

# THE COSTS OF VIOLENCE

UNDERSTANDING THE COSTS OF VIOLENCE AGAINST WOMEN AND GIRLS AND ITS RESPONSE:  
SELECTED FINDINGS AND LESSONS LEARNED FROM ASIA AND THE PACIFIC



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Designed by Daniel Feary

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# ACKNOWLEDGEMENTS

This report offers a catalogue of key findings and lessons learned from violence against women (VAW)<sup>1</sup> costing studies throughout the Asia-Pacific region. As such, it is reliant on the support of many partners, including governments, non-governmental organizations (NGOs), research institutions and donors, all of whom have contributed to the research and concepts contained herein. The UN Women Regional Office for Asia and the Pacific would like to gratefully acknowledge the Australian Government for their continued generous support and their leadership in funding VAW costing efforts in this region, including a number of the studies on which the report is based. In addition, we would like to acknowledge numerous governments across our region that have been engaged in and supportive of national research efforts to document and understand both the prevalence and the cost of VAW, thereby enabling the advancement of work on this critical issue. We are grateful to UN Women colleagues from Asia and the Pacific, including Anna-Karin Jatfors, Bhumika Jhamb, Dwi Faiz, Estefania Guellar, Freya Larsen, Navanita Sinha and Yamini Mishra, and at global headquarters in New York, including Dina Deligiorgis, Riet Groenen and Zohra Khan, for their insights and support. We also want to thank colleagues from other United Nations agencies for their inputs, especially Emma Fulu and Simone Troller. Finally, we are grateful to the VAW costing experts, Dr. Elizabeth Villagomez and Dr. Nata Duvvury, and communications consultant Jessica Mack, for their time and expertise in the development and finalization of this report. This was and continues to be a collaborative effort towards our collective goal of ensuring a life free of violence for women and girls in Asia and the Pacific and worldwide.

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<sup>1</sup> For the purpose of this report and simplifying terms, the term “violence against women” (VAW) will be used rather than “violence against women and girls” (VAWG). However, this term is meant to be inclusive of women and girls of all ages. We also acknowledge that young women and girls are often at particular risk of violence as they are at the intersection of age-and gender-related discrimination.

# FOREWORD

Violence against women remains one of the starkest manifestations of the gender discrimination that exists in all of our societies. It is both a result of unequal power between women and men and a tool to maintain it. Though prevalence varies across Asia and the Pacific, we know that violence remains a grim reality for millions of women in the region, impacting on all aspects of their public and private lives. A recent multi-country study on men's use of violence that interviewed more than 10,000 men across six countries found that nearly half reported having used physical or sexual violence against a partner in their lifetime, ranging from 26-80 per cent across sites.<sup>2</sup>

After decades of sustained advocacy, eliminating this intolerable scourge has now fully emerged as a top global policy priority. In March 2013, the groundbreaking 57th Session of the Commission on the Status of Women focused on the elimination and prevention of all forms of violence against women and girls for the first time in a decade. The Commission emphasized that ending VAW is not only a human rights imperative in its own right, but is also essential to the sustainable achievement of numerous internationally agreed development goals, including the Millennium Development Goals (MDGs).<sup>3</sup>

As the global community works together to set a new development agenda for the coming decades, we have an historic opportunity to expand the priority given to gender equality and women's empowerment. To seize this moment, we must ensure that the post-2015 framework includes a standalone gender equality goal that includes specific targets on ending VAW – a critical omission in the MDGs. Doing so will pay significant dividends for the social and economic development of communities and States. In the words of UN Secretary-General Ban Ki-moon: "When women's lives are free of violence and discrimination, nations thrive."

We have more data at our fingertips than ever before to make this case. As we have come to understand more about the prevalence, nature, causes and consequences of VAW over recent decades, it has become very clear that such violence is not only an outrageous violation of women's and girls' human rights, but also carries significant costs for survivors, their families, communities and nations. While we must never lose our firm grounding in human rights, demonstrating the broad-reaching impact and extent of these costs can serve as a powerful advocacy tool to show that VAW is not a private matter but an issue of public policy that no government can afford to ignore.

Supporting efforts to prevent VAW and expand access to survivor services is one of UN Women's primary goals.<sup>4</sup> As part of this work in Asia and the Pacific, and with the support and collaboration of key partners, UN Women has prioritized efforts to document and analyse the economic costs of VAW and the investments required to ensure that laws and policies to respond to this problem are duly implemented. Recognizing that this is an important instrument for closing the gap between policy and practice, UN Women is taking definitive measures to support VAW costing research, coordinating with partners to develop and implement methodologies and facilitating regional knowledge-sharing to help advance further efforts in this emerging area.

VAW costing research is a key component of UN Women's work to support governments across the Asia-Pacific region and beyond to honour the commitments they have made to prevent and eliminate VAW. Ultimately, this work is rooted in our vision of a just and peaceful world for all: one where girls and women can live free from violence and the fear of violence, with the opportunity to exercise their rights and the capacity to make choices in all aspects of their lives.

## **Roberta Clarke**

Regional Director

UN Women Regional Office for Asia and the Pacific  
and Representative in Thailand

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<sup>2</sup> Partners for Prevention, *Why do some men use violence against women and how can we prevent it? Quantitative Findings from the United Nations Multi-Country Study on Men and Violence in Asia and the Pacific* (Bangkok, 2013) Available from <http://www.partners4prevention.org/node/517>.

<sup>3</sup> See E/2013/27-E/CN.6/2013/11. Available from [http://www.un.org/womenwatch/daw/csw/csw57/CSW57\\_Agreed\\_Conclusions\\_\(CSW\\_report\\_excerpt\).pdf](http://www.un.org/womenwatch/daw/csw/csw57/CSW57_Agreed_Conclusions_(CSW_report_excerpt).pdf).

<sup>4</sup> See UN Women Strategic Plan 2014-2017.

## ABOUT THIS REPORT

In 2012, UN Women implemented a VAW costing study using a gender-responsive budgeting approach in Cambodia and Indonesia, piloting a methodology developed to determine the costs of a multi-sectoral package of response services for survivors.<sup>5</sup> At the same time, UN Women also supported the implementation of a socioeconomic impact study in Viet Nam to estimate the costs of domestic violence in the country. In addition to these studies, UN Women has supported and been engaged in a number of other costing exercises and initiatives throughout the region employing various methodologies, including in Bangladesh, Timor-Leste and in several countries in the Pacific.

As a result of these efforts, as well as the tremendous research of many of our partners, a critical mass of information and specialized knowledge on VAW costing techniques has emerged within the Asia-Pacific region. UN Women has noted a strong and growing interest from colleagues, partners and donors to reflect on results and share learning. We believe there is also a need to establish a common baseline of knowledge on terminology, method mix and application in costing VAW, in order to facilitate more streamlined and meaningful such work in the future. UN Women is committed to moving forward collaboratively and continuing to build the evidence in this area of research, all with the vision of more effectively and definitively stemming VAW.

It was with this commitment that the UN Women Regional Office for Asia and the Pacific and UN Women Cambodia co-hosted a “Regional Consultation on Violence against Women and Girls: Costing Methodologies and Experiences in the Asia-Pacific Region” in Siem Reap, Cambodia in January 2013, the first regional meeting of its kind. The meeting brought together approximately 50 UN Women and United Nations partner focal points, VAW costing experts and practitioners, government representatives and donors. The meeting brought a wide range of stakeholders together from across the Asia-Pacific region to discuss results, lessons learned and the way forward for this emerging area of research. One of the key suggestions that came out of the meeting was the need for more rigorous documentation and formalized sharing of VAW costing experiences, both regionally and globally.

This report, albeit initial and somewhat limited in scope, is an effort to realize that goal, highlighting selected regional research and findings to-date. While a truly comprehensive approach to addressing VAW entails not only ensuring appropriate response through the provision of services, but also the prevention of such violence from occurring in the first place, this report is limited to discussion of costing work undertaken in the region which addresses response services only. The intended audience for this report includes partners in government, other United Nations agencies and NGOs, as well as donors and practitioners. This report aims to catalog and elucidate the past and current efforts to cost VAW in Asia and the Pacific, building on what was presented at the costing consultation in January 2013 [a mix of UN Women-led and partner-led work], and highlighting the challenges and key lessons we have come across.

The VAW costing efforts highlighted in this report not only aim to help us understand the impact of VAW, but ultimately facilitate a closing of the implementation and accountability gap by determining what financial resources are needed for governments to realize the commitments they have made. We also hope to offer clarity on key terminology and provide concrete case studies of how costing can work on the ground, while still underscoring that this is an emergent and hybrid area of research with no one-size-fits-all application.

The UN Women Regional Office for Asia and the Pacific wishes to acknowledge the critical and pioneering work that other United Nations agencies, NGOs, researchers, economists, government entities and bilateral donors continue to undertake in this area. Without the simultaneous efforts or collaboration of these colleagues, UN Women’s work in this research area would no doubt be diminished.

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<sup>5</sup> Throughout this report, the term “survivor” is used to represent a girl or woman against whom a gender-based crime has been perpetrated, in acknowledgement of that individual’s agency and resilience. However, we recognize that the term “victim” may also be appropriate dependent on context and also that individuals themselves may prefer not to be identified using either term.

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# INTRODUCTION: A HUMAN RIGHTS VIOLATION WITH SIGNIFICANT COSTS



UN Women/Betsy Davis Cosme

**V**AW is one of the most systemic and pervasive human rights violations occurring in the world today. It happens in every country, in times of peace and in situations of conflict or crisis, and in both public and private spaces. Such violence affects women and girls regardless of age, ethnicity, religion or socioeconomic status. Despite the immense diversity of the Asia-Pacific region—with wide variations in development and vast cultural, religious and political differences—at least one regional commonality remains: the discrimination and violence that women and girls continue to face in all aspects of their lives.

In a recent study of men's use of violence in six countries region-wide, nearly half of those surveyed admitted to using physical or sexual violence against a partner during their lifetime, ranging from 25 per cent of men in some parts of Indonesia to more than 80 per cent of men in Papua New Guinea.<sup>6</sup> Another multi-country study on health and domestic violence found that 47 per cent of women in rural Thailand had experienced sexual or physical violence at the hands of their partner,<sup>7</sup> while that rate climbed to 64 per cent among women in the Solomon

Islands.<sup>8</sup> VAW remains prevalent across the region, deeply rooted in the skewed gender dynamics which abound in many societies. In Lao People's Democratic Republic, for instance, a national study found that more than 90 per cent of men and women agreed that it is important for a man to exert power over his wife.<sup>9</sup>

In recent decades, activists, governments, the United Nations, civil society and others have stepped up efforts to firmly establish VAW as a human rights abuse of global priority. There have been numerous achievements in adopting and implementing laws that criminalize VAW and hold perpetrators accountable, while efforts to raise awareness of such violence and strengthen efforts to prevent it at the community level have also increased. Global momentum to end the culture of silence and stigma that has long surrounded VAW is also building, as is commitment to supporting survivors with health-care, legal support and other services.

6 Partners for Prevention, *Why do some men use violence against women and how can we prevent it? Quantitative Findings from the United Nations Multi-Country Study on Men and Violence in Asia and the Pacific* (Bangkok, 2013) Available from <http://www.partners4prevention.org/node/517>.

7 WHO, *Multi-Country Study on Women's Health and Domestic Violence against Women: Initial Results on Prevalence, Health Outcomes and Women's Responses* (Geneva, 2005). Available from: [http://www.who.int/gender/violence/who\\_multicountry\\_study/en/](http://www.who.int/gender/violence/who_multicountry_study/en/)

8 Secretariat of the Pacific Community for Ministry of Women, Youth & Children's Affairs, *Solomon Islands Family Health and Safety Study: A study on violence against women and children* (Honiara, Solomon Islands, 2009). This refers to ever-partnered women. Available from [http://www.spc.int/hdp/index2.php?option=com\\_docman&task=doc\\_view&gid=49&](http://www.spc.int/hdp/index2.php?option=com_docman&task=doc_view&gid=49&).

9 Gender and Development Group, *Domestic Violence Research in Five Provinces, Laos PDR* (Vientiane, 2011).

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## Across Asia and the Pacific, 21 out of 39 countries now have dedicated national legislation on VAW

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A problem with such complex and multiple root causes as VAW demands a comprehensive and multi-faceted solution, which draws upon the coordinated and sustained efforts of individuals across numerous sectors. Such coordination among sectors in addressing VAW is also a key component of providing ethical, survivor-centered services. Yet, the state, in particular, has a unique obligation to protect the rights of its women and girls to live free from violence and this should be underscored. Governments have an imperative to uphold the international rights agreements to which they are bound and to fully implement the laws and policies which address VAW, ensuring that survivors have access to a full range of services, including access to justice, and that perpetrators are held accountable to the fullest extent.

Across Asia and the Pacific, 21 out of 39 countries now have dedicated national legislation on VAW.<sup>10</sup> However, limited implementation of laws and policies results in widespread impunity for perpetrators. In Bangladesh, for example, a recent study found that 95 per cent of urban men who committed rape faced no legal consequences as a result.<sup>11</sup> In addition, while a number of countries in the region have additional laws that address singular forms of VAW, such as trafficking, acid throwing or dowry-related crimes, few countries in the region criminalize marital rape – despite the fact that it is the most common form of intimate partner sexual violence.<sup>12</sup> Furthermore, only a handful of countries have national action plans (NAPs) that help ensure the implementation of laws, including budgetary allocations that enable quality services to reach survivors in-need.

In an effort to address these gaps and to support governments in the region to more effectively implement VAW laws, UN Women is working with partners to demonstrate the wide-reaching implications, particularly economic, of such violence

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10 UN Women, The Secretary-General's Database on Violence against Women, available from <http://sgdatabase.unwomen.org/advancedSearch.action> (accessed September 2013) and UN Women, Progress of the World's Women (New York, 2011). Available from <http://progress.unwomen.org>.

11 Partners for Prevention, Why do some men use violence against women and how can we prevent it? Quantitative Findings from the United Nations Multi-Country Study on Men and Violence in Asia and the Pacific (Bangkok, 2013) Available from <http://www.partners4prevention.org/node/517>.

12 Ibid.

on society. Of late, a significant body of research has emerged which serves to make the case that addressing VAW is a human rights imperative at its core, but is also an issue with significant social, economic and health costs. In Viet Nam, for instance, researchers have estimated that the persistence of VAW countrywide has resulted in a total loss of earnings equivalent to nearly two per cent of the GDP,<sup>13</sup> while in Fiji VAW-related costs account for an estimated seven per cent of the GDP.<sup>14</sup>

The persistence of this abuse drains resources from many actors, including individuals, families, schools, businesses and the government. The economic costs of VAW are multitudinous and complex, but can be measured using various methodologies to help illuminate the magnitude and impact of such violence and to catalyse acceleration in the implementation of laws and policies. While it is clear that VAW is a human rights issue first and foremost, VAW costing serves to reinforce this point as well leverage greater accountability on the part of both state and non-state actors to end such violence.

For governments, part of ensuring implementation of VAW laws and policies must be the development of detailed budgets allocating adequate funds for services and indicating duties across sectors. Agreed Conclusions from the 57th Session of the Commission on the Status of Women recognized that significant implementation gaps are owing to the “lack of financial and human resources and insufficient allocation of such resources” and identified the need to endow national machineries for the advancement of women with “sufficient financial resources to enable them to function effectively.”<sup>15</sup> The practice of [and the ability to implement] budgeting that would enable this is largely absent or insufficient throughout the region. Measuring the costs of VAW and demonstrating the resources needed to fully implement VAW laws are also opportunities to initiate better budgeting practices and ultimately close the gap in implementation of laws and policies for the benefit of survivors.

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13 UN Women Viet Nam, Estimating the Costs of Domestic Violence against Women in Viet Nam (Hanoi, 2012). Available from <http://www.unwomen.org/en/digital-library/publications/2013/2/estimating-the-cost-of-domestic-violence-against-women-in-viet-nam>.

14 This figure represents the direct productivity losses as well as expenses for multi-sectoral state responses to VAW and was based on a presentation by Savenaca Narube, Governor of the Fiji Reserve Bank, at the opening of the 2002 Violence against Women Taskforce's 16 Days of Activism against Gender Violence, cited in Rao, S. “Violence against Women (VAW) is a barrier to Empowerment” paper presented at UNIFEM Regional Workshop on Strengthening Partnerships to Eliminate VAW: 3. 17-19 February 2003, Forum Secretariat, Suva.

15 See E/2013/27-E/CN.6/2013/11. Available from [http://www.un.org/womenwatch/daw/csw/csw57/csw57\\_Agreed\\_Conclusions\\_\(CSW\\_report\\_excerpt\).pdf](http://www.un.org/womenwatch/daw/csw/csw57/csw57_Agreed_Conclusions_(CSW_report_excerpt).pdf).

# COSTING VIOLENCE AGAINST WOMEN AND GIRLS: OVERVIEW



UN Women/Krista Seddon

**V**AW costing can be defined as “the financial valuation of the added monetary and non-monetary resources and efforts that have to be invested for the implementation of a law or a policy to end VAW; or the consequent costs to an economy of not implementing the law or the policy. VAW costing exercises also involve a technical and political process that aims to have an impact in public planning and budgeting processes, which can also contribute to the reduction of VAW.”<sup>16</sup> The monetary costs of VAW are determined by measuring and quantifying the various consequences (as a whole or specific measurable elements) for households and national economies as a result of such violence. In short, VAW costing is a way of determining and analysing the impact of VAW at a number of levels and among various sectors.

## A The emergence of VAW costing as an area of research

Costing efforts began in the 1980s, originating in developed country settings such as in North America, Europe and Australia. A literature review of VAW costing undertaken in 2005 as part of the UN Secretary-General’s in-depth study on all forms

of violence against women identified three distinct phases of development of the body of research.<sup>17</sup>

When costing efforts began, a general lack of national surveys on VAW meant that researchers relied instead on small sample surveys or case studies of survivors, thereby basing prevalence rates on proxy measures.<sup>18</sup> In the second phase, as data collection methods improved and more national VAW data became available, researchers were able to begin mapping out more accurate and comprehensive national costs based on more reliable data.<sup>19</sup> In addition, a number of costing exercises made use of high-quality, small data sets in order to determine specific VAW-related costs. In the third and most recent phase, data availability and quality has continued to expand and improve, enabling VAW costing initiatives to produce comprehensive and sophisticated results at the national level in both the developed and – increasingly – developing country settings.

16 Original definition of “costing gender equality policies” in UNDP, *Costing of Social and Equality Policies in Latin America and the Caribbean Concept Note* [2013]. Amended for the purposes of this report.

17 T. Day, K. McKenna and A. Bowlus, “The Economic Costs of Violence against Women: An Evaluation of the Literature” [UN Nations, 2005] Available from <http://www.un.org/womenwatch/daw/vaw/expert%20brief%20costs.pdf>.

18 G. Roberts, “Domestic Violence: Costing of Service Provision for Female Victims- 20 Case Histories,” in Queensland Domestic Task Force, ed., *Beyond These Walls: Report of the Queensland Domestic Violence Task Force to the Honourable Peter McKechnie, M.L.A., Minister for Family Services and Welfare Housing* [Brisbane, 1988]. Average direct cost per victim was AUD \$51,000; the total direct and indirect costs for the sample of 20 were more than AUD \$1 million. This figure was extrapolated to the whole population of Queensland, with a total estimate arrived of AUD \$108 million for 1988.

19 T. Day, “The Health Related Costs of Violence Against Women in Canada: The Tip of the Iceberg,” [The Centre for Research on Violence Against Women and Children, University of Western Ontario, 1995]. Available from: [http://www.learningtoendabuse.ca/sites/default/files/pub\\_day1995.pdf](http://www.learningtoendabuse.ca/sites/default/files/pub_day1995.pdf).

## B Why VAW costing?

- 1 Fosters an understanding that VAW is not a “domestic issue” but a human rights and development issue: Measuring the costs of VAW can demonstrate that the financial burdens arising from such violence do not fall only on the survivor, but are also borne by her family, society and nation.** This supports the case that VAW is a human rights and development issue that affects everyone, and should be prioritized as such by governments, donors and other actors. Merely making this case also raises the issue of VAW among potentially new audiences and stakeholders, such as finance policymakers or those working exclusively in the economic sector, who may not have been previously aware of the broad impact of VAW. As a mechanism for reframing the issue of VAW in public and political discussions, costing can also serve as a tool to influence the international agenda, underscoring that addressing VAW is a key part of the post-2015 development agenda and that the achievements of other development goals will not be possible without doing so.
- 2 Highlights budgetary gaps in addressing VAW: Costing efforts that focus on examining current VAW-related budgetary landscapes can help reveal funding deficits and funding overlaps (if any) for VAW-related services, and can strengthen the case for prioritizing interventions to address VAW in government budgets.** In addition, VAW costing exercises may also serve to illuminate a broader but related issue: the generally insufficient resources allocated by governments towards gender equality issues and programmes. VAW is a dramatic measure of ongoing gender inequality in society, and where resources are not being allocated to prevent or respond to it, the underlying issues of equity and rights are also not being addressed. A recent report by the Government Spending Watch found that gender spending on the part of governments is stagnant on average and falling in most countries as a per cent of GDP or budget.<sup>20</sup>
- 3 Facilitates enhanced coordination across sectors to prevent and respond to VAW: By documenting the cost implications of VAW on various sectors, as well as highlighting the**

**different expenditures** [e.g. state and non-state] to prevent and address VAW, costing efforts emphasize the need for and can facilitate greater coordination among actors in delivering critical survivor-centered and multi-sectoral services. Costing exercises can identify the challenges which must be overcome towards that goal, such as eliminating overlaps and filling gaps, and can also provide a mechanism for monitoring and tracking accountability across sectors by enhancing clarity around roles and responsibilities for providing VAW-related services. Finally, costing exercises can highlight the need for government capacity building around budgeting practices.

- 4 Supports efforts to strengthen implementation of VAW laws and policies: As elsewhere around the world, implementation of VAW laws and policies remains a chronic challenge across Asia and the Pacific.** VAW costing exercises can support more effective implementation both by demonstrating the significant economic and social impact associated with VAW, as well as by analyzing the resources needed (including those currently being allocated and spent) to address the situation. Where inadequate government resources remain an impediment to effective implementation of VAW laws and policies, costing efforts can also illuminate concrete ways that current resources might be more efficiently used.

## C Costing VAW in developing country settings: Challenges and considerations

The emergence of VAW costing in developing country settings is a positive development in the collective effort to address and eliminate VAW, yet such contexts present unique and significant challenges that should be considered. However, such challenges, while important to anticipate, neither undermine the possibility nor significant value of generating cost-related data regarding VAW.

### Quality of data and accessibility of information

Despite progress over the past decade which has seen an increase in the availability of data on VAW, comprehensive data on VAW remains scarce, of poor quality or difficult to access in many developing countries. Infrastructural challenges present obstacles to conducting credible population-based surveys, which form the basis for national prevalence data. Further, service-level data, which offers insights into the cost and quality of specific VAW-related services, is often not captured sufficiently or system-

20 Development Finance International and Oxfam, Putting Progress at Risk: MDG Spending in Developing Countries, Government Spending Watch Report 2013 [Oxford, Oxfam GB, 2013]. Available from [www.oxfam.org/sites/www.oxfam.org/files/putting-progress-at-risk-mdgs-160513-en.pdf](http://www.oxfam.org/sites/www.oxfam.org/files/putting-progress-at-risk-mdgs-160513-en.pdf).

atically, in part due to inadequate record-keeping practices of providers and institutions. Finally, a lack of transparency of government budget documents may complicate any meaningful interrogation of budgets, and in many countries in the Asia-Pacific region, budget documents may not even be in the public domain.<sup>21</sup> In addition, private, bilateral or multilateral donor resources often finance VAW-related services (e.g. shelters, counselling centers, etc.), and this may create another possible set of challenges in accessing budgetary information. While access to sound data is not an imperative for undertaking costing efforts, difficulties in accessing data or poor quality data may present complications for researchers conducting costing studies, affecting which costing methodology is most appropriate, and these challenges are important to anticipate ahead of time.

### Quality and availability of services

In developing country settings, critical services for VAW survivors are often not nationally or consistently available. Where they are available, they are often-times of inconsistent or poor quality—in part due to insufficient funding or the consistent deprioritization of VAW as an issue. Providers are often not adequately trained to identify, document or handle VAW-related cases. This can present challenges for costing exercises that rely on service-level data to understand the frequency and cost of VAW-related services being offered. Further, VAW-related services are often provided within the framework of general health services and may not necessarily be identified as such or earmarked with separate funding. For example, if a survivor seeks care for a broken arm as a result of VAW, this may be treated as a general injury and not be captured as usage of a VAW-related service.

### Role of the informal economy

If a costing exercise aims to understand the economic impact of VAW in terms of productivity lost, it is important to note that in many developing countries a large portion of economic activity is carried out informally (i.e. outside the parameters of labour legislation, income taxation, social protection or entitlement to certain employment benefits).<sup>22</sup> Across developing countries in Asia, for instance, an estimated 65 per cent of all employment is informal (excluding agriculture), with men and women partic-

ipating in such work at roughly the same rate.<sup>23</sup> The high level of informal economic activity as well as the centrality of the household as a unit of production in developing country economies can present obstacles to both monetizing and tracking costs associated with VAW. In order to capture and understand VAW-related costs as comprehensively as possible, for example, it may be necessary to employ time-consuming household-based surveys.<sup>24</sup>

It should be noted that the coordination of efforts by many sectors (e.g. health, security, shelter and justice) to prevent and respond to VAW services is a crucial component of providing survivor-centered and ethical survivor services, and that such coordination may affect the costs associated with implementing laws, policies and programmes. While setting up formal mechanisms and structures for facilitating such multi-sectoral coordination may initially incur additional costs, ultimately doing so enables a more effective approach to stemming VAW that includes removing inefficiencies and duplication in service provision—thus likely resulting in cost savings.

## D Understanding the socioeconomic costs of VAW: Typologies

It cannot be over-emphasized that VAW is a human rights abuse. Yet it is also a security, legal, health, social and economic issue that carries significant costs for survivors, their families, societies and nations. The costs of VAW are numerous and varied because the issue itself—its causes and consequences—is so complex and multi-faceted. The costs of such violence, in all its forms, can be categorized, defined, and understood in a number of ways, but are generally framed within the following categories:

- direct, indirect and opportunity costs
- tangible and intangible costs
- real and transfer costs
- economic and non-economic costs
- prevention and case costs
- short-run and long-run costs
- social and economic multipliers.

21 International Budget Partnership, Open Budget Survey 2012. Available from <http://internationalbudget.org/wp-content/uploads/OBI2012-Report-English.pdf>.

22 Comprehensive International Labour Office definitions of “informal sector,” “informal employment” and related terms available from <http://www.ilo.org/public/english/bureau/stat/download/papers/meas.pdf>.

23 International Labour Office, Employment Sector, “Women and Men in the Informal Economy: A statistical picture,” (Geneva, 2002) Available from <http://www.ilo.org/dyn/infoecon/docs/441/F596332090/women%20and%20men%20stat%20picture.pdf>.

24 J.P. Cling, M. Razafindrakoto and F. Roubaud, The informal economy in Vietnam: Study for the ILO (Unpublished, 2010) Available from <http://www.tamdaoconf.com/tamdao/wp-content/uploads/downloads/2010/08/DIAL-ILO-Study-Informal-Vietnam-20101.pdf>.

Type of cost	Description <sup>25</sup>
Direct, indirect and opportunity costs	<p>Direct costs are those associated with the provision of a range of facilities, resources and services to a survivor as a result of perpetration of violence against her (e.g. cost of crisis, legal, health and medical services, accommodations and income support).</p>
	<p>Indirect costs are those costs affected by VAW, though not directly. These can include the costs of replacing lost or damaged household items, or reduced workforce participation as a result of VAW. This also refers to social and psychological costs of VAW such as pain, fear and suffering of survivors and/or their children.</p>
	<p>Opportunity costs are those representing the monetary value of opportunities which the survivor has lost as a result of VAW. [E.g. loss of employment promotion opportunities or reduced quality of life]. Opportunity costs are often included as part of indirect costs.</p>
Real and transfer costs	<p>Real costs use up ‘real’ resources, such as capital or labor, or reduce the economy’s overall capacity to produce (or consume) goods and services.</p>
	<p>Transfer costs involve payments from one economic agent to another, but do not use up ‘real’ resources. [E.g. if a person loses their job, in addition to the real production lost there is also less income taxation; the latter is a transfer from an individual to the government].</p>
Economic and non-economic costs	<p>Economic Costs encompass loss of goods and services that have a price in the market or that could be assigned an approximate price by an informed observer.</p>
	<p>Non-economic costs include the emotional cost to the victim and family, the long term impacts on children and damage to social values</p>
Short-run and long-run costs	<p>Short-run costs reflect those related to the short-term disruptions to health, work, social order and family life as a result of VAW.</p>
	<p>Long-run costs reflect the cumulative longer-term impacts on health, wellbeing and productive capacity of VAW.</p>
Social and economic multiplier effects	<p>Social multiplier effects are the impact of VAW on interpersonal relations and quality of life. These include the effect on children of witnessing VAW, reduced quality of life and reduced participation in democratic processes.</p>
	<p>Economic multiplier effects are the broader economic effects of VAW and include such aspects as increased absenteeism, decreased labor market participation, reduced productivity, lower earnings, investment and savings and lower inter-generational productivity.</p>

25 Access Economics Pty Ltd, “The Cost of Domestic Violence to the Australian Economy: Part I” [Commonwealth of Australia, 2004] Available from [http://www.fahcsia.gov.au/sites/default/files/documents/05\\_2012/cost\\_of\\_dv\\_to\\_australian\\_economy\\_i\\_1.pdf](http://www.fahcsia.gov.au/sites/default/files/documents/05_2012/cost_of_dv_to_australian_economy_i_1.pdf) and N. Duvvury, C. Grown and J. Redner, Costs of Intimate Partner Violence at the Household and Community Levels: An Operational Framework for Developing Countries [International Center for Research on Women, Washington, DC, 2004] Available from [www.icrw.org/files/publications/Costs-of-Intimate-Partner-Violence-at-the-Household-and-Community-Levels-An-Operational-Framework-for-Developing-Countries.pdf](http://www.icrw.org/files/publications/Costs-of-Intimate-Partner-Violence-at-the-Household-and-Community-Levels-An-Operational-Framework-for-Developing-Countries.pdf).

**Table 1 Table of selected VAW costing efforts in Asia and the Pacific**

Country	Study	Institution/Authors	Description	Methodology	Findings/Notes
Bangladesh	Costing Framework for Implementation of EVAW Legislation/Plans in Bangladesh (2013)	UN Women India Multi-Country Office, IPE Global PVT Ltd.	The study costs the implementation of the 2010 Domestic Violence Act to determine resources needed to deliver integrated, multi-disciplinary package of services for VAW survivors.	Unit costing	Expected findings will contribute to increased government accountability, transparency and strengthened decision-making around VAW.
Cambodia	Costing a Multidisciplinary Package of Response Services for Women and Girls Subjected to Violence: A Gender Budgeting Approach – The Case of Cambodia (2012)	UN Women Regional Office for Asia and the Pacific, UN Women Cambodia, Gender and Development for Cambodia	The study examines what it would cost a government to put together a multidisciplinary package of services to address VAW.	GRB approach to costing services	The national budget had very little specific funding allocated for VAW. NGOs played a large role of in providing services. There were considerable informal fees for survivors.
Cook Islands	Costing the Draft Family Law Bill (2011)	UNDP Pacific Centre	The study aimed to determine the cost of implementing the law, once passed. This information was required for the bill's submission to Parliament.	Unit costing	Two budget options for implementation were developed: one allowed for timely implementation; a second meant delayed implementation but had cost-saving opportunities.
India	Costing the 2005 Domestic Violence Act (2012)	Centre for Budget and Governance Accountability	The 2005 Protection of Women from Domestic Violence Act (PWDVA) was enacted without a budget. This study gathered & analysed data on budgetary allocations & expenditures at the state level & released this information for advocacy purposes.	Unit costing primarily, some impact & GRB approach	There was a lack of available data on budgetary allocation for PWDVA at state-level. Only 13/33 states & union territories had budgets & 20 did not. There were overall low allocation & expenditures.
Indonesia	Costing a Multidisciplinary Package of Response Services for Women and Girls Subjected to Violence: A Gender Budgeting Approach – The Case of Indonesia (2012)	UN Women Regional Office for Asia and the Pacific, UN Women Indonesia, Center for Population and Policy Studies – Gadjah Mada University	The study examines what it would cost a government to put together a multidisciplinary package of services to address VAW.	GRB approach to costing services	The budget was decentralized and complex with little specific allocation for VAW. The NGO sector played a large role, while there was a lack of coordination among key players.
Marshall Islands	Costing the Domestic Violence Prevention and Protection Act (2012)	UNDP Pacific Centre	The study aimed to determine the cost of implementing the Domestic Violence Prevention and Protection Act, already in place but with a budget not yet allocated, over three fiscal years.	Unit costing	The study provided data on expected costs per ministry of implementation over fiscal years 2013-2015.
Timor-Leste	NAP Multi-Stakeholder Budgeting Process (2012)	UN Women Timor-Leste	This exercise was intended to be a smaller-scale of the GRB approach implemented in Cambodia & Indonesia, implemented as the NAP was being drafted.	GRB approach	There was insufficient time to complete the costing as designed, so instead researchers facilitated a multi-stakeholder budgeting process for the NAP.
Palau	Palau Family Protection Act: Costing Exercise (2013)	UNDP Pacific Centre	The study aimed to determine the cost of implementing the Family Protection Act over three fiscal years.	Unit costing	The study provided data on expected costs per ministry of implementation over fiscal years 2014-2016.
Viet Nam	Estimating the Costs of Domestic Violence against Women in Viet Nam (2012)	UN Women Regional Office for Asia and the Pacific, UN Women Viet Nam, National University of Ireland – Galway, Institute for Family and Gender Studies	The study used national prevalence data to further assess the costs of domestic violence in Viet Nam to the state, to survivors and to the community. Findings demonstrated the cost-effectiveness of stemming such violence early on.	Impact costing	Total loss in earnings due to VAW amounted to 1.41 per cent of GDP in 2010.

# COSTING METHODOLOGIES



UN Women/Betsy Davis Cosme

There are a number of different methodologies that can be applied to understand either the cost of the problem or the cost of the solution. Costing the “problem” refers to understanding the larger costs of VAW for individuals, households, communities and nations, while costing the “solution” aims to understand the costs associated with full implementation of VAW laws and policies. Although every methodology has its strengths and limitations, and there is no one-size-fits-all or “best” method for understanding these costs, certain methodologies are more appropriate depending on whether it is the “problem” or the “solution” whose costs are sought. Thus the choice of methodology is contingent upon clarifying initial research questions that the costing exercise will attempt to answer.

Although there are a large number of costing methodologies available, this report focuses on a selection of methodologies used within the Asia Pacific region and so will focus discussion on the following methods:

- impact costing methodology
- unit costing methodology
- gender-responsive budgeting approach
- relationship between methodologies

## Relationship between methodologies

The costing methodologies described above may be complementary and are not necessarily mutually exclusive. There are some key linkages and overlaps between the three, but the reasons behind decisions to implement each one are very different, as each methodology requires relatively different expertise, approach and input. In addition, all methodologies rely on the availability of as much sound data as is possibly available as a starting point. Where this is absent, scarce, or insufficient, the effectiveness or reliability of each method may be compromised to a certain degree. However, there remains value in implementing these methodologies even without full data sets as a starting point. For instance, if national-level data is absent, it may be possible to extrapolate from community-level data for costing purposes.

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Costing the “problem” refers to understanding the larger costs of VAW for individuals, households, communities and nations, while costing the “solution” aims to understand the costs associated with full implementation of VAW laws and policies.

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## Impact costing methodology

- **DEFINITION:** This methodology calculates the full socioeconomic impact of VAW in monetary terms. This is a highly comprehensive methodology and involves a wide scope of assessment of the effects of VAW on society, in terms of multi-layered costs, and is based on the experiences of survivors.
- **TYPES OF COSTS:** Measures the direct and indirect, tangible and intangible costs of VAW to survivors, their families, the community and society at large. For example, out-of-pocket expenses (fees for support services, transport or shelter), loss of earnings and the value of missed paid or unpaid work due to VAW.
- **DATA REQUIREMENTS:** Implementing the method (ideally) requires the availability of national prevalence statistics, as well as information on the frequency of such VAW (incidence) and the unit costs of different services accessed by survivors. In addition, information on the severity of effects, how different aspects of the survivor's life are affected would ideally be available, as well as the identification of main agents bearing costs and some knowledge of public budgets.
- **POTENTIAL IMPACT:** Impact costing is often used for advocacy purposes, to mobilize support for legal and policy change by demonstrating the sweeping effects and quantitative (and qualitative) losses of VAW to entire societies and nations. Depending on the scope (whether household or broader), results can be a powerful awareness-raising tool among new or critical audiences (e.g. employers or health, labour or finance ministries), demonstrating that VAW is a social and economic issue. For example, in Viet Nam, an impact costing study found that women who experienced domestic violence earned on average 35 per cent less than those who did not and that the total loss in earnings due to VAW amounted to 1.41 per cent of GDP in 2010.

## Gender-responsive budgeting (GRB) approach to costing

- **DEFINITION:** A GRB approach to costing identifies gaps and overlaps in funding as related to VAW and illuminates the overall budgetary picture. In other words, it does not aim to arrive at total monetary costs, but rather to offer a clearer picture and analysis of the current budgetary situation with regards to VAW services.
- **TYPES OF COSTS:** This method considers:
  - 1) What are the gaps in VAW laws and policies?
  - 2) What amount of resources are allocated to different VAW-related services?
  - 3) What are the sources of funding?
  - 4) Are these resources adequate?
- **DATA REQUIREMENTS:** Information on what VAW-related services are planned/available, current VAW laws and policies and relevant budgetary data.
- **POTENTIAL IMPACT:** A GRB approach to costing can serve as a powerful tool to facilitate gender mainstreaming in government budgets by identifying gaps in VAW-related services or policies and weaknesses or the absence of VAW-related services. It aims to help governments decide how policies need to be adjusted, and where resources need to be reallocated to address gaps and inequalities. However, results may be also highly political as they illustrate weaknesses within the system itself, including a lack of coordination among various stakeholders working to address VAW. In countries where budget data is not publicly available or where the practice of information-sharing is not active, implementing this method may be particularly challenging.

## Unit costing methodology

- **DEFINITION:** Unit costing aims to understand the extrapolated total costs of providing a particular service or package of services to VAW survivors based on costs of individual goods/services and rates of usage.
- **TYPES OF COSTS:** The methodology calculates the total direct and indirect costs of goods or services deployed (or planned for future use) in addressing VAW by understanding the cost per unit of a particular VAW-related service and multiplying that by the usage rate.
- **DATA REQUIREMENTS:** While implementing this method does not necessarily require accurate national data on VAW, information on which VAW-related services and/or activities are ongoing in response to such violence, how often they are being used (number of units consumed) and the costs per unit of those services is needed.
- **POTENTIAL IMPACT:** Unit costing provides a clear picture of existing services and their usage, as well as the costs of providing those services. This offers a helpful component for additional and broader costing methodologies implemented, and may provide governments with a clearer picture of what resources are necessary to implement a specific VAW law or policy. However, in measuring costs the methodology does not factor in quality of services being provided and is limited to costing only those existing services, unless one explicitly makes an effort to upgrade unit costs for quality.

The following formula is commonly used for calculating costs\*

$$TCV = \sum_{i=1}^I (p_i^v - p_i^{NV}) V_i C_i$$

Where TCV is the total costs of VAW to be measured of which there are I categories of costs;  $p_i^v$  is the percentage of VAW survivors using service i,  $p_i^{NV}$  is the percentage of the population not affected by VAW who use service i,  $V_i$  is the total number of VAW survivors eligible to use service i, and  $C_i$  is the per person cost of service i.

\*This formula can also be used to calculate direct costs under impact costing.

## COSTING EXPERT Q & A



Interview with Dr. Nata Duvvury, Co-Director, Global Women's Studies, National University of Ireland, Galway.<sup>26</sup>

### **Q** What is it important to understand the economic impact of VAW?

**A** The consequences of VAW are very often hidden. Efforts to draw out how such violence impacts the economy or economic development through costing shed light on these consequences. We have come to understand the different health impacts of VAW, yet these impacts have significant consequences for the economy. There is a need to understand these costs, and therefore implement costing, for several reasons:

#### **1 RELEVANT TO ECONOMIC DEVELOPMENT AND POVERTY REDUCTION**

Understanding how the various impacts of VAW actually translate into economic terms is extremely important because low- and middle-income countries are struggling with how to achieve sustainable economic growth that delivers well-being, agency and participation for all individuals.

Many governments have signed on to international rights conventions in which there are a commitment to economic development as a process that all citizens can engage in. Policymakers and govern-

ments pay significant heed to economic arguments. If there is a concern around economic growth, it's very important to demonstrate the effects of VAW on this growth. If we are able to establish how VAW, in fact, impedes this ability, it really raises the issue to a new level of seriousness.

Economic development is also about overcoming poverty and VAW is a significant cost to household economies, acting as a drain on limited resources. If we can demonstrate this impact, it enables us to show governments how ineffective anti-poverty policies will be without considering VAW as a key element of it. And by starting to make this case, you begin an important discourse on VAW with a new range of stakeholders (economic policymakers) who had previously viewed such violence as purely a cultural/social issue with no economic impacts.

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*It is important to establish cost-effectiveness because the reality is that most governments have limited resources and are making a choice of this over that*

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<sup>26</sup> Dr. Duvvury was the lead author of the impact costing implemented in Viet Nam on behalf of UN Women Viet Nam in 2012.

## 2 IMPORTANT TO UNDERSTAND THE COST OF SERVICES

- We have good practices in interventions and response services for VAW, but we don't necessarily understand what these cost. Also, we don't have clear budget allocations for addressing VAW in any kind of systematic or comprehensive manner. Costing VAW-related intervention is extremely important in terms of highlighting the resources that are required. This sets up an additional dynamic for accountability on implementation.

## 3 IMPORTANT TO ESTABLISH COST-EFFECTIVENESS

- We also don't really have an understanding of how cost-effective the outcomes of best practices in response and prevention efforts are. It is important to establish cost-effectiveness because the reality is that most governments have limited resources and are making a choice of this over that. Cost-effectiveness data helps to highlight what are some of the best interventions and what are the resources that are required.

## 4 CRITICAL PART OF MONITORING AND EVALUATION

- We're trying to push for more systematic monitoring and evaluation (M&E) of policies and interventions, and costing is an element of any good, robust M&E framework.

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The human rights discourse and human rights activists are grappling with the fact that they need to find a way to frame human rights within an economic framework

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**Q** Some argue that focusing on the economic costs of VAW comes at the expense of emphasizing that it is a human rights issue. What are your thoughts on this?

**A** The moral argument that VAW is a human rights violation will always be fundamental. But at the same time, it is important to develop evidence around the economic implications as well because ultimately, unfortunately, the reality of government policy decision-making and budgeting is choosing between alternative investments.

Cost data is critical. Even the human rights discourse and human rights activists are grappling with the fact that they need to find a way to frame human rights within an economic framework. Many advocates objected to raising the economic issue, arguing that it would be utilitarian to suggest that VAW should be addressed because of its economic impact. Yet that tension has limited our understanding of how to translate international obligations into national legislation and rigorous implementation.

In the old days, we focused first on getting legislation passed, then on implementation and national action plans (NAPs). But NAPs were never properly resourced and budgets were not developed, thus they were not implemented. But we really missed the boat. Now we're now beginning to address that misstep.

**Q** What are the biggest challenges in measuring the costs of VAW?

**A** The biggest difficulty is lack of data. In most low- and middle-income countries, there is very little systematic data collected at the point of services (whether health, police, courts or NGOs), so you don't have viable, robust data sets of secondary information that can be used for developing estimates on the costs of service provision.

Also, while research on VAW has expanded, reliable national prevalence studies – especially in low- and middle-income countries – are still quite a recent phenomenon. Where these studies have been implemented, they have paid little attention to the economic impact of VAW. So you may have prevalence data, but not necessarily information to establish economic impact.

In my work with the International Center for Research on Women (ICRW), we were one of the first to implement a focused costing study in Uganda, Morocco and Bangladesh. Those surveys produced some really good data, but also ran into problems with service providers not having recorded whether a woman came to use the service because of violence or not.

In addition, women themselves did not report whether they used services for these reasons. As we know, VAW is still normalized and perceived as an issue of family honour; therefore women often do not report or seek services. We found better reporting in terms of the impact of VAW on work, both paid and housework. In Bangladesh, we were able to estimate the number of days that women lost due to incidences of violence. But translating that missed work into

real rigorous productivity impact is more difficult. That remains another challenge.

And even where we can collect specific information on economic impact, we still can only do partial estimates. At most, studies can estimate out of pocket expenses and some lost productivity, but have not established the impact of VAW on children in terms of the formation of human capital, which will also have a significant impact on economic growth.

**Q** Costing VAW in developing country settings is particularly challenging, but why is it still important?

**A** I think it is important to continue the exercise with all its faults and limitations because in the act of engaging in costing, and as we ask for the kind of data required to develop cost estimates, we are actually raising awareness among different and new stakeholders about the seriousness of VAW. This research itself is an intervention, because many people who might not have thought about the economic implications of VAW then begin to consider it.

Whatever estimates you can generate, however approximate they may be, they really do serve to educate policymakers and the public about the impact of VAW on a nation's economic growth as well as the benefits of prevention. Finally, costing research not only raises awareness but the process of implementing it often reveals the lack of available systematic data and provides new arguments for instituting stronger data collection systems on violence.

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There are no simple ways that we can address new questions, so we must remember not to be disheartened by difficulties

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**Q** Any final thoughts on costing VAW?

**A** The overall message that needs to be conveyed is that every new research direction is always fraught with difficulties. There are no simple ways that we can address new questions, so we must remember not to be disheartened by difficulties. As long as we are clear on the purpose of why we are doing the costing, and we have a clear understanding of how this evidence will be used, that is the most important thing.

Cost estimates for VAW in low- and middle-income countries are just now beginning to emerge. It is difficult and too early to say this evidence has had huge policy implications. We need to be realistic that new evidence takes time to be developed and it takes time to have a policy impact. But an initial study may be used for advocacy purposes and also for developing more refined, rigorous estimates – so it gets the ball rolling.

# CASE STUDY: ESTIMATING THE SOCIOECONOMIC COSTS OF DOMESTIC VIOLENCE AGAINST WOMEN IN VIET NAM

## Research questions

What is the estimated annual economic cost of domestic violence against women by an intimate partner at the household level?

What is the estimated annual cost of related service provision across sectors, including health, police, judicial and social?

What are the macro-estimated costs of domestic violence for: the national economy, service provision and productivity loss?

Location	Methodology
7 sites in rural and urban Viet Nam	Impact costing

## Scope

Domestic violence against women by an intimate partner (1,053 women surveyed; 10 in-depth interviews with domestic violence survivors; 79 government service providers interviewed)

## Key findings

Domestic violence survivors earn

~35%

less than women not abused

Direct costs of domestic violence

~21%

of women's monthly income

Total direct/indirect costs of domestic violence

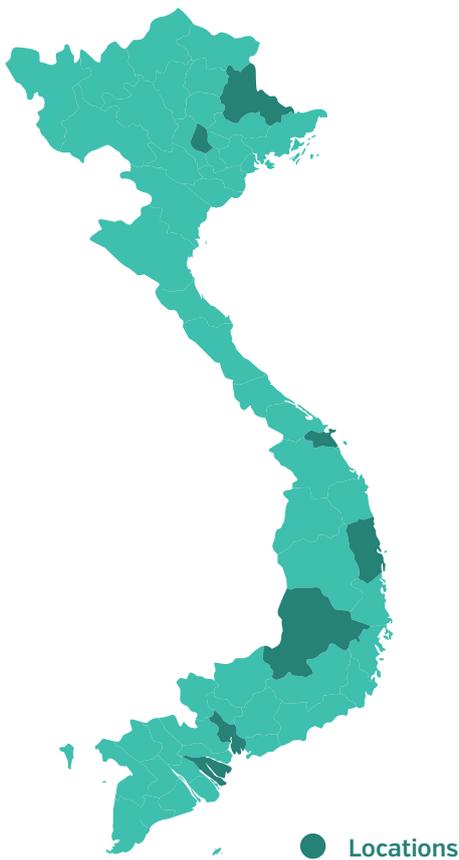
~1.4%

of 2010 GDP

Total productivity losses + potential opportunity costs

~3%

of GDP



More than 58 per cent of ever-married women reported experiencing physical, sexual or emotional violence in their lifetime

## Context

Viet Nam has emerged as a middle-income country in the Southeast Asia region in recent years. Improvements in education and economic reforms in the last two decades have also enabled more women to participate in the workforce. The country's 1992 constitution recognizes the equal rights of women in public and private life, and a 2007 Law on Domestic Violence Prevention and Control provides a strong legal framework for addressing VAW.<sup>27</sup> Yet gender norms remain stringent, and VAW is pervasive countrywide. A 2010 study provided the country's first national estimates on the existence of such violence, which were significant. More than 58 per cent of ever-married women reported

27 UN Women, The Secretary-General's Database on Violence against Women, available from <http://sgdatabase.unwomen.org/advancedSearch.action> [accessed September 2013].

experiencing physical, sexual or emotional violence in their lifetime.<sup>28</sup>

In the past several years, the Government of Viet Nam has demonstrated increased commitment to acknowledging and addressing the issue of VAW in both policy and in practice. Yet in order to help sustain momentum from both policymakers and advocates, there is a continued need for comprehensive data on the nature, impact and prevalence of VAW in the country.

## Study overview

In 2012, UN Women Viet Nam worked closely with international and national researchers to implement an impact costing study to document the costs of domestic violence and deepen the understanding of policymakers, NGOs and the general public about the costs of inaction against it.<sup>29</sup> The study focused only on the costs associated with violence experienced by women and perpetrated by husbands/partners within the family setting (referred to as domestic violence against women by an intimate partner) and relied on an operational framework developed by the lead international researcher.<sup>30</sup>

The study aimed to measure the direct value of goods and services: 1) used to prevent and respond to domestic violence; and 2) that are lost by households, community-level entities,<sup>31</sup> and businesses as a consequence of such violence. Researchers took a "bottom-up" approach, working to establish costs at the household and community levels, asking respondents about violence-related expenses, and multiplying unit costs of domestic violence services by service usage, then extrapolating estimated aggregate (potential, not actual) national costs (productivity and opportunity losses).

Researchers implemented a survey among 1,053 women (approximately half urban- and half rural-dwelling) ages 18 to 49 in four provinces and three central cities, spanning a range of economic

28 Viet Nam and United Nations, National Study on Domestic Violence Against Women in Viet Nam [Hanoi, 2010] Available from [http://www.gso.gov.vn/default\\_en.aspx?tabid=487&ItemID=10693](http://www.gso.gov.vn/default_en.aspx?tabid=487&ItemID=10693).

29 UN Women Viet Nam, Estimating the Costs of Domestic Violence against Women in Viet Nam [Hanoi, 2012]. Available from <http://www.unwomen.org/en/digital-library/publications/2013/2/estimating-the-cost-of-domestic-violence-against-women-in-viet-nam>

30 N. Duvvury, C. Grown and J. Redner, Costs of Intimate Partner Violence at the Household and Community Levels: An Operational Framework for Developing Countries [International Center for Research on Women, Washington, DC, 2004] Available from <http://www.icrw.org/files/publications/Costs-of-Intimate-Partner-Violence-at-the-Household-and-Community-Levels-An-Operational-Framework-for-Developing-Countries.pdf>.

31 "Community-level entities" refer to either government or non-government.

strata. The geographic spread was based on those respondents included in the 2010 national prevalence study, and finalized in consultation with the Viet Nam Women's Union, the largest and most influential women's organization in the country, which acts as the government's voice for gender policies. The survey was supplemented with qualitative in-depth interviews with 10 women who had experienced domestic violence.

Specific direct and indirect costs determined at the household level included: 1) out-of-pocket expenditures by the household for utilization of services;<sup>32</sup> 2) income loss due to missed work (including household<sup>33</sup>) by household members; 3) loss of productivity for the household enterprise; and 4) missed schooling by children.

Additionally, costs of service provision and prevention services were estimated from data gathered from service providers in the geographical regions in which the survey was conducted. Researchers interviewed 79 government service providers for domestic violence from different sectors at the communal, provincial and national levels. Costs (of providing services to domestic violence survivors) considered included: 5) salaries; 6) training costs; and 7) operational costs (e.g. rent, electricity, stationery, and brochures in the provision of services in different sectors).

Estimating direct costs at the community level relied on the prevalence rate of 10.9 percent<sup>34</sup> and information on utilization of services as a result of domestic violence. Researchers relied on government officials and policymakers as close allies and partners in the development and implementation of the study, as such national engagement in the process was critical to ensuring validation and usefulness of findings.

## Challenges and considerations

Overall, researchers were challenged by a lack of systematic institutional data on VAW and related costs. This is due to the fact that the first national prevalence study was implemented only a few years ago, and efforts to establish a coordinated response

system and systematically track domestic violence cases at either national or local levels are still in the beginning stages. Despite national commitments, the government has yet to establish a functioning multi-sectoral national coordination mechanism, which would support a more coordinated data collection system. Further, domestic violence is an issue still often shrouded in stigma or secrecy in society, with attitudes largely supporting the goal of reconciliation at the community level and a focus on maintaining the family. As such, incidents of such violence are likely vastly under-reported. All of these challenges make the reliance on systematic institutional data on domestic violence tenuous from a research standpoint.

In particular, researchers faced challenges estimating the cost of service provision related to domestic violence (calculated based on the number of services accessed) for several reasons: services tended to be fragmented, with an absence of providers specializing in domestic violence or in charge of prevention efforts. In addition, many providers did not recall or record whether patients had experienced domestic violence or whether they were seeking services as a direct result. Some providers reported that they believed women may have accessed services due to domestic violence, but did not report it as such. Given the fragmented data collected, researchers determined that it was not feasible to make cost estimations on a yearly basis with any rigour.

Estimating household-level costs due to domestic violence, however, was less challenging, as there was more robust data available and researchers were able to rely on reports from women themselves. However, this reliance on self-reporting also presents some limitations, as considerable bias is possible. To better facilitate unbiased reporting of domestic violence incidents and their associated costs, researchers found it helpful to ask respondents to recall the most recent episode of violence and move back in time through 12 months, rather than ask them first about the "worst incident," which could lead to value judgments on subsequent reported information.<sup>35</sup>

Finally, although there are non-monetary costs such as behavioural impacts, health impacts, or inter-generational transmission of violence associated with VAW, the framework used by researchers did not consider such costs given the lack of applicability of existing methodologies in developing country

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32 Out-of-pocket costs may include healthcare, police fees (formal and informal), costs of arrest, shelter, filing cases, costs incurred in courts and costs for seeking help from other authorities such as Women's Union.

33 The average wage rates as reported by the individual woman reporting missing work have been used to calculate the income losses due to absence at work. This wage rate has also been imputed to estimate the VALUE OF days lost for domestic (i.e. reproductive) work

34 Viet Nam and United Nations, National Study on Domestic Violence Against Women in Viet Nam (Hanoi, 2010) Available from [www.gso.gov.vn/default\\_en.aspx?tabid=487&ItemID=10693](http://www.gso.gov.vn/default_en.aspx?tabid=487&ItemID=10693).

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35 For this study, a manual for field workers was developed based on WHO ethical guidelines for research on violence against women. Those interviewing survivors of violence adhered to strict guidelines, conducting interviews in private and non-judgmental settings and assuring interviewees of the confidentiality of their responses, while providing the option of further counseling and information to survivors interested.

settings. Researchers identified a need to further develop methodologies that could estimate the value of non-monetary costs associated with violence in such settings in the future.

## Key findings

**Domestic violence remains endemic and pervasive in Viet Nam.** Nearly 64 per cent of women surveyed reported experiencing at least one incident of psychological, physical or sexual violence at the hands of a partner in their lifetime, while nearly 40 per cent had experienced such violence in the last 12 months.<sup>36</sup>

**Domestic violence has significant economic implications at the household, community and national levels.** The study found that women experiencing domestic violence had considerable direct and indirect financial losses, as did their families (oftentimes including the perpetrator). Direct costs to survivors and their families included broken furniture, as well as all costs (formal and informal) associated with seeking support from health providers, police, the courts and other authorities, as well as the cost of shelter outside the home. Direct costs amounted to an estimated 21 per cent of a woman's monthly income.<sup>37</sup>

**Researchers found that many women and their perpetrators were forced to take time off from work (both household and outside the home) due to emotional or physical injuries or logistical disruptions caused by violence.** This resulted in a considerable drain on the household due to indirect costs, such as paid and unpaid work and school days lost. Women who experienced domestic violence earned 35 per cent less than those who did not. Combined, the total loss of household income from each incident was estimated to be 10.5 per cent of the average (combined) household monthly income.<sup>38</sup>

This is a significant loss at the household level, which also translates into potential national losses that should not be ignored. The total direct and indirect costs due to VAW represented nearly 1.41 per cent of Viet Nam's gross domestic product (GDP) in 2010. It estimated that a combination of productivity losses and potential opportunity costs alone (e.g. current

and potential employment opportunities) could amount to more than three per cent of GDP.<sup>39</sup>

The challenges researchers faced were also linked to the findings – namely the considerable dearth of comprehensive data on domestic violence, as well as a near-non-existent referral system for survivors. Many providers were unable to offer comprehensive information about domestic violence cases in part because they lacked training, comfort or mandates to do so. Even despite these challenges and gaps in data, the study findings demonstrate the feasibility and significance of implementing a costing study in a middle-income country such as Viet Nam.

## Next steps

The study produced important new and concrete data that have set the stage for further advocacy on the issue of VAW and has triggered interest in new costing work in the country. The objective of this study, in addition to estimating costs, was to raise awareness among policymakers of the cost-effectiveness of preventing domestic violence, or the cost of inaction to prevent such violence, in an effort to improve implementation of laws and policies. Since the study's launch in late-2012, UN Women has been working closely with policymakers to do just this, presenting the findings to key Ministries, partners and donors in a number of fora. A policy brief with key recommendations based on findings has also been developed, further aiding evidence-based advocacy on this issue.

The study findings have been presented in a number of stakeholder settings outside of Viet Nam, including in collaboration with the World Bank at a side event at the 57th Session of the Commission on the Status of Women. In addition, UN Women Viet Nam has presented the study within the context of the new National Action Plan on Domestic Violence Prevention and Control, with the hope that policymakers involved in its drafting and adoption will take key recommendations under consideration.

Several other partners, including multilaterals and NGOs have begun secondary analyses of study data, and taken steps towards developing studies to further measure costs. In short, while significant policy change as a result of this costing exercise may take time, there are promising signs to confirm that this study has been worthwhile in several respects: providing a solid basis for further costing efforts, contributing new evidence for VAW advocates in their work and raising awareness of how vast and costly this human rights abuse truly is.

36 UN Women Viet Nam, *Estimating the Costs of Domestic Violence against Women in Viet Nam* [Hanoi, 2012] Available from <http://www.unwomen.org/en/digital-library/publications/2013/2/estimating-the-cost-of-domestic-violence-against-women-in-viet-nam>.

37 Ibid.

38 Ibid.

39 Ibid.

# CASE STUDY: COSTING THE IMPLEMENTATION OF VAW LEGISLATION IN THE COOK ISLANDS AND MARSHALL ISLANDS

Chris Palethorpe

## Research questions

What are the additional costs involved in fully implementing the draft Family Law Bill [Cook Islands] and the Domestic Violence Prevention & Protection Act [Marshall Islands]?

### Location

National

### Methodology

Impact costing

## Scope

Only those services outlined within each piece of legislation

## Key findings

Cook Islands: Produced two budgeting options for costs required per relevant ministry over three fiscal years (2012, 2013, 2014)

Marshall Islands: Produced costs required per relevant ministry over three fiscal years (2013, 2014, 2015)

## Context

VAW remains especially pervasive in the Pacific region, and legal frameworks to prevent and address such violence are scarce. Of the 17 countries in Asia-Pacific still lacking comprehensive legislation to address VAW, more than half are Pacific Island countries.<sup>40</sup> Where such laws and policies are in place, however, implementation remains insufficient.

Despite ongoing challenges with implementation, there has been a growing interest and commitment in recent years among Pacific Island governments to enhance their countries' legislative frameworks and to better understand the extent and costs of such violence in order to respond more effectively. As the countries are quite small, often with population spread across vast and sometimes remote areas, they face unique challenges and considerations in both implementing policies and ensuring access to VAW-related services. UNDP's Pacific Centre has undertaken costing exercises in Marshall Islands, Cook Islands and Palau over the last several years, while most recently the Pacific Islands Forum (a group of 16 independent and self-governing states) commissioned a feasibility study on costing methodologies in Kiribati and the Solomon Islands in 2013.

## Study overview

UNDP Pacific Centre completed costing exercises in Marshall Islands in 2011 and in Cook Islands in 2012, at the request of the government in each country.<sup>41</sup> Both exercises utilized the same unit costing methodology and sought to answer the same research questions in an effort to bridge the gap between legislative reform and implementation: What resources are required for the full and effective implementation of VAW legislation over several fiscal years? What are the cost implications for specific Ministries over that time period?

In the Cook Islands, the exercise aimed to determine the resources needed to implement the draft Family Law Bill – which addresses key issues relating to VAW such as protection orders and investigation as well as marriage and divorce – as a

prerequisite for the bill's parliamentary submission. The exercise determined costs for the bill's implementation at the national level over three years (fiscal years 2012, 2013 and 2014) for the Ministry of Internal Affairs, the Ministry of Police and the Ministry of Justice during that time. The exercise generated two possible implementation options: one option that provides for a faster implementation at slightly higher costs; and one option that provides for a slower implementation of the bill, attempting to save costs where possible.

In the Marshall Islands, the costing exercise aimed to determine the resources needed for the implementation of the Domestic Violence Prevention and Protection Act. The Act was adopted in 2011, but the Ministry of Internal Affairs, the lead Ministry in charge of implementing the bill, requested assistance in the development of a costing exercise to support in the budget allocation process. The exercise estimated the costs for implementation at the national level over a period of three years (fiscal years 2013, 2014 and 2015) and the costs implicated for the Ministry of Internal Affairs, the Ministry of Justice and the Ministry of Health during that time.

The exercises were quite limited in scope, focusing on establishing a minimum level of resources required to meaningfully implement each piece of legislation and examining only the cost of necessary resources, services, and activities within the scope of the laws (and only across relevant Ministries), as well as related costs, including awareness-raising, monitoring and evaluation and coordination costs. The exercises did not address systemic issues of insufficient resource allocation to advance women's rights more broadly, for instance. Due to the limited scope of both exercises and the small size of each country, only one researcher was needed to conduct the exercise, resulting in a relatively low budget and brief time frame for carrying out the exercise.

The researcher used a unit costing methodology to estimate the costs only of additional resources needed to implement the legislation. As the first step, the exercises created a cost table per Ministry, which identified the relevant cost-generating elements of the bill/law and translated them into units (e.g. activities, services, staff or resources) that could be costed. This was followed by a description of services, assets, procedures, policies and staff that already existed and contributed to the provisions' implementation. On that basis, remaining gaps with regards to staff, goods and activities were identified in consultation with a broad range of stakeholders and costed

40 UN Women, *The Secretary-General's Database on Violence against Women*, available from <http://sgdatabase.unwomen.org/advancedSearch.action> (accessed September 2013) and UN Women, *Progress of the World's Women* (New York, 2011). Available from <http://progress.unwomen.org/>.

41 Simone Troller, "The Republic of the Marshall Islands: Domestic Violence Prevention and Protection Act (P.L. 2011-60) Costing Exercise" (UNDP Pacific Centre, 2012) and Simone Troller, "Cook Islands Draft Family Law Bill: Costing Exercise" (UNDP Pacific Centre, 2011).

based on available data or estimates, over a period of three years. The costs were attributed to each Ministry that had been accorded responsibilities under the law, and put into context of the country's human rights obligation as well as the approximate impact of VAW on the economy.<sup>42</sup>

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The Marshall Islands are home to nearly 70,000 people living among 29 atolls spread across vast ocean area. It is challenging to both offer and access specific VAW-related services in many areas of the country

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## Challenges and considerations

The financial situation of the governments<sup>43</sup> and their relatively limited absorptive capacities required conservative costing. The limited scope of the study, which looked at costs generated through the provisions of the law, meant that the broader picture of VAW-related costs was not captured. The limitation of these exercises is that costs related to only one specific law were assessed in each country, and did not consider the full array of legislation that may apply for VAW (e.g. other aspects of the criminal code or civil law, including family law).

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Significant gaps in data, including no VAW prevalence figures and a dearth of police, justice and health service records [often of anecdotal nature] were notable challenges

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Geographic challenges impact the availability and access of VAW-related services. Both the Cook Islands and the Marshall Islands are sparsely populated small island states. The Marshall Islands, for instance, are home to nearly 70,000 people living among 29 atolls spread across vast ocean area. It is challenging to both offer and access specific VAW-related services in many areas of the

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42 No comprehensive prevalence data is available in either country, so these conclusions were approximate.

43 According to study findings, both government budgets rely heavily on international aid and approximately half of overall government budget is spent on salaries. Simone Troller, "The Republic of the Marshall Islands: Domestic Violence Prevention and Protection Act (P.L. 2011-60) Costing Exercise" (UNDP Pacific Centre, 2012) and Simone Troller, "Cook Islands Draft Family Law Bill: Costing Exercise" (UNDP Pacific Centre, 2011).

country, and yet from a human rights perspective it is critical that such services be available countrywide. The exercises aimed to understand the costs of services that were newly provided for by the law and that were being accessed or expected to be accessed. Because costs of such services were nil in some outlying areas, as services usage was quite low or even non-existent, no additional costs were foreseen in these areas as a result of implementing the laws.

Significant gaps in data, including no VAW prevalence figures and a dearth of police, justice and health service records [often of anecdotal nature] were notable challenges. UNDP staff overcame these data gaps by establishing baselines on service use and frequency of VAW based on anecdotal data from front-line service providers and/or by establishing baseline estimates. And despite data challenges, researchers still found value in implementing the costing exercises, which produced concrete budget suggestions for each government to move forward with implementation of legal commitments.

Finally, the researcher noted that the process of developing, implementing and validating the costing exercise was as important as choosing the right methodology, in terms of gathering information and understanding the budgetary situation with regards to VAW in each country. In addition, the involvement and support of advocacy groups and the demand for costing from the government itself were critical to the success of the study.

## Findings

As with several of the other case studies explored in this report, many of the challenges faced in implementing this costing exercise were indeed also findings in and of themselves. Both countries are small and remote, with very sparsely populated outer islands where services were unavailable or inaccessible. The costing studies were undertaken from a rights-based perspective and as such, included the cost of implementing legislation across the entire country, including in remote areas, even if service delivery in such areas is not considered "cost-effective." Despite the absence of many government services in some remote areas, the exercises did not depart from the assumption that a standard package of services should be provided across the country as part of the law's implementation. Rather, the exercise looked at ways in which services were being delivered to remote areas [for example through mobile

justice and health services), and costed the law's implementation within these existing mechanisms.

The exercise found that some VAW-related services, particularly in remote areas, were being provided by NGOs rather than government. In addition, in Marshall Islands, for instance, 70 per cent of government expenditure is donor funded and a large part of government expenditures is allocated for staff positions. This finding raised questions of government capacity to absorb funding needed to provide or expand services and implement activities provided for by the law.

In the Cook Islands, the exercise produced two options for budgeting a complete and effective implementation of the Family Law Bill. One option would enable the swift implementation of the bill, while the second would take into account some delays in the law's implementation in some parts of the country, but would be more immediately financially feasible. In the Marshall Islands, the exercise produced a detailed data table of the total expected cost per Ministry, followed by information on activities and costs to implementing the Domestic Violence Prevention and Protection Act over three fiscal years.

## Next steps

While the scope of these costing exercises was quite limited and challenges were numerous, there have been several important positive outcomes as a result. At the most fundamental level, the information produced through the costing, though limited and perhaps imperfect, is new and valuable information. It serves as a practical and flexible tool that has already helped guide implementation and coordination, as well as ensure allocation of resources by demystifying costs and facilitating the implementation of laws.

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In the Marshall Islands, the Ministry of International Affairs has found the costing results integral to their budget allocation process

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In the Cook Islands, the costing helped clearly illustrate the costs and costing process of the Bill, providing concrete information on what was required from each Ministry to meaningfully implement the law. The results have been utilized by government actors in a number of ways to improve the provision of VAW-related services.

Police leveraged the costing results to receive additional resources for the domestic violence unit, while the Justice Ministry utilized the costing to make a case for a separate family court and the Internal Affairs Ministry used it in budgeting for the child and family unit.

In the Marshall Islands, the Ministry of International Affairs has found the costing results integral to their budget allocation process. While they were unable to secure all resources foreseen by the costing exercise (e.g. one Ministry secured 60 per cent of their budget envisaged in the costing scheme from the national budget), they took steps to cost-share with NGOs and other Ministries to make up the difference. Finally, the costing exercise has been shared with donors and development partners to lobby for continued and additional assistance—an ongoing process. A similar costing exercise has recently been completed in Palau, while in the Pacific more broadly, there are plans to undertake costing studies in Kiribati and Solomon Islands and in Tonga, there are also developing plans to cost the implementation of the new Family Protection Bill passed in 2013.

# CASE STUDY: BUDGETING FOR THE DOMESTIC VIOLENCE ACT IN INDIA



David Goldman

## Research questions

Are the provinces making any provisions for implementing the Protection of Women from Domestic Violence Act? If yes, how much funding is being allocated for the services outlined in the Act, and what are the budget/expenditures for 2009/2010, 2010/2011 and 2011/2012? If not, how is the province implementing the Act?

What are the specific line items/components for which allocation are made? How much is the budget for each component?

Was any meeting held to arrive at the budget for implementation of the Act? If yes, please provide minutes of the meeting.

## Location

All Indian states and union territories

## Methodology

Applications filed under the Right to Information Act and budgeting practices around the implementation of the Act for several fiscal years were analysed.

## Scope

Only costs associated with full implementation of the Act

## Key findings

13/33 states and union territories (UTs) had budget for implementing PWVDA

Allocations and expenditures were grossly low

Best practices identified from different states and UTs

## Context

Advocates and policymakers in India have worked diligently over the past several decades to pass a number of policies addressing VAW and improving gender equality more broadly. Pivotal VAW-related measures to address dowry-related violence in the 1980s, such as the Second Amendment of the Criminal Law and Section 304B of the Indian Penal Code, created a strong precedence for the criminalization of VAW in the country, which has comparably more VAW-related laws and policies than most other in the region. Yet effective implementation has continued to lag and gaps in many of the laws and policies have meant insufficient protection measures offered to women and girls.

In 2005, a decade-long struggle of women's rights advocates culminated in the enactment of the Protection of Women from Domestic Violence Act (PWDVA, "the Act"), the most comprehensive such law passed to-date with several distinguishing features. In particular, the Act defines "violence" and "domestic relationship" broadly, frames domestic violence as both a criminal and civil law issue, and introduced two important concepts – "right to residence" and "shared household" – protecting the rights of women.

Further, the Act is perhaps the only legislation that has been monitored consistently from inception, by the New Delhi-based Lawyers' Collective Women's Rights Initiative – a group which played a critical role in drafting the Act and continues to lead efforts to ensure its enforcement. Regular monitoring and evaluation reports highlight issues that continue to impede effective implementation of the Act, including lack of budgetary transparency and the absence of sufficient and/or clearly allocated funds at the Federal level for the Act's implementation. In part as a result of these issues, provision of services outlined in the Act has been uneven and inadequate at the state levels.

## Study overview

Against this backdrop, the Centre for Budget and Governance Accountability (CBGA), a policy research organization, undertook the first-ever costing exercise on the Act.<sup>44</sup> Conducting an in-depth analysis of the Act's budgetary allocations at the provincial level, researchers sought to answer the following questions:

- Are the states making any provisions for implementing the Act? If yes, how much funding is being allocated for the services outlined in the Act, and what are the budget/expenditures for the last two years? If not, how is the state implementing the Act?
- What are the specific line items/components for which allocation are made? How much is the budget for each component?
- Was any meeting held to arrive at the budget for implementation of PWDVA? If yes, please provide minutes of the meeting.

As the questions pertained to the issue of financial resources, a central concern was how researchers would access such information at the state level. Leveraging the Right to Information (RTI) Act, CBGA filed applications in 27 states and 7 UTs to gather budgetary information for the Act.<sup>45</sup> RTI applications were filed for three years: 2009/10, 2010/11 and 2011/12 and budget information for that year and the preceding year was requested (thus budget information for four years was collected).

Based on the information gathered, researchers used a combined unit costing and gender-responsive budgeting approach to analyse budgetary allocations and expenditures at each state level, and estimate the resources required to fully implement the Act. The costing exercise focused on the main provisions of the Act and the services prescribed therein. Researchers estimated the resources needed to provide these services by multiplying the quantity of goods/services that should be provided for effective implementation of the Act (e.g. salary for Protection Officers hired to address VAW, service providers, awareness generation and monitoring and evaluation efforts, among other expenditures) by the cost of each service.

In order to arrive at an estimate of resources required for proper implementation of the Act, researchers used "good practices" adopted by certain states as benchmarks for other states. For instance, in Kerala, Protection Officers have been appointed on a permanent basis, unlike in other states where they have been appointed on contractual basis. Thus, the funds allocated for this component in Kerala were taken as a model for other states.

44 B. Jhamb, "The Missing Link in the Domestic Violence Act," *Economic & Political Weekly*, [August 13, 2011] pp. 25-50.

45 An RTI application was not filed in Jammu and Kashmir State.

## Challenges and considerations

Budget transparency is crucial to accessing and analysing budgetary information. Since India has RTI legislation, it was possible for researchers to file formal applications to gain access to the required information. Yet, the process was still extremely time consuming. Some states took more than three months to respond to application requests, and overall even obtaining initial information required for the exercise required dedicated time and resources from researchers

The budgeting exercise addressed only those provisions that were covered in the Act. Therefore, any gaps in services/provisions to counter VAW were outside the purview of the exercise and thus not addressed or articulated. Although, attempts were made to compute budgets based on good models, these costs did not comprehensively take into account the quality of services that would be required to address the concerns of VAW survivors.

## Key findings

The costing exercise generated, for the first time, budgetary trends for the Act over three years. Although it had been widely assumed that lack of funding allocations was one of the major constraints to the Act's effective implementation, the costing exercise provided concrete evidence to that effect and provided a basis on which women's rights groups could advocate provincial governments for resource allocation. Table 2 on the following page captures the findings of the RTI applications filed for the three years.<sup>46</sup>

Just over one-third of Indian states that provided information<sup>47</sup> (13 out of 33) had separate budgets allocated for the implementation of the Act. Overall, the trend of budgetary allocation for the Act by states had not changed notably over the past three to four years. Several states that had not committed any resources for the Act still continued not to, and yet it is notable that these are also states that have reported higher rates of VAW according to the third round of the National Family Health Survey.<sup>48</sup> Among those states that did specify resources for the Act, allocations varied dramatically and was overall still quite low, ranging from approximately \$3,000 USD

in Meghalaya to approximately \$800,000 USD in Karnataka.

None of the states provided information regarding meetings held in order to arrive at these budget figures, suggesting that budgeting exercises were either not possible or not prioritized. Researchers also found that not only were allocations for implementing the Act quite low, but expenditures were as well. The two states that had comparatively higher budgets allocated for the Act, Madhya Pradesh and Karnataka, demonstrated consistently poor expenditures.

A positive trend noticeable across states was the allocation of funds specifically for training and capacity building of different stakeholders, as well as for awareness raising and information, education and communication (IEC). These are critical components of the Act. However, another component that remained neglected was funding for support to service providers, which only one state had budgeted for.

The costing exercise revealed weaknesses and inconsistencies in budgetary planning, but also shed light on some good practices adopted by some state governments to ensure effective implementation of the Act. These good practices are important to identify and share with other state governments in order to support improvement in budgeting practices overall. For instance, Kerala prioritized budgeting for an independent, full-time Protection Officer as part of the cadre of government officials, while in Andhra Pradesh, budget was allocated for requisite support staff such as messengers, home guards, data entry operators, etc. Karnataka was found to be a good model for funding training and capacity building since the state government had held numerous workshops for different stakeholders on the provisions of the Act. Finally, Madhya Pradesh also provided a particularly good case study for implementation since it was the only state that had a full-fledged scheme for making the Act operational.

## Next steps

Based on the information collected from states, good practices adopted by states in implementing the Act were highlighted and the resources required to implement the Act were estimated. This exercise was the first of its kind, attempting to estimate the financial allocations required for implementation of the Act as a mechanism of both monitoring and accountability. The findings of the costing exercise were included as a chapter on budgets in the annual "Staying Alive" report, an effort by the Lawyer's

46 RTI applications filed by Centre for Budget and Governance Accountability.

47 No response was received from Lakshadweep.

48 International Institute for Population Sciences (IIPS) and Macro International, National Family Health Survey (NFHS-3), 2005-06: India: Volume I [Mumbai, IIPS, 2007]. Available from: [www.measuredhs.com/pubs/pdf/FRIND3/00FrontMatter00.pdf](http://www.measuredhs.com/pubs/pdf/FRIND3/00FrontMatter00.pdf)

**Table 2 States with budget allocations for PWDVA per year**

State	2008–09		2009–10		2010–11		2011–12
	Budget estimates	Expenditure	Budget estimates	Expenditure	Budget estimates	Expenditure	Budget estimates
Karnataka	150.00	146.62	292.34	109.76	723.22*	348.20	530.22
Madhya Pradesh	292.00	108.76	250.00	85.30	309.98	95.96	221.79
Maharashtra	...	...	...	...	47.54	29.48	200.00
Kerala	100.00	99.97	115.00	114.63	250.00	168.24	200.00
Andhra Pradesh	99.82	99.60	98.40	98.40	61.28*	111.28	114.00
Haryana	25.00*	23.72	80.00*	NA	80.00	67.25	80.00
Assam	0.01	Nil	84.00	84.00	76.50	76.50	50.00
Uttarakhand	50.00	Nil	50.00	Nil	50.00	NA	50.00
Manipur	...	...	0.45	0.45	8.00	8.00	45.00
Delhi	5.00	4.04	22.00	6.00	45.00*	40.00	40.00
Orissa	Nil	Nil	Nil	Nil	25.00	NA	25.00
Meghalaya	3.20	3.20	3.50	3.50	2.30	NA	2.00
Sikkim	10.00	0.51	8.00	6.00	2.00	1.92	No allocation yet

Budget is in INR lakh (= INR 100,000)

States have been arranged per magnitude of allocations in descending order

\*Revised figures

Collective Women's Rights Initiative to monitor and evaluate the Act. Women's groups across the country were also informed of the findings, which spurred advocacy efforts for adequate financial resources and work to replicate these costing exercises on their own. Media attention helped to further raise awareness of the absence of budget provisions by the Federal Government, and the ad hoc budget provision by Provincial Governments in its stead.

Persistent advocacy of women's rights groups led the National Commission for Women, a government body that oversees implementation of laws and

policies for women in India, to set up a core group at the federal level which would oversee the drafting of a scheme to ensure implementation of the Act. This draft scheme, based in part on the findings of this costing exercise, was recently submitted to the Ministry of Women and Child Development. For the first time, the Federal government, showed a budget increase for the implementation of the Act in 2012/13, albeit with a token allocation of approximately \$3.1 million USD. That allocation was increased to approximately \$10.5 million USD in the 2013/14 budget.

# CASE STUDY: COSTING A MULTI-DISCIPLINARY PACKAGE OF RESPONSE SERVICES IN CAMBODIA AND INDONESIA

Joy Zhu

## Context

In 2011, with the support of the UN Women Regional Office for Asia and the Pacific and Australian Aid, an international expert together with teams of researchers and UN Women colleagues in Indonesia and Cambodia developed a methodology for costing a multidisciplinary package of response services for women and girls subjected to violence using a GRB approach. This approach was laid out in a manual designed to assist researchers in its step-by-step implementation.<sup>49</sup> Concurrent to the methodology's development, it was piloted on the ground in both Cambodia and Indonesia. In both countries, UN Women is working to support governments to improve implementation of existing VAW laws and policies.

The methodology developed draws from various studies and other methodologies, yet presents a novel approach to costing VAW-related response services from a GRB perspective. The approach is designed to assess the legal, budgetary, and institutional structures in a given country through participatory means, and analyse how these findings relate to both funding and accessibility of VAW/G-related services.

In Cambodia, international donor support for addressing VAW in particular, as well as for gender equality more broadly, is considerable and has increased in recent years. Yet VAW remains a nagging reality

across the country. A recent multi-country study on the use of violence among men found that nearly one-third of Cambodian men admitted to perpetrating physical or sexual violence against a partner in their lifetime.<sup>50</sup>

In Indonesia the rate of violence perpetrated against women is also high, ranging from one-quarter of men reporting to have used sexual and/or physical violence against a partner in their lifetime to more than 60 percent.<sup>51</sup> Yet in contrast to Cambodia, international donor support in Indonesia has waned in recent years as the country has emerged more fully as middle-income. Net official development assistance (ODA) received in 2011 was just 0.1 per cent of gross national income (GNI), compared to 0.2 per cent in 2009 and 2010.<sup>52</sup> This shift has meant greater dependence on national funds to address VAW and move VAW-related policies forward. Both countries present rich and significant contexts for understanding the costs associated with providing VAW-related services.

## Study overview

In both Cambodia and Indonesia, UN Women along with international and national research teams

49 UN Women, Manual for costing a multi disciplinary package of response services for women and girls subjected to violence: A gender budgeting approach, (Bangkok, UN Women Regional Office for Asia and the Pacific, 2011) Available from [http://unwomen-eseasia.org/docs/sitecore/2013/Final\\_Costing\\_Manual\\_Electronic\\_Jan2013.pdf](http://unwomen-eseasia.org/docs/sitecore/2013/Final_Costing_Manual_Electronic_Jan2013.pdf).

50 Partners for Prevention, Why do some men use violence against women and how can we prevent it? Quantitative Findings from the United Nations Multi-Country Study on Men and Violence in Asia and the Pacific (Bangkok, 2013) Available from <http://www.partners4prevention.org/node/517>.

51 Ibid.

52 World Bank, Net ODA Received, Available from <http://data.worldbank.org/indicator/DT.ODA.ODAT.GN.ZS>.

implemented the same costing study using a GRB approach, which entailed a number of distinct research steps that were taken either sequentially or simultaneously.<sup>53</sup> As a precursor, it was necessary to define the scope of research, including which aspect of VAW and geographic areas would be of focus.

The key steps involved in the methodology include:

- 5 **Environmental Scan – Legislative and Policy Analysis: Map the relevant legal, political and administrative documentation that refers to any provision** (e.g. institutions in charge, roles and responsibilities) of VAW-related services.
- 6 **Review Current Data: Gather all relevant VAW-related data, including research and indicators.** This entails also developing an annotated bibliography of current available data.
- 7 **Map Survivor Itinerary: This entails mapping the actual itinerary of a VAW survivor in society** (i.e. her pathway in seeking and accessing responsive services) compared to a theoretical itinerary. This includes understanding how referrals and protocols for service provision currently function for survivors.
- 8 **Analyze the Budget: Gather and analyze relevant public and private budget documents supplemented by interviews with relevant stakeholders.** This entails identifying entry points to monitor inclusion of VAW services in national and municipal budgets as well as identifying sources of funding and the costs associated with specific services.

The implementation of this approach is participatory in nature, examining what is specified in a country's laws, policies and budgets as compared to what is happening in reality for the survivor, specifically in terms of services. The approach enables the discovery of key gaps or overlaps (budgetary, legislative and policy, implementation) and what it may potentially cost the government to offer a multi-disciplinary package of response services to address VAW. Critically, the approach also enables the mapping of survivor itineraries, providing new and valuable insights into the experience of a survivor as she moves through various systems seeking support. The findings produced by this approach offer a foundation upon which additional costing work may be built.

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53 The manual developed by UN Women Regional Office for Asia and the Pacific provides a step-by-step guide to implementing this approach, including tools and worksheets. UN Women, Manual for costing a multi disciplinary package of response services for women and girls subjected to violence: A gender budgeting approach, (Bangkok, UN Women Regional Office for Asia and the Pacific, 2011) Available from [http://unwomen-eseasia.org/docs/sitecore/2013/Final\\_Costing\\_Manual\\_Electronic\\_Jan2013.pdf](http://unwomen-eseasia.org/docs/sitecore/2013/Final_Costing_Manual_Electronic_Jan2013.pdf).

## CAMBODIA STUDY IMPLEMENTATION

### Research questions

According to the NAP-VAW and other relevant policies, who are the key actors (state and non-state) expected to provide VAW/G-related services? What are those services?

What has been the budget (state, donors and NGOs) allocated to these actors to ensure they can perform their expected roles?

How has the allocated budget been used to deliver those specific services?

Based on the empirical findings, what recommendations can be made?

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### Location

National plus fieldwork in Battambang and Kampong Cham Provinces

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### Scope

Domestic violence against women by an intimate partner (1,053 women surveyed; 79 government service providers interviewed)

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### Methodology

GRB approach

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### Key findings

Complexity of funding streams, difficult to discern direct government funding for VAW

Lack of funding coordination in addressing VAW/G through response services

Itinerary of a VAW survivor in Cambodia

The purpose of conducting this research in Cambodia was to understand the institutional arrangements and flow of financial resources to support programmes addressing VAW. The country's first National Action Plan to Prevent Violence Against Women [NAP-VAW] expired in 2012 and one of its limitations was a lack of budgeting for related activities. UN Women Cambodia undertook a GRB approach in coordination with the Government of Cambodia as a key step in their efforts to support more concrete budgeting for future VAW policies, including the next NAP-VAW currently being drafted.

Researchers in Cambodia sought to answer the following questions:

- According to the NAP-VAW and other relevant policies, who are the key actors (state and non-state) expected to provide VAW-related services? What are those services?
- What has been the budget (state, donors and NGOs) allocated to these actors to ensure they can perform their expected roles?
- How has the allocated budget been used to deliver those specific services?
- Based on the empirical findings, what recommendations can be made?

Researchers followed the methodology steps outlined above, positioned towards answering the research questions laid out and given the information available to them. Researchers reviewed the current NAP-VAW, related policy documents and existing literature on VAW in Cambodia. Key informant interviews were conducted with the following stakeholders: Ministry of Women's Affairs, Ministry of Health, Ministry of Justice, Ministry of Social Affairs and Veterans and Youth, Ministry of Interior, Cambodian National Police and the National Committee for Democratic Development. In addition, fieldwork was also conducted at the provincial, district, commune and village levels in Battambang and Kampong Cham provinces.

Researchers examined the following budget information:

- National budget allocation by sectors, ministries, central and sub-national level from 2009–2012
- Annual budget plans from relevant ministries, line departments and sub national administrations
- ODA database for the period 2005-2010/11

- NGO database for the period 2005-2010/11
- Commune and related budget databases for the period 2009, 2010 and 2011 (where available)
- Various evaluation reports containing relevant budget data

## Cambodia: Challenges and considerations

Researchers faced significant limitations in data – not only in terms of reliable prevalence and service-level data, but also a lack of available or transparent budgetary information as well. For instance, some study questions, such as how various budgets were allocated per service to address VAW, could not be answered because the current national budget is not allocated based on activity or service but based on economic classifications or chapters (i.e. salaries, capital expenses, etc.). At the same time, a lack of VAW prevalence data makes it difficult for governments to cost and plan for specific services for VAW.

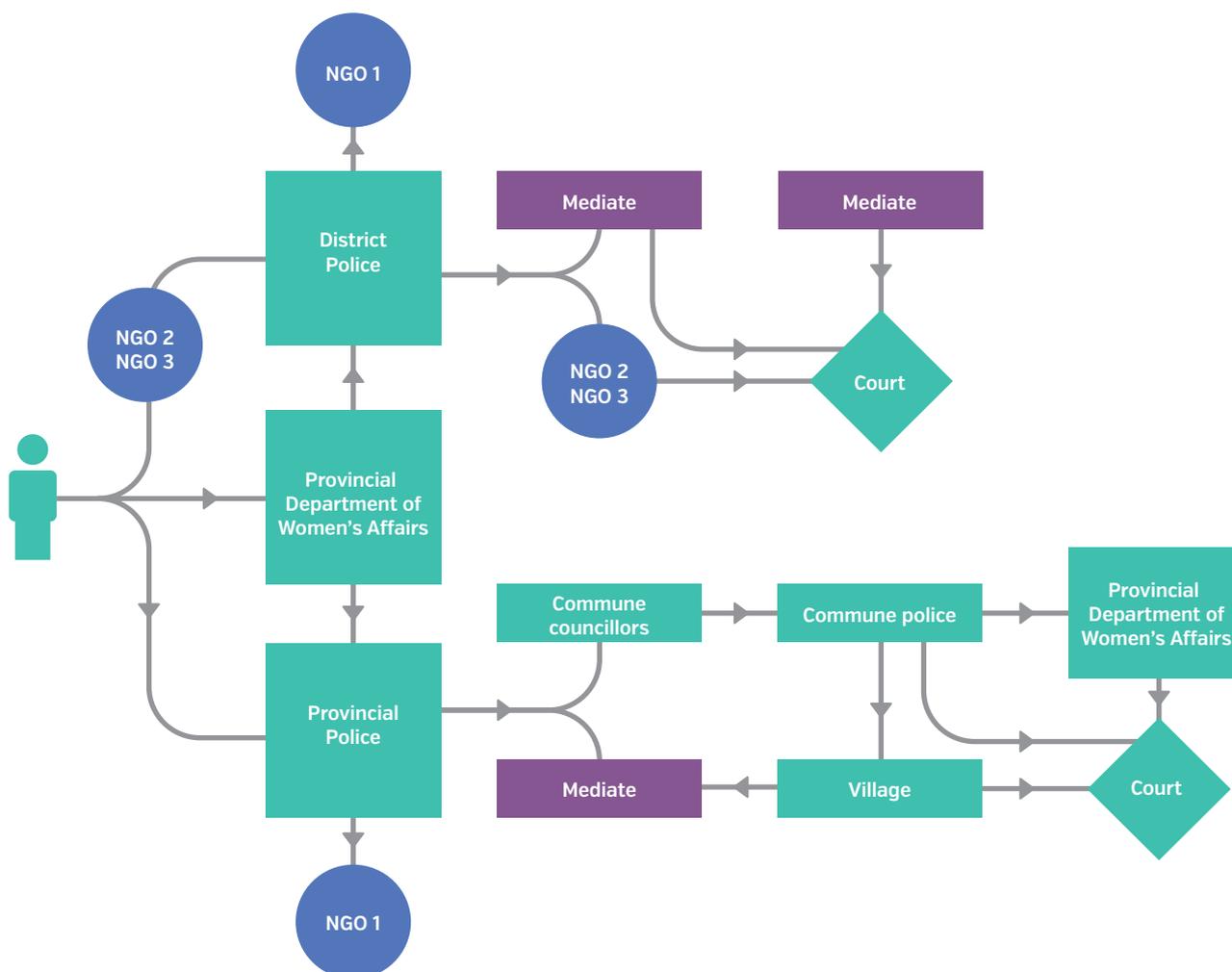
The NGO sector supports a considerable number of VAW-related services in Cambodia, yet securing budgetary information from NGO actors was also difficult as many do not have unit cost records or may not consider the economic dimension of their work. Despite these challenges, and while no total costs were provided, the costing effort did reveal at least partially what amounts and approximate proportion of the total budget was being allocated to VAW.

## Cambodia: Key findings

Researchers found a lack of coordination among all actors working to address VAW, which resulted in numerous gaps and ultimately impacted the level and quality of support available for survivors. This lack of coordination has also resulted in funding inefficiencies due to overlaps or duplications among international donors, the government and NGOs. From an aid effectiveness standpoint, this finding was important because it provides evidence that greater coordination must be achieved.

ODA and NGO databases have been established at the national level in an effort to ensure better aid coordination, though a number of challenges were identified. First, the NGO database does not yet reflect the full span of relevant projects, as many NGOs have not yet shared relevant information. Secondly, there is no consistent classification as to what can be considered a “gender project,” thus information included in the database may be cate-

**Figure 1** Actual itinerary of a VAW survivor in Cambodia



gorized variously. Currently, many donors and NGOs fund projects that may address gender in some way, but they may not be captured in these databases but rather in other sector headings such as education, health, human rights, or community based support. Thirdly, the current databases do not provide disaggregated budgetary information that is sufficient to analyse funding flows for VAW-related services. Researchers determined that this issue of aid coordination and aid transparency should be further explored in a separate study.

There is limited budget allocated to address VAW. A very limited portion of the state budget is explicitly allocated for VAW/G-related services, while support to the broader gender sector is also limited and fragmented. The Ministry of Health is the only Ministry that has a substantial budget dedicated to social interventions around VAW, while the Ministry of Women's Affairs receives just 0.5 per cent of the total national budget and funding to the sub national level is almost entirely dedicated to infrastructure development. Researchers found that this has often resulted in VAW services being funded by informal means. For instance, despite state budget con-

straints, researchers did find that local authorities continue to play an important role in VAW/G-related services, providing referrals and other support (e.g. transport for survivors to services), though at their own out-of-pocket expense.

In light of national funding gaps, NGOs are often-times the main provider of VAW-related services (e.g. shelter, rehabilitation, legal aid and mediation). NGO budgets to do so are oftentimes larger than allocated national budgets, although it is important to note that their overall budgets are much smaller. NGOs often cover informal fees that arise for survivors when they seek support, despite policies that mandate free services. Due in part to the persistence of informal fees, as well as weaknesses in referral systems and an overall lack of coordination in the delivery of services, researchers found a vastly different pathway for survivors seeking services than what is theoretically mapped out through legislation. While NGOs often provide services in part because the government does not provide them, this may also serve as a disincentive for the government to increase their VAW-related service provision.

The pathway of VAW survivors seeking services is complex. Utilizing the GRB approach, researchers were able to map, for the first time, the itinerary of a VAW survivor providing new insights into the experience of survivors in Cambodia (Figure 1). Mapping the survivor itinerary entails examining the roles of national, sub-national and local actors who are the closest points of contact to survivors and often the primary referral agents. It is the knowledge, resources, actions and decisions of these actors that largely determine the pathway of survivor in receiving response and support services, as well as what type of support she may receive.

## Cambodia: next steps

Costing research in Cambodia did not provide total costs of providing a multidisciplinary package of response services to VAW survivors, but rather illuminated critical next steps that must be taken and questions that must be addressed with regards to VAW countrywide. Specifically, moving forward UN Women Cambodia and partners will work with NGOs and governments to increase transparency of public budgeting; improve government and NGO understanding of and commitment to a GRB approach in order to enable EVAW commitments to be better tracked through the public budget; convene service providers to discuss and build consensus on the costs of providing VAW-related services; establish minimum standards for VAW-related services, including around coordination, referral and capacity development, as well as identify associated costs.

# INDONESIA STUDY IMPLEMENTATION

## Research questions

What is the situation of VAW in the country in light of policies in place to address this situation?

How does Indonesia's referral and budget system meet the needs of survivors through VAW services?

What are the budget flows and are they sufficient?

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## Location

National plus fieldwork in DKI Jakarta and Yogyakarta

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## Scope

Costs of response services for girls and women subjected to violence

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## Methodology

GRB approach

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## Key findings

Decentralized budget makes discerning funding streams complex, but overall low investment

VAW excluded from gender mainstreaming efforts

Significant role of NGOs in providing services and lack of coordination among key actors

The purpose of conducting this research in Indonesia was to inform a thorough understanding of the future administrative measures and budgetary allocations needed to implement national strategies and plans for addressing VAW in the country. The approach aimed to do this by specifically looking at the services provided through the Integrated Service Center for the Empowerment of Women and Girls, and limiting the scope to provision of services for survivors of domestic violence. Thus the study was not representative of the state of services nationally, but did reveal important patterns of inconsistencies

between policies and budgets resulting in service gaps.

Researchers in Indonesia sought to answer the following questions:

- What is the situation of VAW in the country in light of policies in place to address this situation?
- How does Indonesia's referral and budget system meet the needs of survivors through VAW services?
- What are the budget flows and are they sufficient?

Researchers followed the methodology steps outlined above, within the frame of research questions laid out and according to information available in the country. Researchers reviewed and analysed main government documents, including the Domestic Violence Law, Civil Law and government strategic documents, including the National Medium Term Development Plan, the Local Medium Term Development Plan and relevant action plans. A literature review was conducted of all recent research and reports on VAW, relevant documents published by government and NGOs and key UN and International Conventions.

Interviews were conducted in 46 national institutions, including the Ministry of Women's Empowerment, Ministry of Health, Ministry of Home Affairs, Ministry of Religious Affairs, Ministry of Social Affairs, Ministry of Law and Human Rights, Ministry of Finance, National Planning and Development Board, General Attorney, National Police, Supreme Court, the National Commission on Violence against Women as well as service providers from the Protection Shelter and Trauma Centre. Fieldwork interviews were conducted among government stakeholders and providers at the provincial and district levels in DKI Jakarta and Yogyakarta.

## Indonesia: Challenges and considerations

Researchers faced difficulties in adapting this GRB approach to analyse the national budget, which in Indonesia is decentralized and quite complex (Figure 2 below) – operating at national, provincial and district levels with both horizontal and vertical budgetary flows. Performance-based budgeting replaced line item budgeting in 2004, and researchers found that this new budgeting structure did not provide enough latitude for the full implementation of a GRB approach. Further, various

mandated institutions have different policies and uneven commitments and capacities.

Researchers also faced difficulty in tracing direct funds for VAW and found some confusion around roles in providing services among government institutions, both vertically (national, province, and district/city) and horizontally. The budgets for both supporting and direct VAW services are often lumped together in a single/mixed budget, and this was not very easily discernible for researchers. Further challenges resulted from the involvement of numerous different actors in the provision of VAW-related services, including state and non-state actors, adding to the complexity of the analysis overall.

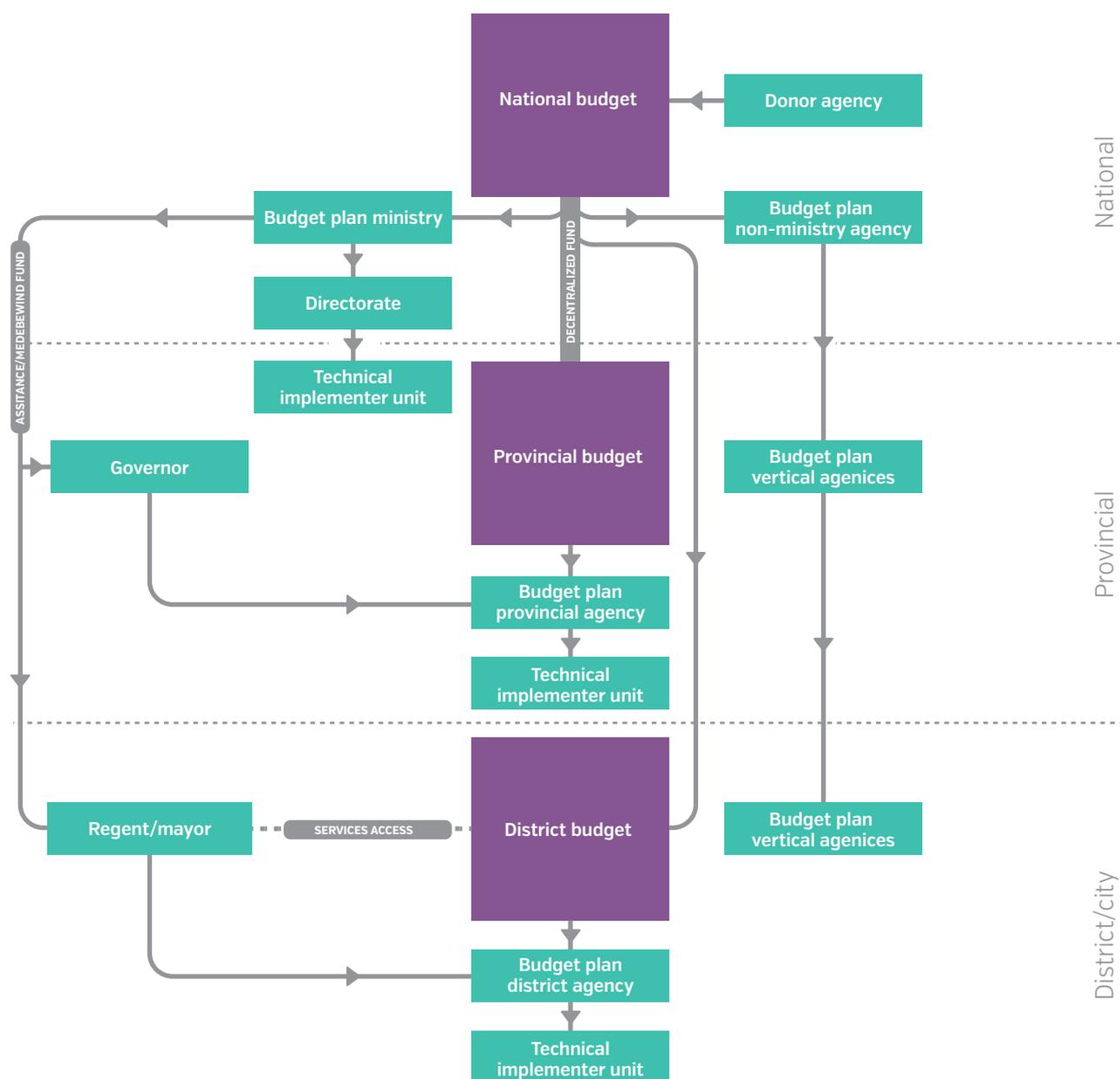
## Indonesia: Key findings

Researchers noted a lack of coordination among actors funding VAW-related services and service providers, as well some conflict of responsibility among various government Ministries. Referral systems for VAW survivors exist at the provincial and district levels, but service providers at these levels were found to have limited capacities and resources for implementing the system. Service providers possessed varying capacities and knowledge of the system, and NGOs were excluded from government funding for VAW, despite the fact that they serve as a critical link in the survivor itinerary. As in Cambodia, local authorities in Indonesia were found to have extremely important roles in ensuring access to VAW-related services despite having very little budgetary resources to do so (thus out-of-pocket expenses on the parts of these actors may be significant).

Many of the challenges researchers faced, as in Cambodia, became important findings. The difficulties researchers faced in tracking budgetary flows in Indonesia's decentralized budget also offered the finding that because related funding exists in numerous line Ministries, this may present multiple opportunities to include VAW services within ongoing efforts.

Researchers also found some tensions between various national legislation designed to address aspects of VAW, which may create confusion among key actors and inconsistencies in response services. For instance, the Domestic Violence Law criminalizes marital rape, while the country's Penal Code does not. Finally, researchers noted that VAW has been specifically left out of broader gender mainstreaming efforts, and a lack of institutional arrangements to ensure budget allocation for direct VAW services.

**Figure 2 Indonesian national budget**



### Indonesia: Next steps

As a result of some of the funding overlaps that were identified, importantly, advocates have been able to identify concrete ways in which existing budgets for VAW might be better utilized, even while additional funding for VAW may not be possible at this time. To facilitate additional action as a result of the study, there are plans to translate findings into Bahasa and officially launch the study among key government ministries in early-2014. Findings and recommendations are nonetheless already serving as additional leverage for national advocates—particularly those who have been working for some time to ensure that VAW is integrated into gender mainstreaming activities at the national level.

## COSTING EXPERT Q & A



Soraya Hoyos

Interview with Dr. Elizabeth Villagomez, Regional Economic Empowerment Adviser for the UN Women Regional Office for the Americas and the Caribbean<sup>54</sup>

### Q Is costing a new area of research or way of understanding at VAW?

**A** It is relatively new, but costing exercises around VAW have been conducted since the late-1980s. As a research area, it has the possibility to be a multidisciplinary exercise that complements just how complex we know this issue to be. It is very important to have a range of experts on board, from lawyers, sociologists or anthropologists and medical doctors to social workers, educators and economists. Such an approach has been able to mobilize a diverse set of actors that previously may have viewed the problem from only one side, and it has also prompted improvements in the delivery of services to survivors from both State and non-State actors.

<sup>54</sup> Dr. Villagomez was the consulting international expert and lead author in the development of the methodology of a GRB approach to costing multidisciplinary package of services, which was implemented in Cambodia and Indonesia in 2012 on behalf of UN Women Regional Office for Asia and the Pacific.

### Q Why is there a need for costing VAW?

**A** Costing is an additional advocacy tool that has three main effects:

- 1 The final figure in itself is a powerful argument in favor of VAW prevention programmes that cost much less in comparison to the social cost of such violence;
- 2 It increases the knowledge about the effects of and various actors involved in VAW and;
- 3 It exposes the data gaps and lack of information in adequately monitoring and evaluating such programmes, and thereby facilitates the design of efficient assistance and prevention programmes and the framing of the issue as a social problem.

One of the most important reasons to understand the economic impact is that VAW then becomes more clearly an issue of broad public concern as the extent to which such violence reaches different areas of society, with different agents bearing the costs, is revealed. A second reason is that costing studies also reveal gaps in the resources needed to combat VAW through various means, including through prevention, provision of services and prosecution. Costing also highlights gaps in the legislation that need to be addressed by State and non-State actors.



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Costing exercises have helped reveal the existence of “double victimization” and supported efforts to improve referral protocols that better support survivors

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**Q** Is there a danger that focusing on the economics of VAW de-emphasizes the human rights aspect of this issue?

**A** Understanding the price tag of VAW should primarily highlight the fact that it is not a family or personal problem, but a problem that affects and is affected by society as a whole. The economic dimension of the problem should not take away from the focus on human rights, but rather support it. This can be done by using results to advocate for legislative changes (e.g. more comprehensive VAW laws that are not limited to family law and which recognize it as a human rights violation), or policies that include a more integrated approach to services and increase prevention efforts that will ultimately avert future costs. Costing exercises have also helped reveal the existence of “double victimization” and supported efforts to improve referral protocols that better support survivors. Costing also reveals gaps in public policy that are not consistent with international human rights commitments, such as lack of budgetary resources for police or health authorities to address survivor needs.

**Q** What do you see as the biggest challenges in implementing costing studies?

**A** Data is one of the foremost challenges, and it is not to be underestimated. There should be data on prevalence and incidence of VAW, data on use of general services and specific services for victims, budget data if the services are public, specific costs of the services and data on loss of property or income as a result of such violence. All of these should be available or there should be at least some estimation of them in order to be able to measure the overall financial cost, as well as the cost of suffering and death as a result of VAW.

**Q** Do you have closing thoughts to share on the significance of costing VAW?

**A** The approach to costing can vary. What is important to keep in mind is the purpose for which a particular costing is being carried out: is it to increase funds for services? Is it to advocate for more budgetary allocations for services or prevention? Is it to raise awareness about the issue and advocate legislation changes? Costing exercises should focus on the needs of survivors and the reality of the access to services on the ground as well as measuring the efficiency of preventive actions. The results of costing exercises should help governments, NGOs, donors, and multilaterals to better coordinate their efforts and be more efficient in addressing and combating VAW.

## KEY FINDINGS AND LESSONS LEARNED



UN Women/Shaiista Chishty

This report provides a snapshot, though in-progress, of some of the VAW costing work that has been undertaken in Asia and the Pacific, primarily focusing on (though not entirely limited to) UN Women's efforts in this region to address and eliminate VAW. While it must be re-emphasized that designing and implementing a costing study is very much context-dependent, and that methodologies should be tailored to specific needs, some key lessons learned have emerged. Below are select considerations with regards to the design, implementation and dissemination of costing studies as a result of experiences to-date.<sup>55</sup>

### A Designing a costing study or exercise

#### No unilateral approach

There are numerous ways to go about conducting VAW costing studies and exercises. Different methodologies are advantageous for and will serve different purposes (and thus produce different results) depending on the questions that the research seeks to answer, and should be tailored according to country context, available data and research capacity, among other factors. It is important to understand all options available and take the necessary steps to ascertain which model is most

fitting for the task at hand. When a method is chosen, it is critical to understand all limitations and expected challenges/outcomes beforehand as much as possible, and be transparent about these with all stakeholders. Among the costing studies described in this report, research teams ranged from one expert to a large team of researchers, consultants, and UN colleagues; timelines for conducting the exercises ranged from just a few weeks to nearly one year; budgets for the costing exercises ranged dramatically as well depending on the size of research team and geographic locations.

#### Define parameters from the outset

There are various types of costs that VAW carries and various approaches to defining and arriving at these costs. Because the parameters of implementing such studies are flexible, it is important to define them at the outset of research. Defining the scope means outlining the questions the costing seeks to answer, for which audience, and to what outcome. Defining parameters as such will provide clarity around which methodology is the most appropriate for achieving the expected outcomes and will ensure a solid foundation on which to move forward.

<sup>55</sup> These considerations are primarily based on findings and experiences shared during UN Women's "Regional Consultation on Violence against Women and Girls: Costing Methodologies and Experiences in the Asia-Pacific Region" in Siem Reap, Cambodia on 23-24 January 2013 as well as those contained in the studies presented in this report.

## **B** Implementing a VAW costing study or exercise

### **Baseline data is important, but not critical**

Access to accurate, recent and comprehensive data—including prevalence data, service-level data and budget data—is an ideal starting point for implementing a costing exercise. However, obtaining such data consistently remains a distinct challenge for researchers in many developing country settings, where availability may be insufficient, uneven, or unreliable. However, the lack of such data neither precludes the possibility nor the value of implementing VAW costing, as where some or any data is available, some costing work can be done. In addition, facing challenges with inadequate data may be a worthwhile finding in itself. To supplement quantitative data, which may be difficult to obtain, qualitative information on the context and nature of these costs, through interviews with survivors and other actors involved in addressing VAW, is also quite helpful for understanding the costs of VAW as it enriches the broader understanding of impact.

### **Investment in a participatory process**

National ownership and partner buy-in throughout the costing process, and especially at the study's completion, is critical to the success of the study. Implementation may generally be smoother if there is such engagement from the outset, and findings generated will likely be more useful and acceptable to advocates and policymakers alike. Ensuring such participation to generate buy-in is important whether the need for costing is government demand-driven or not. Doing so requires thorough and thoughtful planning, such as organizing early and even informal discussions with key stakeholders before plans are underway and maintaining transparency, communication and engagement—through consultations and review processes as necessary—throughout the study process. All of this builds goodwill and ensures comprehensive engagement throughout, resulting in greater ease with validating findings and a stronger potential that findings can be successfully leveraged for advocacy purposes and, ultimately, translates into enhanced implementation of laws and policies.

## **C** Disseminating and leveraging findings

### **Value of strategic communications**

A strong media and communications strategy around the implementation and publication of the study is important. This includes the prioritization

of internal communication with key stakeholders (e.g. government, NGOs and donors) throughout the process, as mentioned above. The right communications efforts can result in broad visibility of findings, which can support effective advocacy and raise critical awareness. Such efforts demand thoughtful planning and consideration of how published findings should be framed and communicated across various mediums. Findings may also be amplified to various audiences for different purposes.

### **Framing prevention versus response**

There is now broad consensus that prevention and response efforts complement and reinforce each other and therefore need to be developed and implemented together as part of one holistic and integrated system. Therefore, while most costing studies to-date have primarily focused on services, in order to effectively leverage their results, discussions and communications around research findings need to make the connection between the two. For instance, prosecution and incarceration of perpetrators can be understood as a response to VAW, but may also serve as an effective prevention strategy in deterring potential perpetrators. Similarly, when discussing the importance of addressing funding gaps, it is important to frame prevention of VAW as a critical component of effective response. At first, investing in prevention may, in fact, lead to greater expenditures, due to the costs of implementing prevention-related interventions as well as the increase in reporting and uptake of services that may result from enhanced awareness. However, over time, these costs will be dwarfed by the savings to be made from preventing new incidences of violence. This is a nuanced but important message to accompany findings.

## **D** Remaining gaps and challenges

### **Broadening efforts to cost 'pain and suffering'**

Most efforts to cost pain and suffering to-date have focused on quantifying these costs. However, there is also a need to more systematically consider qualitative aspects of pain and suffering, such as negative effects on a survivor's mental health and the inter-generational impacts of such violence. It is also critical that future studies on pain and suffering attempt to capture the qualitative dimensions because purely quantitative estimates are likely to be underestimates.

### Measuring perpetrator-related costs

None of the studies described in this report focused specifically on the costs incurred on behalf of or by the perpetrator (as the survivor was the focus of surveys and interviews) yet this is another component of costs that must be considered. Some perpetrator-related costs (e.g. bail if the perpetrator is imprisoned, as well as missed work and resulting depression) may be captured through survivor interviews, but surveys or interviews of perpetrators themselves would contribute to a more comprehensive picture of household-level costs associated with VAW.

### Women at the margins and intersections

As has been noted previously, even where support services for violence survivors do exist, they are often understaffed, underfunded, and mostly available in urban areas only. For this reason, they may not adequately reach or respond to the needs of women and girls who suffer multiple forms of discrimination and/or are particularly marginalized, including refugee or displaced women, women living with disabilities, HIV positive women, migrant women workers, lesbian, bisexual and transgender women, or women living in rural and remote areas, who may be particularly vulnerable to VAW and face additional barriers in accessing services.

### Understanding the effectiveness of prevention

Given the massive costs that VAW incurs on States, it is clear that the overall costs of such violence will be reduced not only by responding effectively to existing violence, but also by preventing it from happening in the first place. However, despite growing recognition of the need to prioritize VAW prevention along with response, there is still not enough global evidence on 'what works' for prevention. To assist governments, donors and practitioners in developing and implementing proven and evidence-based approaches for prevention, there is a need to continue innovating new practices and building evidence around the cost-effectiveness of different interventions. At a macro level, studies that employ a cost-benefit analysis to demonstrate the cost savings of reducing VAW can also help make the case that prevention is not only a moral and legal imperative but also essential for broader social and economic development. For example, a recent Australian study found that for every woman whose experience of violence can be prevented, AUD \$20,766 in costs can be avoided.<sup>56</sup>

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56 KPMG Management Consulting, *The Cost of Violence against Women and their Children*, [National Council to Reduce Violence Against Women and their Children, Canberra, 2009] Available from [http://www.ilc.unsw.edu.au/sites/ilc.unsw.edu.au/files/mdocs/VAWC\\_Economic\\_Report-2009.pdf](http://www.ilc.unsw.edu.au/sites/ilc.unsw.edu.au/files/mdocs/VAWC_Economic_Report-2009.pdf).

### Budgeting capacity issues for governments

There is very often widespread lack of clarity around national budgets, and confusion around which ministry is responsible for what set of services and accorded what allocation of funding. This is in part owing to a relatively low capacity among government stakeholders to develop accurate budgets for policies already in place.

### Lack of comprehensive VAW data

Despite significant progress in recent years, in many countries there is still a dearth of comprehensive data on VAW, including on the rate, causes and consequences of such violence at the national level. Such data gaps can make it more difficult to understand the extent and impact of VAW, inhibiting the effectiveness of policies and programmes to respond to and prevent such violence. At the service level, availability of data is also negatively affected by capacity gaps amongst many service providers to detect and record incidents, as well as by weaknesses in data collection and referral systems. Survivors may also hide the source of their injuries when seeking services due to the silence and stigma that often surrounds VAW, making data collection at the service level very challenging.

### Limited capacity of providers and quality of services

In many countries, service providers often lack the necessary skills to provide appropriate support and care to violence survivors and are rarely sufficiently trained to detect, respond or adequately refer cases of VAW. This often results in limited usage of existing services as well as poor quality services for survivors who do seek support, which in turn reinforces the challenges of accurately capturing service-level VAW data. There is an urgent need for better quality, survivor-centered comprehensive care for women experiencing violence. WHO clinical and policy guidelines on health sector response to VAW<sup>57</sup> emphasize the importance of training health providers at all levels to recognize VAW and to respond appropriately, including offering confidentiality and safety to all survivors. A referral system must also be in place which ensures that women can access related services smoothly from a number of entry points.

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57 WHO, "Responding to intimate partner violence and sexual violence against women: WHO clinical and policy guidelines," [Geneva, 2013] Available from [http://apps.who.int/iris/bitstream/10665/85240/1/9789241548595\\_eng.pdf](http://apps.who.int/iris/bitstream/10665/85240/1/9789241548595_eng.pdf).

## THE WAY FORWARD



UN Women

**D**espite progress across the region to address VAW, including through increasing legal and policy reforms, improved data collection/research and a multitude of awareness-raising initiatives, available data shows that VAW across the region remains high, with widespread impunity for perpetrators and limited support services for survivors. This is due, in part, to the stubborn lack of implementation of most VAW laws and policies.

Where implementation lags, VAW remains, with significant health, social and financial costs not only for survivors but for their families, communities and nations

As the Agreed Conclusions of the 57th Session of the Commission on the Status of Women recognized, this implementation gap is related to a “lack of financial and human resources and insufficient allocation of such resources.”<sup>58</sup> Ensuring sufficient resource allocation for VAW laws and policies, as well as government’s prioritization to fund effective prevention, justice and response services, is critical to ensuring the provision of comprehensive, ethical services for survivors. Where implementation lags, VAW remains, with significant health, social and financial

<sup>58</sup> See E/2013/27-E/CN.6/2013/11. Available from [http://www.un.org/womenwatch/daw/csw/csw57/CSW57\\_Agreed\\_Conclusions\\_\(CSW\\_report\\_excerpt\).pdf](http://www.un.org/womenwatch/daw/csw/csw57/CSW57_Agreed_Conclusions_(CSW_report_excerpt).pdf).

costs not only for survivors but for their families, communities and nations.

Costing exercises offer a mode of understanding both the costs associated with the persistence of VAW (the problem) as well those associated with implementing VAW laws and policies (the solution). VAW costing is still an emergent area of research and based upon the foundational notion that VAW is a human rights abuse. Yet it serves as a critical strategy for ensuring greater implementation by producing additional data on the reality and impact of VAW that can leverage action from numerous partners to more effectively stem such violence.

A mix of methodologies, including those outlined in this report as well as numerous others, have been used throughout the region in the last decade, and while the results are not always surprising (e.g. that VAW comes at a considerable financial cost to survivors and their societies, or that resource allocation for VAW service provision is often insufficient), there remains critical value in documenting these financial impacts for research and advocacy purposes.

From within this limited scope, a picture is emerging of the financial toll of VAW in the Asia-Pacific region. This picture confirms the relatively high out-of-pocket costs for survivors and other actors. National and international NGOs, very often funded by international development partners, play significant roles in providing services in many countries where gaps in government funding and service provision, or inadequate

funding or service infrastructure exists [though sometimes overlaps occur].

This area of research is of growing interest to development partners in the Asia-Pacific region, and many plans are already underway to collaborate on new costing efforts as well as expand on and fine-tune existing ones detailed in this report. In particular, new costing efforts are planned in a number of countries, including Timor-Leste, Kiribati and the Solomon Islands. UN Women at the regional and national levels remains committed to prioritizing and championing costing within the framework of work to eliminate VAW.

Costing efforts in Asia and the Pacific continue to inform and be informed by work happening in other regions as well as at the global level, and knowledge-sharing and productive communication around these efforts are essential. Worldwide, we are witnessing a growth spurt in costing efforts—from the Americas to Africa and Europe. It is important to continue building the evidence base around the socioeconomic costs of VAW, as imperfect and challenging as implementing costing methodologies may at times be. As this evidence base continues to grow, the ongoing sharing of findings, knowledge and lessons learned will greatly contribute to the effectiveness of our collective work to end VAW.

# APPENDIX

## GLOSSARY OF KEY TERMS<sup>59</sup>

Terminology is a crucial part of undertaking and discussing costing. It is important to note that many terms are not standardized but subject to context-specific factors, especially national legislation. Within one particular costing effort, it may be necessary to decide and define terms therein. Nonetheless, below is a glossary of key terms as defined within the context of VAW as a helpful guide. These terms may be defined and framed variously elsewhere.

**Budget:** A detailed statement of anticipated revenues and expenditures during an accounting period.<sup>60</sup>

**Costing study (VAW):** Any standardized efforts, whether qualitative or quantitative, to measure or estimate the financial toll incurred through the occurrence of VAW. Such measurement focuses on the costs of services offered in response to VAW, costs of implementing a policy meant to address VAW, or other costs associated with VAW shouldered by survivors their families, communities and/or society at large.<sup>61</sup>

**Decentralization:** Process of dispersing decision-making or government administration closer to the point of service or action.

**Direct costs:** The costs resulting directly from acts of violence or attempts to prevent them. They include: costs of legal services, medical care, perpetrator control, incarceration, foster care, private security contracts and economic benefits to perpetrators. Direct cost can be classified in two categories: Direct tangible costs and direct intangible costs.

**Direct intangible costs:** The costs resulting directly from the violent act but having no monetary value. Examples are pain and suffering, and the emotional loss of a loved one through a violent death. These costs may be approximated by quality or value of life measures, although there is some debate as to whether or not it is appropriate to include

these costs when measuring the economic costs of violence against women.<sup>62</sup>

**Direct tangible costs:** Actual expenses paid, representing real money spent. Examples are taxi fare to a hospital and salaries for staff in a shelter. These costs can be estimated through measuring the goods and services consumed and multiplying by their unit cost.<sup>63</sup>

**Domestic violence:** Violence perpetrated by intimate partners and other family members, and manifested through: physical abuse (e.g. slapping, beating, arm twisting, stabbing, strangling, burning, choking, kicking, threats with an object or weapon, and murder); sexual abuse (e.g. coerced sex through threats, intimidation or physical force, forcing unwanted sexual acts, forcing sex with others or sexual acts without voluntary consent); psychological abuse (e.g. threats of abandonment or abuse, confinement to the home, surveillance, threats to take away custody of the children, destruction of objects, isolation, verbal aggression and constant humiliation); and economic abuse (e.g. denial of funds, refusal to contribute financially, denial of food and basic needs, and controlling access to health care, employment, etc.). The General Assembly resolution on the Elimination of Domestic Violence against Women also recognizes that “domestic violence can include economic deprivation and isolation and that such conduct may cause imminent harm to the safety, health or well-being of women.”<sup>64</sup>

**Double victimization:** Refers to the notion that victims/survivors incur costs or endure violence during two distinct periods. This included immediate suffering due to an experience of VAW at the hands of a perpetrator, and later negative experiences or obstacles due to an inadequate legal, referral, or support system which may leave the victim/survivor vulnerable to more violence, stigmatization, or blame.<sup>65</sup>

**Dowry-related violence:** Any act, including murder, rape, battery, harassment and other forms of physical abuse as well as psychological abuse associated with the giving or receiving of dowry at any time before, during or after the marriage.

59 Unless otherwise annotated, definitions are from UN Women Glossary of Terms from Programming Essentials and Monitoring and Evaluation Sections in the “Virtual Knowledge Centre to End Violence against Women and Girls” available from <http://www.endvawnow.org/en/articles/347-glossary-of-terms-from-programming-essentials-and-monitoring-and-evaluation-sections.html>.

60 United States Government Accountability Office, “A Glossary of Terms Used in the Federal Budget Process,” (Washington, DC, 2005) Available from <http://www.gao.gov/new.items/d05734sp.pdf>.

61 Developed for this report.

62 T. Day, K. McKenna and A. Bowlus, “The Economic Costs of Violence against Women: An Evaluation of the Literature” [UN Nations, 2005] Available from <http://www.un.org/womenwatch/daw/vaw/expert%20brief%20costs.pdf>.

63 Ibid.

64 Declaration on the Elimination of Violence Against Women, Article 1 General Assembly resolution 58/147.

65 Adapted from B.S. Fisher and S.P. Lab, Encyclopedia of Victimology and Crime Prevention, [SAGE Publications, Inc, 2010].

**Economic abuse:** Causing/or attempting to cause an individual to become financially dependent on another person, by obstructing their access to or control over resources and/or independent economic activity.

**Economic violence:** Acts such as the denial of funds, refusal to contribute financially, denial of food and basic needs, and controlling access to health care, employment, etc.

**Emotional abuse:** Belittling, humiliating, or undermining an individual's sense of self-worth/self-esteem [e.g. constant criticism, verbal insults and name-calling, etc.].

**Fiscal space:** Room in a government's budget that allows it to provide resources for a desired purpose without jeopardizing the sustainability of its financial position or the stability of the economy.<sup>66</sup>

**Female genital mutilation/cutting (FGM/C):** Any surgical procedures involving partial or total removal of the external female genitalia or other injury to the female genital organs for non-medical reasons. There are three major types of FGM/C: Clitoridectomy: partial or total removal of the clitoris. This type is often called sunna and mistakenly believed to be associated with religions; Excision: partial or total removal of the clitoris and the labia minora, with or without excision of the labia majora; Infibulation: the most severe form of FGM/C, involving stitching/narrowing of the vaginal opening.<sup>67</sup>

**Female infanticide:** Intentional killing of baby girls due to the preference for male babies and from the low value associated with the birth of females.

**Femicide:** The gender-based murder of a woman; systematic killing of women because they are women.

**Early and/or forced marriage:** A forced marriage is one lacking the free and valid consent of at least one of the parties. In its most extreme form, forced marriage can involve threatening behaviour, abduction, imprisonment, physical violence, rape and, in some cases, murder. "Child marriage" is used to describe a legal or customary union between two people, of whom one or both spouses is below the age of 18. Child marriage is often referred to as "early" and/or "forced" marriage since children, given their age, are not able to give free, prior and

informed consent to their marriage partners or to the timing of their marriage.<sup>68</sup>

**Gender:** The economic, social and cultural attributes and opportunities associated with being male or female in a particular point in time. Also refers to the socially constructed relationship between women and men and the attributes, behaviour and activities to which each is expected to adhere. Gender differences are determined and reinforced by cultural, historical, ethnic, religious and economic factors. Gender roles differ over time and between cultures, but may be changed. Gender is often wrongly conflated with "sex", which refers to the biological differences between women and men.

**Gender-based violence:** Acts of physical, mental or social abuse (including sexual violence) that is attempted or threatened, with some type of force [such as violence, threats, coercion, manipulation, deception, cultural expectations, weapons or economic circumstances] and is directed against a person because of his or her gender roles and expectations in a society or culture. A person facing gender-based violence has no choice to refuse or pursue other options without severe social, physical, or psychological consequences. Forms of GBV include sexual violence, sexual abuse, sexual harassment, sexual exploitation, early marriage or forced marriage, gender discrimination, denial [such as education, food, freedom] and female genital mutilation.

**Gender-responsive budgeting (GRB):** The analysis of the impact of actual government expenditure and revenue on women and girls as compared to men and boys. It neither requires separate budgets for women, nor does it aim to solely increase spending on women-specific programmes. Instead, it helps governments decide how policies need to be adjusted, and where resources need to be reallocated to address poverty and gender inequalities.

**Harmful practices:** All practices done deliberately by men on the body or the psyche of other human beings for no therapeutic purpose, but rather for cultural or socio-conventional motives and which have harmful consequences on the health and the rights of the victims. Some harmful practices include early/forced marriages, FGM/C, and widowhood rites.

**"Honour" killings:** A practice in which women and girls suspected of defiling their family's honour by their misconduct can be killed by their brother, father, uncle or another relative who thus restores

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66 P.S. Heller, "Understanding Fiscal Space," IMF Policy Discussion Paper, PDP/05/4, 2005 Available from <http://www.imf.org/external/pubs/ft/pdp/2005/pdp04.pdf>.

67 UNFPA, "Ending Female Genital Mutilation/ Cutting in Sudan," Available from <http://countryoffice.unfpa.org/filemanager/files/sudan/facts/fgm.pdf>.

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68 UNFPA, "Marrying Too Young," [2013] Available from <http://www.unfpa.org/webdav/site/global/shared/documents/publications/2012/MarryingTooYoung.pdf>.

the said honour. Honour killings are executed for instances of rape, infidelity, flirting or any other instance perceived as disgracing the family's honour, and the woman is then killed by a male relative to restore the family's name in the community. Such women may be killed based on suspicions of a family member alone, and they may not be given the chance to defend themselves. The allegation alone is considered enough to defile a man's or family's honour, and is therefore enough to justify the killing of the woman. The men who commit the murder typically go unpunished or receive reduced sentences. Variants: [1] honour crime; [2] crime of honour.

**Incidence:** Refers to the number of violent acts women experience during a specific period, such as one year. Incidence captures women's multiple exposures to acts of violence, and is tallied per set amount [e.g. thousand or hundred thousand] women.<sup>69</sup>

**Indirect costs:** Indirect costs stem from effects of violence against women that have an imputed monetary value even though they do not involve an actual monetary exchange, such as lost income or reduced profits. The long-term effects of acts of violence on perpetrators and victims, including lost wages and time; lost investments in human capital; costs related to indirect protection, life insurance, productivity, psychological and other non-monetary costs. Indirect cost can be classified in two categories: Indirect tangible costs and indirect intangible costs.<sup>70</sup>

**Indirect intangible costs:** Result indirectly from the violence, and have no monetary value. An example is the negative psychological effects on children who witness violence, which cannot be estimated numerically.<sup>71</sup>

**Indirect tangible costs:** Have monetary value in the economy, but are measured as a loss of potential. Examples are lower earnings and profits resulting from reduced productivity. These indirect costs are also measurable, although they involve estimating opportunity costs rather than actual expenditures. Lost personal income, for example, can be estimated

by measuring lost time at work and multiplying by an appropriate wage rate.<sup>72</sup>

**Intimate partner violence:** The physical, sexual, economic or emotional abuse by a current or former spouse or partner. It can occur within heterosexual or homosexual relationships and does not require sexual relations.<sup>73</sup>

**Marital rape:** Penetration of the woman's vulva or anus, using a penis, other body parts or an object by a partner without her voluntary consent, occurring within marriage.

**Pain and suffering:** Refers to the broader trauma experienced by a survivor and [non-monetary] toll that VAW takes on her long-term mental health and physical health. This includes chronic morbidity [physical or mental] as a result of VAW, such as disability or depression, which have an impact on the quality of life [quality-adjusted life years or QALYs] and life expectancy [disability-adjusted life years or DALYs].

**Perpetrator/batterer:** Person carrying out an act of a form of violence against women or girls.

**Prevalence:** Refers to the proportion of "at-risk" women in a population who have experienced violence. For some kinds of violence, such as sexual violence, all women may be considered to be "at risk." For others, such as intimate partner violence, only women who have or have had an intimate partner would be considered at risk. Prevalence estimates usually present the percentage of women who have experienced violence either during the previous 12 months [known as point prevalence] or at any time in their life [lifetime prevalence].<sup>74</sup>

**Primary prevention:** Any programmes, interventions or strategies aimed at stopping violence against women before it occurs, by addressing the root causes of violence and transforming the norms and behaviours that perpetuate it.

**Psychological violence:** Behaviour that is intended to intimidate and persecute, and takes the form of threats of abandonment or abuse, confinement to the home, surveillance, threats to take away custody

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69 M. Ellsberg and L. Heise, "Researching violence against women: a practical guide for researchers and activists," (WHO and PATH, Washington DC, 2005). Taken from Secretary General's study on VAW for the 61st session of the General Assembly Item 60(a) on advancement of women, New York, 2005.

70 T. Day, K. McKenna and A. Bowlus, "The Economic Costs of Violence against Women: An Evaluation of the Literature" (UN Nations, 2005) Available from <http://www.un.org/womenwatch/daw/vaw/expert%20brief%20costs.pdf>.

71 Ibid.

72 Ibid.

73 Partners for Prevention, Why do some men use violence against women and how can we prevent it? Quantitative Findings from the United Nations Multi-Country Study on Men and Violence in Asia and the Pacific (Bangkok, 2013) Available from <http://www.partners4prevention.org/node/517>.

74 M. Ellsberg and L. Heise, "Researching violence against women: a practical guide for researchers and activists," (WHO and PATH, Washington DC, 2005). Taken from Secretary General's study on VAW for the 61st session on of the General Assembly Item 60(a) on advancement of women, New York, 2005.

of the children, destruction of objects, isolation, verbal aggression and constant humiliation.

**Psychological abuse:** Any act or omission that damages the self-esteem, identity, or development of the individual. It includes, but is not limited to, humiliation, threatening loss of custody of children, forced isolation from family or friends, threatening to harm the individual or someone they care about, repeated yelling or degradation, inducing fear through intimidating word or gestures, controlling behaviour, and the destruction of possessions.

**Rape:** Penetration of the vulva or anus, using a penis, other body parts or an object without the voluntary consent of the individual.

**Reporting rate:** The frequency with which an act of VAW is reported, either to law enforcement officials, health providers or counsellors, or any other actors keeping record of such acts. VAW is chronically underreported compared to how often it occurs. The reporting rate refers to the number of reported violent acts as a proportion of total violent incidences taking place in a location during a set time period.

**Secondary prevention:** Any strategy aimed at minimizing the harm that occurs once a violent event is taking place and immediate post-violence intervention aimed at preventing re-victimization. Examples include interventions to reduce the duration of interpersonal violence events or damage inflicted, or the early identification by health professionals of child abuse and subsequent interventions to prevent further abuse.

**Sexual abuse:** Acts or threats of physical intrusion of a sexual nature, whether by force or under unequal or coercive conditions. This includes, but not limited to: attempted or committed rape, any forced and non-consensual sexual act, as well as sexual behaviour that the victim finds humiliating and degrading.

**Sexual exploitation:** Any actual or attempted abuse of a position of vulnerability, differential power or trust, for sexual purposes, including, but not limited to, profiting monetarily, socially or politically from the sexual exploitation of another.<sup>75</sup>

**Sexual harassment:** Harassment of a person through the use of any form of unwelcome sexual behaviour including physical contact, sexual remarks, the sharing of explicit imagery or making sexual demands through the use of coercion or threats. Sexual harassment can occur in any instance where

sexually motivated interaction, flirtation or friendship is not mutual or consensual.

**Sexual violence:** Any non-consensual sexual act, attempt to obtain a sexual act, unwanted sexual comments or advances by any individual regardless of their relationship to the victim, in any setting, including but not limited to home and work.

**Tertiary prevention:** All efforts aimed at treating and rehabilitating survivors and perpetrators and facilitating their re-adaptation to society. Contrary to secondary prevention activities, which are usually in the short-term after the event, tertiary prevention activities are usually long-term.

**Trafficking:** The recruitment, transportation, transfer, harbouring or receipt of persons by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation (including, at a minimum, the exploitation of prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude, or the removal of organs).

**VAW victim/survivor:** A woman or girl who has experienced an act of gender-based violence perpetrated against them. Survivor is often used in acknowledgement of an individual's agency and resilience, but victim may also be used. It is also the case that neither term may be preferred by the individual against which such violence has been perpetrated.<sup>76</sup>

**Violence against women and girls (VAW):** Any act of gender-based violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women and/or girls, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private life.<sup>77</sup>

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<sup>75</sup> See ST/SGB/2003/13 Available from <https://icvnetwork.org/system/files/versions/doc00003490.pdf>.

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<sup>76</sup> Developed for this report.

<sup>77</sup> See A/RES/48/104 Available from <http://www.un.org/documents/ga/res/48/a48r104.htm>.

UN Women is the United Nations organization dedicated to gender equality and the empowerment of women. A global champion for women and girls, UN Women was established to accelerate progress on meeting their needs worldwide. UN Women supports United Nations Member States as they set global standards for achieving gender equality, and works with governments and civil society to design laws, policies, programmes and services needed to implement these standards. It stands behind women's equal participation in all aspects of life, focusing on five priority areas: increasing women's leadership and participation; ending violence against women; engaging women in all aspects of peace and security processes; enhancing women's economic empowerment; and making gender equality central to national development planning and budgeting. UN Women also coordinates and promotes the United Nations system's work in advancing gender equality.