings positively impacted professionals' practices across the medical, legal, and law enforcement sectors.

Finally, the Department has also sought to identify and share best practices, lessons learned, and research internally, with other agencies, and with outside partners and audiences.

- › The Department's annual Country Reports on Human Rights Practices (Human Rights Reports) cover internationally recognized individual, civil, political, and worker rights, and are a critical vehicle for research and awareness on human rights issues globally. Since 2012, the Department has expanded Human Rights Reports' coverage of multiple forms of GBV, including on female genital mutilation/cutting (FGM/C) and early and forced marriage.



One of three anti-FGM/C billboards supported by the State Department in Conakry, Guinea, February 2015.

Objective 4: To enhance or expand U.S. government programming that addresses gender-based violence

While GBV has long been a priority of the Department, the GBV Strategy created a reinforcing tool to cement the Department's commitment to preventing and responding to GBV. At the time of the GBV Strategy's launch in August 2012, estimates of U.S. support for GBV totaled approximately \$92 million, on average, per year for the previous four years. Since the launch of the GBV Strategy, the establishment of Gender Key Issues, and a new Congressional earmark on GBV in FY 2014, the Department has increased its GBV funding, from approximately \$135 million in FY 2013 to more than \$150 million in FY 2014 (note: final FY 2015 funding levels are not yet available).

Since August 2012, a number of new programming and initiatives have been launched to bolster the Department's GBV prevention and response efforts. The Department has also worked to expand previously existing programming and to incorporate lessons learned in such programming. The Mapping and Pilot Country Approach committee has identified, in concert with high-level leadership from the White House, and President Obama recently announced Tanzania and Malawi as the first-ever GBV pilot countries in which a holistic, multi-sectoral approach will be implemented to prevent and respond to GBV. Examples of both new and expanded programming include, but are not limited to:

› **Country-specific Programs:**

- Afghanistan: The Department has long provided support to civil society organizations in Afghanistan, where INL is the single largest donor to women's shelters, funding roughly half of the country's 27 shelters. Since 2012, INL has expanded its support from 12 shelters to 14, spread across 12 provinces. Additionally, INL funds 11 family guidance centers that provide legal, mediation, and counseling services to survivors and those at risk of experiencing GBV. Together, these programs benefit approximately 2,000 women and children annually.
- Mali: In 2014, Embassy Bamako awarded its first LGBTI grant to an organization working to advance the human rights of the LGBTI community in Mali. A key component of the project is to increase the capacity of existing networks of NGOs to assist LGBTI survivors of violence.

- Papua New Guinea: In 2013, Embassy Port Moresby developed a public-private partnership with ExxonMobil PNG called “Smart Economics” to provide basic business skills to survivors of GBV and women who are vulnerable to such abuse. With Full Participation Funding from S/GWI and matching funds from ExxonMobil PNG, the embassy has since expanded participation from 100 participants in the capital city of Port Moresby to 400 women in four cities in Papua New Guinea.

› **Global Initiatives:**

- Safe from the Start: Secretary Kerry launched *Safe from the Start* in September 2013. This PRM and USAID/Bureau of Democracy, Conflict and Humanitarian Assistance initiative aims to: a) increase dedicated GBV interventions in emergencies; b) integrate GBV risk mitigation across all humanitarian assistance sectors; and c) strengthen accountability to prioritize GBV prevention and response in emergencies. As of September 2014, USAID and PRM had jointly committed \$22 million toward this initiative.
- Gender-based Violence Response and Protection Initiative: The GBV Response and Protection Initiative (“GBV Initiative”), managed by the Bureau of Democracy, Human Rights, and Labor (DRL), is designed to address extreme forms of GBV and harmful practices based on gender, including early and forced marriage, FGM/C, and so-called “honor” based violence. The GBV Initiative provides emergency assistance to those facing extreme acts of GBV; supports advocacy, prevention, and technical assistance to GBV survivors and those working to address GBV through a partnership with the Avon Foundation; and establishes focal points for improving GBV regional and international network coordination. Since its launch in 2014, it has provided assistance for more than 125 emergency cases across 14 countries. The Initiative’s network is managed by a consortium of non-governmental organizations led by Vital Voices Global Partnership.
- Secretary’s Full Participation Fund: Launched in 2013, the Secretary’s Full Participation Fund (FP Fund) supports innovative efforts by bureaus and posts to integrate gender into their overall efforts, including operations and programming. The FP Fund offers posts and bureaus the opportunity to demonstrate how gender can be integrated into the day-to-

day foreign policy-making process of the United States, while crafting programs that directly promote empowerment of women and girls abroad. Under its first and second funding cycles, FP Fund selected 16 projects to receive an estimated \$5 million. These FP Fund projects have provided resources to a range of posts around the world and to a diverse pool of bureaus and offices across the Department to address a range of GBV issues, including FGM/C, early and forced marriage, and domestic and intimate partner violence, among others.

- DREAMS Public-Private Partnership: The President's Plan for Emergency AIDS Relief (PEPFAR) launched the DREAMS Partnership in December 2014. DREAMS is a \$210 million public-private partnership between PEPFAR, the Bill & Melinda Gates Foundation and the Nike Foundation to significantly reduce new HIV infections in adolescent girls and young women in up to 10 sub-Saharan African countries. Recognizing that intimate partner violence contributes to the high prevalence of HIV in adolescent girls and young women by increasing women's and girls' risk for HIV infection by more than 50 percent, addressing GBV in this population is a key piece of the DREAMS core package of interventions, which will include community mobilization efforts, social norm change, and post-violence care.

› **Public Diplomacy Programming:**

- Professional Exchange: The Bureau of Educational and Cultural Affairs (ECA) administers several exchange programs for professionals addressing GBV in their communities, including the International Visitor Leadership Program (IVLP), which brings 4,600 emerging leaders to the United States each year on group projects designed around specific policy issues. Building on successful 2012 and 2013 programs, in FY 2014, 13 IVLP projects for 115 participants from around the world focused on themes of addressing GBV. In FY 2015, ECA has completed or is planning 17 projects for 125 participants, a number that will continue to grow as U.S. Embassies leverage the rapid response IVLP On Demand model to tackle urgent priorities. Over 60 percent of the participants in these projects are women. ECA also administers the Hubert H. Humphrey Fellowship program, which brings mid-career professionals to the United States for one year of non-degree study, leadership development, and

substantive professional collaboration with U.S. counterparts. Almost 50 percent of Humphrey Fellows are women, which is significantly higher than the percentage of women in leadership positions in their fields in their home countries.

- Sports Diplomacy: ECA has expanded its focus on sports exchanges to address GBV. For example, in 2015, the Sports Visitor Program brought a group of female athletes, trainers, and coaches from Tajikistan to Washington for a fast-paced martial arts program that focused on how sports can address GBV head-on, in addition to building confidence and physical strength among women.

Challenges

The Department's full implementation of the GBV Strategy was constrained by a range of internal and external challenges, highlighting the importance of flexibility, creativity, and dedicated efforts to achieve implementation. Internal challenges included human resources constraints, including limited bandwidth of officers and insufficient training to address gender and GBV issues; a resource-constrained environment impacting both programming and personnel; and uneven monitoring and evaluation. External challenges included insecure operating environments; social, religious, and gender norms that discriminate and perpetuate GBV against women and girls, LGBTI persons, and members of other vulnerable populations; uneven and weak political will on behalf of government counterparts; global resource gaps; a lack of representative data on the prevalence of specific forms of GBV and poor evidence on effective prevention and response strategies. Both these internal and external difficulties represent long-term challenges that will need consistent diplomatic engagement and development investments to overcome.

Despite these challenges, the Department has found ways to creatively address and overcome these obstacles, including by sharing resources through embassy-to-embassy partnerships; utilizing the knowledge of locally employed staff, especially in insecure operating environments; addressing GBV through the full spectrum of available resources, including through public diplomacy; and consistently addressing GBV with other host and donor government counterparts. Bureaus also noted the importance of hiring gender advisors to provide technical guidance both as part of policy and programming implementation, and developing mission-wide gender strategies to help address GBV and other gender-related issues as cross-cutting priorities.

Recommendations

During the relatively short time period between August 2012 and August 2015, there have been notable achievements on the implementation of the GBV Strategy and E.O. 13623. While the Department engaged in prevention and response to GBV prior to the GBV Strategy, the GBV Strategy captures a high-level commitment to this issue, and has helped to advance coordination, integration, data collection and use, and programming to address GBV. The Department has identified ten recommendations based on implementation to date.

To continue successful implementation and address challenges related to implementation of the GBV Strategy objectives the Department should:

1. Sustain and expand intra-agency coordination, including through continued leadership from S/GWI;
2. Strengthen inter-agency coordination across gender-related issues, including with the NSC, USAID, Peace Corps, the Department of Defense, the Department of Justice, the Department of Health and Human Services, and others;
3. Build and scale internal knowledge and staff capacity, including through strengthening training and facilitation of best practices and information sharing;
4. Deepen integration of GBV within existing policy and programmatic platforms, including those not specifically focused on gender;
5. Within resource constraints, expand GBV-related programming, including through stand-alone and multi-sector programs;
6. Sustain and grow new partnerships focused on prevention and response to GBV;
7. Continue to build on existing public, bilateral, and multilateral diplomacy efforts and seek to expand those efforts, as relevant;
8. Enhance public awareness of all forms of GBV, including harmful practices such as early and forced marriage and female genital mutilation/cutting, as well as violence directed at LGBTI persons, women and girls with disabilities, indigenous women and girls, women and girls living in rural areas, widows, and other marginalized populations.

9. Expand externally-facing tools and resources related to GBV, including through support of data collection;
10. Sustain U.S. global leadership on GBV issues, including in bilateral and multilateral relationships.

The Department is committed to continuing its work on the implementation of the GBV Strategy and to preventing and responding to GBV, recognizing that its prevention and response is a critical component of efforts to promote gender equality and advance the status of women and girls globally.

Toward this end, the Department will continue to promote GBV objectives including by engaging diplomatically at all levels with host governments, undertaking public diplomacy efforts, and engaging civil society, business leaders, and the media. Addressing GBV is intimately tied to a range of global efforts that address gender equality and women's and girls' empowerment, whether in peacetime or in the midst of conflict. This includes addressing GBV as part of efforts to raise the status of adolescent girls and through women's economic empowerment activities. As the United States seeks to review its NAP in 2015, the Department will continue to reinforce existing linkages between the NAP's overall objectives and efforts to prevent and respond to GBV. The Department will also continue to elevate GBV prevention and response through its foreign assistance and humanitarian aid, contributing to the United States' status as a leader on these issues.



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