

## Joint Programme Document Cover Page

**Country: Thailand**

**Programme Title: Every Home a Safe Home: Supporting Thailand Towards Effective Implementation of Protection of Domestic Violence Victims Act BE 2550 (2007)**

**Joint Programme Outcome(s):**

**Outcome 1:** A well-coordinated and accountable multi-sectoral mechanism for the implementation of the DV Act is established at the national level.

**Outcome 2:** Capacity of the multi-sectoral mechanisms responsible for the DV Act implementation, both at the national and local levels, is enhanced, enabling them to provide well-coordinated, rights-based and gender-sensitive protection and support services to women and girls facing domestic violence.

Programme Duration: 3 years

Anticipated start/end dates: January 2010 to December 2012

Fund Management Option(s): Pass-through

Managing or Administrative Agent: UNIFEM

Total estimated budget\*: \$999,651

Out of which:

1. Funded Budget: \$999,651

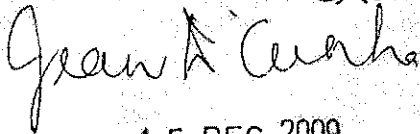

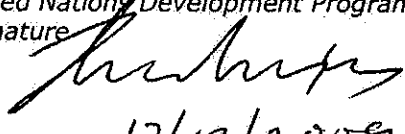
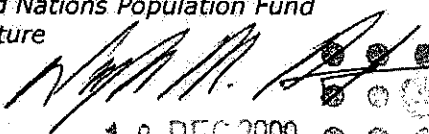

2. Unfunded budget: \_\_\_\_\_

\* Total estimated budget includes both programme costs and indirect support costs

Sources of funded budget:

- Government \_\_\_\_\_
- UN Org.... \_\_\_\_\_
- UN Org... \_\_\_\_\_
- Donor (UN Trust Fund to End Violence Against Women) \$999,651
- Donor ... \_\_\_\_\_

**Names and signatures of (sub) national counterparts and participating UN organizations**

UN organizations	National Coordinating Authorities
<p>Dr. Jean D' Cunha Regional Programme Director United National Development Fund for Women Signature </p> <p>Date &amp; Seal 15 DEC 2009</p>	<p>Mr. Wanlop Phloytabtim Permanent Secretary Ministry of Social Development and Human Security Signature </p> <p>Date &amp; Seal</p>
<p>Ms. Gwi-Yeop Son Resident Representative United Nations Development Programme Signature </p> <p>Date &amp; Seal 17/12/2009</p>	<p>Mr. Najib Assifi Representative United Nations Population Fund Signature </p> <p>Date &amp; Seal 18 DEC 2009 </p>
<p>United Nations Office of the High Commissioner for Human Rights Signature</p> <p>Date &amp; Seal</p>	

## 1. Executive Summary (1 page)

This project aims to achieve effective implementation of the Protection of Domestic Violence Victims Act BE 2550 (2007) of Thailand (hereafter the DV Act). Under the Act, different government agencies such as the Ministry of Public Health, Ministry of Justice, Police and social services are obliged to work together to provide protection and support services to survivors of domestic violence. The Ministry of Social Development and Human Security (MSDHS) is assigned to set up an operational system that triggers actions of these multiple agencies, in order to provide survivors with the comprehensive protection and support services prescribed in the law. The system includes medical treatment, immediate financial relief to the survivors, injunctive order, provisional care for affected children, rehabilitation for the perpetrator, probative order, compensation to the victims, penalty by means of public work. Consultations with implementing agencies of the Act reveal, however, that coordination among the agencies needs to be greatly improved for the Act to be effective. The lack of a rights-based and gender-sensitive perspective of the agencies involved in the implementation of the law also needs to be addressed. This project aims to bridge these gaps and will contribute to the achievement of the outcomes 1, 2, 3 and 4 of the UN Secretary General's Campaign UNITE to End Violence against Women.

The goal of the project is for women and girls facing domestic violence to receive well-functioning protection and support services through rights-based and gender responsive implementation of the DV Act. The project has two expected outcomes: 1) a well-coordinated and accountable multi-sectoral mechanism for the implementation of the DV Act established at the national level, and 2) capacity of the multi-sectoral mechanism responsible for the DV Act implementation at the national and local level enhanced to provide well-coordinated, rights-based and gender-sensitive protection and support services to women and girls facing domestic violence. Towards these outcomes, the project will support MSDHS advocate with relevant government agencies, by means of high-level dialogues/consultations and establishing regular working-level meetings among government agencies, in order to strengthen the coordination mechanism for the implementation of the Act. It will also support the establishment of a monitoring and reporting system on the implementation of the Act, with participation of civil society stakeholders, and facilitate the development of training modules on rights-based and gender-responsive approaches to domestic violence to be integrated in existing training programmes. These activities will be carried out at the national level in partnerships with central government agencies and national CSOs. The project also will work at the local level to test a practical model for an effective, rights-base and gender-sensitive coordination response mechanism for domestic violence through pilot initiatives in two areas (Thonburi area of Bangkok and Phang Nga province). Public awareness raising campaigns of domestic violence issues, the DV Act, and available support services for survivors will also be carried out in the pilot areas.

The project will work with the MSDHS as the primary government counterpart because of the leading role for implementation of the DV Act that it has been assigned in the Act, but will also closely involve other key government agencies responsible for the implementation of the Act, including Ministry of Public Health, the National Police Force, Ministry of Justice, the Judiciary, and Ministry of Interior. Civil society organizations, particularly women's NGOs, will play an important role in the project in the delivery of support services, as agents for public awareness raising, and demanding accountability of the government. Primary beneficiaries of the project are women and girls who are affected by domestic violence. Secondary beneficiaries include national and local government officials; community-based groups, local administrative bodies and local people in the pilot areas; civil society organizations particularly women's NGOs but also including networks of men and boys. The duration of the project is three years.

## 2. Project context, opportunities and challenges (1-2 pages)

A research on women's health and violence in intimate partnerships, publicized in 2003, reveals that 23 percent of women in the capital city, and 34 percent in another province, admitted to having been physically abused by their intimate partners in their lifetime, and 30 percent of women in the capital city, and 29 percent in the provincial area, said they used to face sexual violence by their intimate partners.<sup>1</sup> Statistics of the Ministry of Public Health also show that the numbers of children and women facing violence and seeking medical treatment at the Ministry's One-Stop Crisis Centers in 2007 amounted to 19,068, about half of which are women. Of the children, a large majority (80.98%) are girls. The majority of offenders in these cases are either husband/intimate partners, acquaintances, parents or other family members.<sup>2</sup> The 2009 data from the National Survey on Reproductive Health reveals that married women aged 15-19 suffered violence from their husbands twice as much as women from older age groups and the majority of them had education below secondary level<sup>3</sup>.

Thailand ratified CEDAW in 1985. Over the years, the government has introduced policies, plans and programmes to address gender discrimination, including violence against women. Thailand's latest country report to the CEDAW Committee<sup>4</sup> admitted to "worsening" situation of violence against women and the prevalence of violence perpetrated by family members or acquaintances of the victims. The corresponding Concluding Comments of the CEDAW Committee, issued in 2006, thus recommended not only the enactment of a specific law on domestic violence but also gender-sensitivity training for law enforcement personnel, the judiciary, health services providers, and others.

In July 2007, the Protection of Domestic Violence Victims Act BE 2550 (2007) was finally promulgated and came into force. Article 276 of the Penal Code was also amended in the same year to extend the penalty for rape to, among others, cases of marital rape.

The 2007 DV Act has articles providing for the establishment of a functioning system that guarantees survivors' access to support services and relief from multiple agencies. The services and relief that are to be available to survivors according to the Act include emergency interventions such as medical examination and treatment, immediate financial relief, injunctive orders (pre-litigation and during court proceedings), and provisional care for affected children. The Ministry of Social Development and Human Security (MSDHS) responsible for enforcement of the Act is aiming to establish a multi-sectoral response system in order to provide survivors of violence the support services that they are entitled to under the law in a coordinated and seamless manner by various agencies. This approach is in conformity with the recommendation of the UN expert group meeting in 2008<sup>5</sup> which promoted multi-agency coordination as

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<sup>1</sup> Kritaya Archavanichkul et. al., 2003 (2546 B.E.), *Kwam roonraeng nai chiwit khoo kap sukhaphap phuying* (Violence in intimate relationships and women's health), A research report by Institute of Population and Social Research and Foundation for Women, Supported by WHO. (in Thai)

<sup>2</sup> Ministry of Public Health, 2008, *Report on the Analysis of One-Stop Crisis Centers Data, 2004-2007*. Bangkok: Ministry of Public Health. (in Thai)

<sup>3</sup> National Statistical Office, 2009 National Survey on Reproductive Health. Draft, obtained from UNFPA Thailand office 30 October 2009

<sup>4</sup> Combined Fifth and Sixth Periodic Report of Thailand to CEDAW Committee was reviewed in January 2006 and Concluding Comments were issued. <http://www2.ohchr.org/English/bodies/cedaw/cedaw34.htm>

<sup>5</sup> Good Practices in Legislation on Violence Against Women. Expert Group Meeting organized by UN DAW and UNODC, Vienna, May 2008

a means to ensure gender sensitive implementation of legislation on violence against women.

In addition to support services and relief measures, the law also prescribes assisted dispute management procedures, compensation for victims, probative measures, and rehabilitation of perpetrators as alternatives to conventional criminal penalties of imprisonment or fine. It also contains an article mandating nationwide data collection and annual reporting of the numbers of domestic violence cases and their legal consequences to the cabinet.

Since the adoption of the Act, MSDHS has set up the Operation Center for the Prevention of Domestic Violence as the focal point to coordinate the multiple agencies that need to be engaged for an effective DV response. In 2008, MSDHS, Ministry of Justice and Ministry of Public Health jointly launched a **National Plan of Action for the Protection of Persons Affected by Domestic Violence**. The plan includes advocacy for the establishment of a Sub-committee on Preventing and Solving the Problem of Domestic Violence under the National Committee on Policy and Strategies for the Family, which will be responsible for developing national policies to facilitate effective implementation of the Act, and ensuring that the policies are implemented. MSDHS has also issued guidelines for coordination among different agencies responsible for the multi-sectoral implementation of the DV Act.

So far, MSDHS has trained more than 300 people to become "DV Act officers" and about 190 have been officially appointed. These DV Act officers are expected to fulfill the roles of making interventions in cases of domestic violence. MSDHS is also using its provincial offices and staff throughout the country to fulfill its obligations to coordinate, make interventions, and collect and report data of domestic violence incidence as required by the Act. The MSDHS has also started to conduct one-day trainings of the police force on the DV Act. It is also planning to use its Family Development Centers at the sub-district level to serve as local focal points for the implementation of the DV Act.

Other government agencies are also ramping up their efforts to address DV. For example, the Ministry of Public Health, which started its first hospital based crisis centre for children and women facing violence in 2000 and replicated it in all provinces, is in the process of expanding these One-Stop Crisis Centers (OSCCs), to the district level within each province nationwide. Up to now, the OSCCs have been playing a leading role in providing coordinated primary support services to victims of domestic and sexual violence who come to the hospital for medical treatment, although the quality of services of the OSCC varies.

In terms of legal support to survivors of violence, the Attorney General's Office has completed a MOU with the Ministry of Interior on establishment of legal aid centres at the district and sub-district levels around the country. Approximately 1,600 of these legal aid centres will be established in 2009 which will facilitate better access of survivors to pre-litigation legal counselling and assisted dispute management procedures. According to the Attorney General's Office, attorneys in provincial areas are already collaborating with OSCCs and are part of domestic violence case conferencing. The relative newness of the DV Act, with its innovative provisions on protection and support services and clear designation of a lead agency, provide an opportunity to consolidate the disparate governmental and NGO efforts and services that already exist from before the DV Act, as well as involve more agencies into the renewed efforts toward the elimination of domestic violence in Thailand. Consultations with relevant units of MSDHS affirm the Ministry's determination to fulfill its mandate under this law. MSDHS has pledged for a budget of 34.5 million baht to be approved by the Parliament for the implementation of the Act in 2010. Manifest interest in the Act among women's NGOs, as seen in their activities to introduce the law to local communities and attempts to utilize the law in their advocacy work, is conducive to the execution of this project.

### 3. Justification (1-2 pages)

Despite the opportunities above, consultations with people working on prevention and response to survivors reveal that after almost two years, the DV Act is yet to be fully utilized and known among the public. The number of cases filed with the Juvenile and Family Court under the law a year after coming into force counted to only about ten cases.<sup>6</sup> This under-utilization is attributed to various gaps, including the lack of common understanding of the law's innovative measures and methods of implementation among law enforcement personnel and service providing sectors, the lack of effective coordination among different agencies when it comes to the multi-agency response system, the lack of facilities for emergency interventions and rehabilitation, and the lack of public awareness of the law. Also, staff of the agencies that are responsible for the protection and provision of support services to survivors of domestic violence often lack the knowledge and understanding of their roles from a rights-based and gender sensitive perspective. The monitoring system is also still nascent as various stakeholders have own systems of data collection and the national database of gender statistics contains very few data on gender based violence. These structural inadequacies and capacity limitations are having detrimental effects on the protection of women's and girls' human rights. In addition, the content of the law is also criticized for its emphasis on maintaining stability of the marriage and family institution rather than protecting women's human rights.<sup>7</sup>

The UN Country Team recognizes that the government, as the main duty bearer for women's human rights protection, needs to be supported to fulfil its obligations of realizing the provisions of the DV Act. Based on the recognition of the above gaps, the project aims to support the government to address the following: 1) the lack of effective coordination in implementation of the DV Act, 2) the capacity and knowledge gaps among key implementers of the Act on how to support DV survivors in a gender responsive and right-based manner, and 3) awareness raising at the community level as a means to facilitate better access to services promised in the DV Act, but also for primary prevention at the community level – an element not well addressed in the DV Act itself. The planned results in these areas will contribute to the achievements of the outcomes 1, 2, 3 and 4 of the UN Secretary General's Campaign UNITE to End Violence against Women 2008-2015<sup>8</sup>.

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<sup>6</sup> From discussion at a seminar on "Anti-Domestic Violence Law and the Judicial Practice", 29-30 November 2008, Holiday Inn Resort, Cha-am, Thailand.

<sup>7</sup> Siriporn Skrobaneck, 2009, "An Analysis of Thai Domestic Violence Victim Protection Act, 2007, in the Framework of International Standards and Good Practices", Paper presented at the Development Cooperation Seminar on Domestic Violence Act: Addressing Gender-Based Violence from Policy to Practice, 2 July 2009, Amari Water Gate Hotel, Bangkok, Thailand.

<sup>8</sup> Output 1.3 – Protocols and regulations for implementation of legislation in place from all relevant sectors at all levels, including health, police and justice; 1.4 – Increased awareness of laws against violence against women. In cooperation with relevant women's organizations and civil society groups, increased awareness by women and girls of their rights and the availability of services; 2.2 – Governments have increased capacities to develop, implement, monitor and evaluate adequately resources national plans of action with emphasis on prevention; 2.3 – Protocols and regulations to ensure implementation in place for all relevant sectors at all levels; 2.4 – Wide range of stakeholders, including at local levels, have the capacity and opportunities to engage in development, implementation, monitoring and evaluation of National Plan of Action; 3.2 – Country has integrated data collection on VAW/G into their administrative and routine reporting systems, including for health, police and justice; 3.3 – Country commits to ensuring the gender disaggregation of existing data where possible; 4.1 – Country has undertaken national and local awareness raising campaigns; 4.2 – Country has implemented effective national and local prevention strategies, including those directed at strategic groups;

In terms of enhancing coordination, improvement is needed at the national policy/institution level starting from the generation of high-level commitment to creating a functioning system for collaboration and partnerships between agencies for the benefit of the survivors. Practitioners in OSCCs, NGOs, social workers and law enforcement officers at the community level are also asking for practical procedural guidelines and systems that facilitate their working together at the community level. Thus the project will operate both at the national institutional level, as well as support two pilots at the local level, one in urban and one in rural setting, in order to develop, by the end of the project, a replicable working model of multi-agency collaboration on the ground, pooling together various experiences that already exist in various agencies and NGOs.

At the national level, the project will also support the government in developing an accountability system for implementation of the Act. The project will build on the mandate of MSDHS to collect data and present annual reports to the cabinet, and expand this further to promote public accountability. The current monitoring and reporting requirement is limited to four indicators counting the domestic violence cases reported, number of protection orders, other orders by court or authorities, number of violations of these orders and the number of settled cases, whereas a proper accountability system should also capture the actions taken by implementing agencies to improve their provision of services, and the performance of such through seeking feedback of users. In addition to assisting the MSDHS capture such information through providing technical assistance towards consolidating a VAW database and generating annual reports, the project will also promote public accountability through supporting a participatory mid-term review of the DV Act implementation involving civil society groups towards the end of the project. This will extend the accountability of implementing agencies to not only the cabinet but also the rights-holders, and promote the culture of accountability among government agencies.

Efforts to close the capacity gap within law enforcement, service providers and the justice system is critical in ensuring that survivors are treated with respect and have access to those services and remedies promised in the Act. It is not like no training has taken place for these key implementors of the law in the past, but they have been ad hoc with no follow-up, and the content and quality have been questionable – not necessarily promoting the human rights of the women and girls seeking support and redress. Therefore, the project will develop sustainable capacity development resources in terms of knowledgeable trainers and resource persons, pay attention not only to the quantity of training and other capacity development support, but also the content and quality of it. The project will work with ministries, government training institutions and civil society groups to ensure that concerned agencies institutionalise capacity development that promotes understanding and application of rights-based and gender-responsive approaches in the domestic violence response system.

This part of the project presents an added perspective. It addresses the criticism, mostly made by women's NGOs, that the DV Act does not give enough weight to protecting women's human rights, as well as the criticism of the justice system lacking in gender sensitivity when dealing with cases of gender-based violence. Thus, the project will contribute to existing training activities run by government agencies, such

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4.3 – Increased awareness and action by key strategic actors (men and boys, adolescents and youth, faith based organizations, private sector, human rights groups); 4.4 Increased capacity and opportunities for women's groups and networks to participate in social mobilizations and awareness raising and advocacy for other prevention strategies; 4.5 –Enhanced media involvement and positive coverage. In UN Secretary General's Campaign UNiTE To End Violence Against Women. Framework for Action. Programme of UN Activities and Expected Outcomes 2008-2015

as MSDHS and the National Police Force.

The UNCT of Thailand is well-placed to implement the project as its member agencies have had extensive experiences working in partnership with various government agencies and CSOs, particularly women's NGOs, on multiple issues related women's human rights, women's health, and gender-based violence. Each UN agency participating in this programme has expertise in different areas which will be combined to provide holistic technical assistance to the government. UNIFEM's strength is in supporting the development and implementation of gender-responsive, rights-based policies and programmes, and promoting public accountability mechanisms. UNFPA brings to the project its experience working on gender based violence with sexual and reproductive-health services, and UNDP its track record of supporting the Thai Government with establishment of better data collection and analysis systems. OHCHR works to strengthen capacity at the national level for protection of human rights, and has experience working with law enforcement. The UN Partnership Framework for 2007-2011, in line with the national priorities of Thailand, has decided to support national efforts in enhancing access to quality social services and protection, especially for the most vulnerable and marginalized groups; and advancing the decentralizations process by empowering sub-national administrations to respond to peoples' rights issues, including through high quality data production and use. Therefore, the UNCT members have maintained mutually cooperative relationships with these agencies and organizations, both at the national and local levels. The project will produce a catalytic impact on well-functioning domestic violence response mechanism that is gender responsive and emphasizes on protecting the rights of women and girls.

#### 4. Strategies

The project uses a multi-pronged strategy of advocacy, capacity development, awareness raising, and piloting the implementation of the DV Act with rights-based and gender-responsive approaches. All these strategies aim to enhance the effectiveness of the multi-sectoral response mechanism to domestic violence as stipulated in the DV Act and strengthen the accountability system of the government at the national and local levels.

The multi-pronged strategy is employed on the understanding that key contributing factors and determinants of violence against women exist at the individual/relationships, community and societal levels<sup>9</sup> and, therefore, require an intergated, coordinated and collaborative approach between government agencies, communities and individuals.<sup>10</sup> Global good practices in combatting and eliminating violence against women, as those mentioned below, strongly recommend such multi-level, multi-agency integrated approaches in reducing VAW. For example, the Expert Group Meeting on Violence Against Women recommended various strategies proven to bring about transformation in communities, in government agencies in charge of implementing legislation, and service providers. These are in the areas of development of skills and capacities of personnel in the health, justice, education, social welfare systems who are responsible for implementing the law; improving coordination and stakeholder

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<sup>9</sup> Heise L., Garcia-Moreno C. Intimate partner Violence. World Report on Violence and Health. WHO, 2002

<sup>10</sup> Preventing violence before it occurs. A framework and background paper to guide the primary prevention of violence against women in Victoria. <http://www.vichealth.vic.gov.au/en/Resource-Centre/Publications-and-Resources/Mental-health-and-wellbeing/Preventing-violence/Preventing-violence-before-it-occurs.aspx>. Victorian Government, Melbourne 2007. Viewed 25 November 2009

participation for provision of services; and prevention/awareness raising campaigns involving different sectors and stakeholders.<sup>11 12</sup>

Recent research from Australian National Council to Reduce Violence Against Women and their Children also suggests that primary prevention methodologies should be combined with secondary (such as mobilization of communities to act against violence, structural and policy interventions to strengthen gender equality, improve criminal justice system) and tertiary interventions (focussed on provision of support, counseling and advocacy for victims, criminal justice responses, promotion of recovery and rehabilitation) in order to achieve long term results of reducing violence against women.<sup>13</sup>

**Advocacy with government agencies and stakeholders** – This strategy aims at promoting understanding of and commitment to multi-sectoral implementation of the DV Act among government agencies at the ministerial level, with the support of civil society stakeholders. The strategy builds on the premises that effective implementation of a law, policy or plan of action is much contingent on the commitment of high-level officials of each agency. It responds to the uniqueness of the DV Act, which stipulates the establishment of a multi-sectoral domestic violence response mechanism. Effective coordination is therefore central to the implementation of this law. Consultations with implementers and users of the Act on the ground indicate that, at the practical level, the lack of an effective coordination system among different agencies remains a major obstacle for successful protection of the rights of women and girls affected by domestic violence.

Activities under this strategy include high-level consultations and dialogues among different ministries/agencies to generate recognition of the importance of the DV Act among these key actors, and to promote their commitment to its effective implementation. A national forum for sharing of good practices and lessons learned from implementing anti-DV laws in Thailand, with some international experiences, will be carried out together with provision of technical assistance to ministries/agencies to improve their policies, plans of action and coordination guidelines.

Advocacy strategy will be used hand-in-hand with the capacity development of relevant stakeholders at the national and local levels.

**Capacity development with a focus on rights-based and gender-responsive approaches** – Effective legal protection and provision of support services in domestic violence cases call for rights-based thinking and gender sensitivity. Several provisions of the DV Act require that law enforcement personnel and services providers – including the police, public attorneys, judges, mediators, health personnel, social workers, etc. – go beyond the conventional criminal legal measures to engage in more comprehensive protective measures and support services such as emergency intervention, injunctive orders, physical and psychological treatment, immediate financial relief, placement in emergency shelters, provisional care for

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<sup>11</sup> Report of the Expert Group Meeting on Violence against Women: Good Practices in combating and eliminating violence against organized by the Division for the Advancement of Women, 17-20 May 2005

<sup>12</sup> Lori Michau. Good practice in designing a community –based approach to prevent domestic violence. Expert Group Meeting on Violence against Women: Good Practices in combating and eliminating violence against organized by the Division for the Advancement of Women, 17-20 May 2005

<sup>13</sup> Background Paper to Time for Action; The National Council's Plan for Australia to Reduce Violence against Women and their Children, 2009-2021. [http://www.fahcsia.gov.au/sa/women/pubs/violence/np\\_time\\_for\\_action](http://www.fahcsia.gov.au/sa/women/pubs/violence/np_time_for_action)



affected children, compensation for the victims, and rehabilitation of perpetrators. While rights-based thinking provides an overall framework for these processes, sensitivity to the dominant paradigm of gender inequality, unbalanced power relations between sexes, and awareness of social stigmatization of victims of domestic and sexual violence should be maintained at all levels of interactions in the implementation of the law.

The capacity development strategy used in this project entails operational capacity, such as knowledge of protocols, procedural guidelines for effective coordination among relevant ministries/agencies, as well as conceptual and operational capacity to apply the above rights-based and gender-responsive approaches to all steps in the implementation of the law. It starts with mapping of existing training materials, developing training modules for health service providers, police, judicial personnel, psycho-social counselors, legal aid providers, social workers on rights-based and gender-responsive approaches for personnel of the multi-sectoral domestic violence response system, with participation from experts, resource persons and organizers of existing training programmes run by different agencies. Once completed, the modules will be tested in pilot provinces by the agencies and integrated, thus institutionalized, into existing training programs for the DV Act implementing agencies and other relevant training institutions. It is expected that knowledge, attitudes on DV/GBV towards survivors and behavior of service providers will be changed resulting in higher rates of care and services provided, of cases investigated, prosecuted, perpetrators punished, legal aid provided, and greater protection of survivors.

**Capacity development for a strong accountability system** – Accountability is fundamental to rights-based thinking. It provides a framework for assessment of state obligations to human rights protection. In Thailand, the culture of state accountability is emergent. In the context of the DV Act, the extensive interest in the Act among CSOs, particularly women's NGOs, and the growing international and national demands for the state to keep up with international human rights standards provide a fertile ground for the building of an accountability system for the law. This strategy seeks to expand the mandate of MSDHS, from collecting data and preparing annual reports to the cabinet, to presenting its reports also to the public. In addition, it promotes the participation of civil society stakeholders in reviewing and assessing the government's performance in the implementation of DV Act.

This component will start with the provision of technical assistance for government agencies to identify and develop a viable system for a coordinated national database on gender-based violence, with a particular focus on domestic violence. The approach is based on the understanding that baseline data and a well-developed database will contribute significantly to the reporting system and measurement of success and accountability. The qualitative and quantitative indicators to measure VAW/G and effectiveness of responses will be harmonized with the globally-agreed indicators described in the Compendium of Monitoring and Evaluation Indicators of VAW/G.

The project will also provide technical assistance to the MSDHS for the preparation of annual reports on domestic violence situation and the implementation of the DV Act, to be presented to the cabinet as well as the public. To prepare the reports, MSDHS will work with the various implementing agencies and key CSOs. Also, the project will support a participatory review process in which the DV Act, its implementation, and its impact will be appraised by stakeholders, including CSOs, and results will be presented at a national conference along with good practices and lessons learned from the pilots. CSOs, including members of the CEDAW Watch Network consisting of national and local women's groups, human rights groups and community based organisations, will be supported to monitor implementation of the DV Act through data collection, analysis and preparation of reports. Their reports and advocacy documents will be presented together with the government's annual report and mid term review report.

Also, civil society's monitoring report of the DV Act will feed into the CEDAW shadow report planned to be submitted in 2011.

***Piloting a model for multi-sectoral response and prevention at the local level*** – This strategy is part of the capacity development effort made by the project. It aims at creating a workable model of a multi-sectoral DV response mechanism and primary prevention activities at the local level, again with the rights-based perspective and gender-responsiveness. Two distinct pilot areas, one in an urban and one in a rural setting, have been selected. These are Thonburi area of Bangkok and Phang Nga province. They are selected because both localities have agents known for their commitment or have a track record of handling gender-based and domestic violence cases, and whose capacity can possibly be enhanced to become the driver of the pilot coordinated response system in the particular locality. The piloting will include designing and implementing a seamless primary response, referral, relief, remedy and immediate to longer-term support system with participation of local staff of relevant ministries/agencies, local administrative bodies, community-based groups, and women's groups. It will also mobilize the community including community-based groups, and women's groups, schools, men and boys networks etc. in designing and implementing community led primary prevention action.

The project will employ primary prevention approaches that are promoted internationally<sup>14</sup> such as public information dissemination and awareness raising, community mobilization through working with youth, men and boys, other community based organizations.

Particular effort will be made to identify men and boys groups that could carry out advocacy on DV with their peers. Also, primary prevention actions by partners will address prejudices and stereotyped roles of men and women with aim to reach out to parents and teachers and to make an impact on early and adolescent stages.

The reports and evaluations of the One Stop Crisis Centres in Thailand had explored some aspects of primary prevention strategies, such as measuring attitudes of public in communities, of the volunteers and police officers on VAW and DV, and linkages to the No Alcohol Approach, however, these studies lack rigorous conceptual and analytical framework. Therefore, this project will address existing gaps in evidence base by undertaking a baseline surveys and evaluation by the end of programme (see Monitoring and Evaluation section). Experiences in implementing the pilot project, with good practices and lessons learned, will be systematically documented and analyzed for replication in other areas after completion of the project. This piloting strategy will contribute to the sustainability of the project.

It is expected that due to the awareness raising and community mobilization in pilot areas, there will be an increased demand for referral and services for women survivors of violence. The project will simultaneously build capacity of law enforcement, justice system, health care, legal aid, social service providing agencies to deliver services to women survivors and respond effectively to the increase in demand.

***Public awareness raising*** – This strategy complements other activities of the project which focus more on the legal framework and legal implementation. The public awareness raising will be targeted to the pilot communities in order to 1) disseminate knowledge of the DV Act and available support services in the pilot areas for survivors, and 2) for primary prevention purposes by informing the public in the pilot areas what DV is and how it should not be tolerated. In the pilot areas, community-based groups – such as that of

women, youth, boys, men as well as local staff of the multi-sectoral domestic violence response mechanism, local administrative bodies, school students and teachers, etc. – will be mobilized to work together to create awareness-raising campaigns against domestic violence and disseminate knowledge of the DV Act and available support services for victims. National womens' NGOs and alternative media groups will be involved to share their expertise with local groups on campaign management and local media production. A documentary and/or short film will be produced on DV to be used in the awareness-raising campaign, including broadcasting possibly on two public television channels. The film can also be used as materials in training programmes for staff of the multi-sectoral domestic violence response mechanism.

## 5. Coverage and scope of project

### ***Coverage of project***

The project focuses on influencing certain changes at the national level, as well as the local level through the pilots. At the national level, the project targets the generation of political commitment and rendering a high-level coordination mechanism, establishment of an accountability system for the DV Act implementation at the national level, capacity development with a focus on developing and institutionalizing training modules with rights-based and gender-responsive approaches.

The local level pilots which are expected to generate knowledge and a working model for coordinated response and primary prevention at the community level will be in two locations – in Thonburi area of Bangkok and Phang Nga province. The decision to pilot in one urban and rural locality each is based on the understanding of the different administrative systems and availability of infrastructure between urban/rural settings which need to be separately tested. Within the pilot locations, approximately three or four districts per province/municipality have been selected and not the whole territory of each province/municipality will be covered.

Selection of the pilot sites was made in consultation with implementing ministries/agencies of the DV Act and civil society stakeholders during the project development phase. The following criteria were used for the selection of the pilot locations:

- 1) Existence of local-level agency/ies – such as One-Stop Crisis Center, MSDHS branch office, police station, judicial court, community based organizations, etc. – that are known for their commitment or have a track record of handling gender-based and domestic violence cases, and whose capacity can possibly be enhanced to become the driver of the pilot coordinated response system in the particular locality.
- 2) Moderate distance from the Capital in order to control costs.

The pilots will be evaluated before the end of the third year and a replication plan will be developed.

### ***Beneficiaries***

Primary beneficiaries of this project are women and girls survivors of domestic violence or those vulnerable to suffering from domestic violence. The project advocates the rights of women and girls facing the difficult situation of domestic violence so that they will at least have access to protective measures and support services, under the DV Act, that are well-functioning, rights-based and gender sensitive. While recognizing that the DV Act offers protection to a wider range of beneficiaries, including boys, men, elderly, disabled or infirm people who suffer from violence inflicted upon them by their family members,

this project limits its scope to women and girls in that situation. This decision is made based on the testified data that the overwhelming majority of people suffering from domestic violence are women and girls, and that forms of stereotypically gender characteristics and inequality exist which place women and girls in a vulnerable position in the face of domestic violence. Certain stereotypical gender characteristics of women and girls also add to the detrimental effects of domestic violence on them. It is estimated that project will reach out to 150,000 women in the Thonburi area of Bangkok and 30,000 in Phang Nga province.

Secondary beneficiaries of the project include:

- 200 decision makers and the middle level officers at the national level from ministries/agencies responsible for the DV Act implementation, including MSDHS, Ministry of Public Health, the National Police Force, Ministry of Justice, the judiciary, Ministry of Interior, etc. who will participate in the national level coordination mechanism for implementation of the Act.
- 6 Government training institutions (MSDHS, Ministry of Public Health, the National Police Force, Ministry of Justice, Ministry of Interior, the judiciary,) that will participate in the development of capacity development tools and modules and are expected to adopt them in their core capacity development programmes.
- 350 Provincial administration officials of ministries/agencies responsible for the DV Act implementation, including MSDHS, Ministry of Public Health, the National Police Force, Ministry of Justice, Ministry of Interior, the judiciary, etc. who will participate in the local level coordination mechanism for delivery of response services
- 10 Community-based groups, local women's groups, networks of men and boys, and local people in the pilot areas who will design and participate in community awareness raising and primary prevention initiatives.
- 9 Civil society partners or stakeholders in the implementation of the DV Act, including women's NGOs working on gender-based violence (3), non-governmental providers of free legal aid (1), local media channels such as community radio stations (5), etc.
- 5 Hospitals in Thonburi and 8 in Phang Nga
- 33 Primary and secondary schools in Thonburi and 13 in Phang Nga

In most cases, high- and implementing-level government officials will benefit from the project through the enhancement of their capacity to perform their designated duties in relation to the implementation of the DV Act more effectively. This helps to increase their level of accountability to the public. The benefits for community-based groups and local people in the pilot areas are two-fold. Firstly, they will benefit from enhanced capacity to organize their community members and deal with domestic violence cases in their community, both on the preventive and protective sides. Secondly, with the presence of the pilot project, it is expected that the incidence of domestic violence in these areas will decrease in the long-term, leading to their benefit of living in a safer and more peaceful community. National CSOs such as women's NGOs, on the other hand, will be able to participate more actively and meaningfully in the appraisal and reporting processes for the government's performance in implementing the DV Act. These opportunities for participation enhance their capacity to hold the government accountable for the protection of women's and girls' human rights.

## 6. Expected results and main activities to achieve them

The overall goal of the project is for women and girls facing domestic violence to receive well-functioning protection and support services through rights-based and gender responsive implementation of the DV Act. The project has two outcomes and five outputs as follows.

**Outcome 1:** A well-coordinated and accountable multi-sectoral mechanism for the implementation of the DV Act is established at the national level.

Towards this outcome, the project needs to promote better coordination among different ministries/agencies responsible for the DV Act implement (Output 1.1).

This will be achieved through the following activities:

- 1) Support high-level dialogues and consultations to be convened among ministries/agencies responsible for the DV Act implementation (MSDHS, MPH, NPF, MJ, the Juvenile and Family Court, the Criminal Court, MI, etc.) in order to promote understanding of and commitment to well-coordinated implementation of the DV Act Support high-level dialogues and consultations to be convened among ministries/agencies responsible for the DV Act implementation in order to promote understanding of and commitment to well-coordinated implementation of the DV Act.
- 2) Support ministries/agencies responsible for the DV Act implementation to identify gaps in the existing policies, plans of action and coordination guidelines of relevant ministries/agencies and update these documents in collaboration with civil society stakeholders, and convene regular coordination meetings to review implementation.

In order to strengthen accountability of relevant agencies involved in the multi-sectoral domestic violence response mechanism, a performance (and incidence) monitoring and reporting system of the DV Act implementation must be established at the national level (Output 1.2).

As mentioned earlier, MSDHS is mandated to compile statistics of domestic violence incidence and make annual reports to the cabinet. In Thailand at present, there are no coordinated databases on gender-based violence, or specifically on domestic violence, at the national level. Existing data are those recorded by specific agencies, which are often limited to cases reported to those particular agencies. Development of an online database system is underway at MSDHS, but indicators are limited, mainly focusing on numbers of cases of domestic violence, and not other forms of gender-based violence. It is envisioned that the database will contain data and information on the incidence of intimate partner and other forms of gender based violence, on programmes in health, education, justice and security, social welfare sectors, including information on change in knowledge, attitudes, behavior of women, and service providers. Also, database will include information about programmes addressing the prevention of VAW/G among youth, men and boys, and other target communities as well as change in individual behaviour. The indicators for the Thailand's database will be derived based on the Compendium of Monitoring and Evaluation Indicators<sup>15</sup>. In this respect, the project seeks to enhance MSDHS's work on the database and advocate for setting up an accountability system for the DV Act implementation through the following activities:

- 1) Support MSDHS and other relevant agencies such as MPH, NPF, the National Statistics Office, in

<sup>15</sup> Violence Against Women and Girls: A Compendium of Monitoring and Evaluation Indicators  
<http://www.cpc.unc.edu/measure/tools/gender/violence-against-women-and-girls-compendium>.

collaboration with CSOs, to map out and review existing databases on gender-based violence, with a particular focus on domestic violence, to identify existing tools, data sources and gaps.

- 2) Provide technical assistance to MSDHS and other relevant agencies such as MPH, NPF, the National Statistics Office, and CSOs, to enhance their capacity to work together to define and develop a viable system for a coordinated gender-based violence/domestic violence database at the national level.
- 3) Provide technical assistance to MSDHS and other relevant agencies such as MPH, NPF, the National Statistics Office, and CSOs to set up a local-level gender-based violence/domestic violence database at the local level in the pilot areas (see Output 2.2) as a pilot for development of the national database.
- 4) Support MSDHS, in consultation with relevant agencies such as MPH, NPF, MJ, judicial courts, MI, and CSOs, to prepare annual reports on the DV Act implementation and present them to the public through public forums and the media.
- 5) Support MSDHS, in collaboration with other relevant agencies such as MPH, NPF, MJ, judicial courts, MI and CSOs (particularly women's groups), to carry out a participatory mid-term review of the DV Act, its implementation, and its impact on the protection of women and girls facing domestic violence.
- 6) Organize a national conference on the results of the mid-term review targeting ministries/agencies responsible for the DV Act implementation and civil society stakeholders to share experiences, good practices and lessons learned from implementing the DV Act.

**Outcome 2:** Capacity of the multi-sectoral mechanisms responsible for the DV Act implementation, both at the national and local levels, is enhanced, enabling them to provide well-coordinated, rights-based and gender-sensitive protection and support services to women and girls facing domestic violence.

Three outputs (2.1, 2.2 and 2.3) are identified to achieve Outcome 2, namely:

First is the development of training modules on rights-based and gender-responsive approaches to domestic violence and institutionalization of these modules in existing training programs of relevant agencies (Output 2.1).

A range of activities will be conducted for this output, including:

- 1) Set up a technical working group comprised of relevant ministries/agencies including MSDHS, MPH, NPF, MJ, the Judiciary, MI, CSOs (particularly women's groups), and individual experts and UN agencies, to oversee the development and institutionalization of training modules on rights-based and gender-responsive approaches to DV cases.
- 2) Support the mapping of existing training programmes on gender equality, women's human rights, gender-based violence and domestic violence with relevant ministries/agencies including MSDHS, MPH, NPF, MJ, the Judiciary, MI, and their training arms/units, CSOs (particularly women's groups) to identify strengths and gaps.
- 3) Support relevant ministries/agencies including MSDHS, MPH, NPF, MJ, the Judiciary, MI, and their training arms/units, and CSOs (particularly women's groups), to develop new or improve existing training modules for personnel of government agencies responsible for the DV Act implementation as well as non-governmental service providers on rights-based and gender-sensitive responses to domestic violence. The modules will contain material on gender, gender equality, unequal power

relations and gender biases at individual/family/community and societal level, with focus on the areas relevant to the particular sector, and the ways of how the DV Act should be implemented by each sector with a gender sensitive, human rights approach. The modules will use participatory adult learning methods and aim to change not only knowledge but the perceptions and attitudes toward women and girls survivors of domestic violence.

- 4) Try out the training modules in the pilot areas (see Output 2.2) and review and revise the modules.
- 5) Support relevant ministries/agencies including MSDHS, MPH, NPF, MJ, the Judiciary, MI, and their training arms/units, and CSOs (particularly women's groups) to advocate for integration of the training modules developed into regular training programs of the agencies.

In the second part of outcome two, a pilot project will be implemented in two pilot areas to try out a local-level comprehensive and replicable pilot model of a multi-sectoral DV prevention and response system that is rights-based and gender-responsive (Output 2.2).

The following activities will be carried out to produce this output:

- 1) Convene the national and local focal points of ministries/agencies responsible for the DV Act implementation, including MSDHS, MPH, NPF, MJ, the Judiciary, MI, and civil society stakeholders in the pilot area to set up the model of coordinated support services and referrals to be tested, and develop a workplan.
- 2) Set up a monitoring system of the pilot, including identification of indicators, development of a monitoring framework and collection of baseline data.
- 3) Organize capacity development activities for staff of the multi-sectoral domestic violence response system and CSOs and community-based groups in the pilot areas, with special emphases on coordinated support services and referrals, and the understanding and application of rights-based and gender-responsive approaches to domestic violence cases.

Capacity development activities include learning through training, on job coaching, mentoring and exchange / networking:

- Trainings for relevant agencies using training modules developed under Output 2.1
  - Networking forums of different sectors working on domestic violence, including DV Act officers appointed by MSDHS, the police, medical and health personnel, providers of emergency shelters, CSOs/women's groups providing legal aid and other support services, public attorneys, judges and court personnel, etc.
  - Technical assistance for case conferencing
  - Technical assistance to the domestic violence operating centers of the MSDHS at provincial and sub-district level to act as coordinating and information hubs for the multi-sectoral domestic violence response
- 5) Establish a screening and referral system in public health units, including in the antenatal care and family planning clinics, for women and girls affected by domestic violence.
  - 6) Support community-based organizations and local women's groups, and others to work with experienced national women's NGOs and CSOs in providing legal counseling and support services to

women and girls affected by domestic violence in the pilot areas

- 7) Support community based organizations, including local women's groups, and local administrative organizations, to develop primary prevention programmes (e.g. local network of men and boys, community awareness raising) for domestic violence in the pilot areas
- 8) Support MSDHS in conducting an evaluation of the pilot model and convening a national forum to share the evaluation findings and the model.
- 9) Document the operational processes, good practices, challenges and lessons learned from the pilot project for replication of the pilot model in other areas.

The third output under Outcome 2 aim at increased public awareness on gender-based violence, with particular attention to the domestic violence incidence and the DV Act (Output 2.3). The activities leading to this output are:

- 1) In the pilot areas, work with CBOs and local groups,(women's groups, youth groups, networks of boys and men, local authorities, school administration and students, etc.), to develop and implement awareness-raising campaigns against gender-based violence, particularly domestic violence, the DV Act and support services to women and girls affected by domestic violence. An approach to change social norms on gender roles and unbalanced power relations between sexes from human rights perspective will be used to enhance the positive role of men in the well being of their partners, families and communities. Men and boy's attitudes will change to recognize DV/GBV as a violation of human rights, to agree that DV is unacceptable and to become willing to assist a woman being beaten by her husband or partner. Also attitudes and behavior of women and girls will change that they will report incidences of DV /GBV from their husband or partners, that DV is not a private matter and should not be tolerated.
- 2) Produce a documentary or short film on domestic violence, to be used in the awareness-raising campaigns, public events, training programmes and broadcast by local and national media channels.

#### **7. National Capacity Development**

National capacity for implementation of the DV Act will be developed among policy makers, service providers (both government and non-government), judiciary actors, and law enforcement agencies. Capacities will be developed through advocacy with high-level representatives of ministries/agencies responsible for the DV Act implementation, regular coordination meetings among implementing agencies, establishment of a monitoring and reporting system for the DV Act implementation, development of guidelines and protocols for each agency, development of training modules on rights-based and gender-responsive approached which will be institutionalized in regular training programmes of government and non-government agencies, particularly of their training institutions. Training events will be followed up by continuous on-the-job mentoring and coaching of the staff. Also, knowledge and skills will be further affirmed through participation of these various groups in the planning and implementation of project activities. For example, the development of a monitoring and reporting system on implementation of the DV Act for various ministries will be done through a working group approach where the ministry staff will identify the monitoring indicators and means of collection by themselves through mentoring support of a technical expert rather than having a technical expert develop such on his/her own.

By the end of the project, policy makers will be familiar with human rights principles and the requirements of the DV Act to be able to propose gender responsive policies and programmes that further support the implementation of the Act. In particular, MSDHS would have gained the know-how to coordinate a multi-



agency planning, monitoring and reporting system for the implementation of the Act. Service providers will have the knowledge and skills to provide counselling and services that are gender sensitive and respect the rights of women, and the Ministry of Public Health would have developed its capacity to provide such capacity building support to health care providers. In terms of the judiciary sector and law enforcement agencies, there will be a certain number of judges particularly of the Juvenile and Family Courts, the Criminal Courts, attorneys, court personnel, family mediators, and police officers that will be equipped with the skills to handle domestic violence cases in a gender sensitive manner. Ministries that oversee the capacity building initiatives during the project will be left with tools and capacity to roll-out trainings further. Ministry of Interior, MSDHS and local administrative bodies in the pilot areas that would have participated in the pilot project would have gained the know-how to replicate the model to other areas or communities. Local staff of the multi-sectoral domestic violence response mechanism in the pilot areas will gain operational skills in dealing with domestic violence cases and develop a rights-based perspective and gender sensitivity in their work. Overall, capacity building of staff will lead to change in their knowledge, attitude and behaviour. For instance, trained health care staff of local hospitals will implement the protocols for clinical management of DV survivors, they will be able to identify, refer and care for survivors. In the justice sector, law enforcers will be trained to respond to incidents of DV according to the national protocol and procedural guidelines, investigate cases, prosecute them, and convict the perpetrators, and similarly, other sectors and service providers will enhance their capacities and capabilities to act to address DV/GBV.

Capacity will also be developed among CSOs, particularly national women's NGOs, through their participation in various components of the project, including the establishment of the monitoring and reporting system for the implementation of the DV Act, development and utilization of training modules, working with local communities in the pilot project, and awareness raising. They will enhance their skills to monitor the implementation of DV Act, such as in data collection, analysis, preparation of monitoring and advocacy reports. Community-based groups, local people and other key actors in the pilot areas, including women's groups, youth groups, men, boys, school students and teachers and local administrative bodies, will develop their capacity to organize community members, run campaigns, and provide counselling and support service through participation in activities such as primary prevention programs and working with experienced national CSOs in providing legal counselling and support services to women and girls affected by domestic violence in the pilot areas. Capacity of media production groups and journalists to address GBV and DV will be enhanced through their exploration of issues related to domestic violence and the DV Act.

#### **8. Sustainability**

Elimination of DV is a long-term process that involves changing people's attitudes and behaviors, and thus requires sustained commitment. The Government of Thailand, particularly MSDHS, MPH, and some pockets of the judiciary are already showing their commitment to operationalize the DV Act and ensure access of women and girls to better services by allocating their own budgets to some activities. In the case of MSDHS, it has requested a budget of 34.5 million baht (approximately 1 million) to the parliament for 2010, and this has been approved. This is a good indication that if the project can generate good results, new knowledge, resources and methodologies, the government may be ready to allocate their own budget and adopt them in their own programmes. The institutional commitment for collaboration between agencies is also already being formalized. MSDHS is currently preparing a Memorandum of Understanding (MOU) to be signed among the government agencies involved in the implementation of the DV Act. This MOU will be prescribing cooperation among them and setting out clear roles and responsibilities of each agency in the implementation of the DV Act. Also a separate MoU will be signed between government and NGOs, allowing more funds to be allocated to NGO to provide services such as

legal aid, counseling and shelter.

In general, sustainability depends on capacity of a core group of advocates, national ownership and budgetary resources. The project uses several strategies to increase the prospects for sustainability of the initiatives supported and the capacities developed.

- 1) In order to sustain capacity development programmes and ensure institutionalization and continued use of training resources developed through the programme, the government training institutions and training arms of government agencies (e.g. judicial training institution, police training academy) will be involved from the beginning to design the capacity development programmes and materials together.
- 2) Pilot initiatives will be designed and implemented with the participation of the agencies and their senior officials that will be responsible for allocation of resources for upscaling and replication of the pilot initiatives, so that they have ownership of the pilot and the model generated. Project activities at the community level will involve representatives of local administrative organizations in its planning, in order to ensure local ownership and increase the possibility for allocation of local budgets through these local representatives.
- 3) How-to documents and tools will be developed to capture the knowledge generated from the pilot initiatives and to facilitate replication
- 4) The accountability mechanism that will be developed by the programme will also increase the prospects for sustainability of political commitments by increasing popular demand for government action.

#### **9. Partnerships and National Ownership**

The project partners with government ministries/agencies, including MSDHS, Ministry of Public Health (MPH), the Ministry of Justice, the National Police Force (NPF), the Ministry of Interior (MI), the Judiciary such as Juvenile and Family Court, the Criminal Court, and other service providing agencies, as co-implementers of the project. Civil society groups, including women's NGOs working on violence against women, will play a critical role in the project, particularly by contributing their expertise to the development of training modules on rights-based and gender-responsive approaches to domestic violence, collaborating with local government agencies and community based organizations in the implementation of the pilot projects, and participating in the developing an accountability system for the Act. A joint consultation meeting as well as bilateral meetings with these partners have been organized to jointly identify the issues to be addressed by the project, build on existing knowledge and initiatives of partners, and ensure that the project is owned by the partners.

MSDHS is the government agency assigned to oversee the establishment of the multi-sectoral domestic violence response mechanism under the DV Act. The Ministry serves as the national implementing agency for coordinating the law implementation. Because of the key role that they are ascribed under the DV Act, they will be the main implementing partner for the project around developing the coordination and accountability mechanism for implementation of the DV Act.

In terms of key implementing partners for the project, MPH will work closely with UNFPA, for development of GBV/DV screening and referral systems in hospitals, antenatal care and family planning clinics, and capacity development of health care providers which MPH is then expected to institutionalize. MJ, Juvenile and Family Courts, Criminal Courts, and the Office of the Attorney General will be key implementing partners of the component on sensitizing justice sector personnel, and MoI for capacity

development of the National Police Force. Teeranat Kanjanausorn Foundation, Foundation for Women and Friends of Women Foundation, all women's NGOs, will be key implementing partners in developing training modules for rights-based and gender-responsive implementation of the DV Act. These women's NGOs have had extensive experience in organizing gender equality training programs and providing resource persons for government's trainings. Foundation for Women, Friends of Women Foundation, and Association for the Promotion of Status of Women will collaborate with MSDHS in the development of the reporting and monitoring system for the DV Act and mobilizing CSOs in the public forums on the progress of the DV Act implementation. Foundation for Women and Friends of Women will be key partners in the pilot initiatives. They will bring their experience working at the national level to the communities concerned. Community-based groups, local administrative bodies and local people will be partners in pilot initiatives. Networks of men and boys will be sought out to partner with in mobilizing men and boys in the pilot communities for awareness raising and prevention initiatives.

National ownership of the project is ensured through joint decision making and periodic review of the project with the national partners. This will be achieved through senior representatives of MSDHS, MPH, MJ, MI, NPF the Judiciary, and key NGOs, being members of the Joint Programme Management Committee. National ownership will also be generated through building awareness at the community level and among civil society groups about the government's obligation and accountability to its people in addressing this form of violation or women's human rights and by creating space via the participatory annual reporting process for civil society groups to maintain pressure on the government for action.

#### 10. Monitoring & Evaluation and Knowledge Management plans

Monitoring and evaluation of the project will be overseen by its Joint Programme Management Committee. The Joint Programme Management Committee will review the project outputs initially twice a year for oversight and quality control of each component of the project, with the first review meeting held six months into implementation. A monitoring system, starting with collection of baseline data, will be designed to ensure that progress towards intended changes in knowledge, behavior, attitudes and capacity (institutional and systems capacity) is tracked on an on-going basis and corrective action is taken when necessary. More specifically, the following steps will be taken:

- 1) A monitoring framework with indicators and means of verification will be developed in a participatory manner with key project partners and participating UN agencies. Indicators will be set against the outcomes and outputs indicated in the Logical Framework and against the annual work plan. Indicators will be developed to measure change in the capacity (knowledge, behavior, attitudes and action) of service providers such as health care, law enforcement, justice, social welfare officers, community based groups, youth, men and boys networks to address DV / GBV; change in institutional capacity of DV law implementing agencies to sustain the changes, the systems coordination capacity. In addition, change will be measured in knowledge, attitudes and behavior of women, and men in the pilot communities where primary prevention activities will take place.
- 2) Actions required for monitoring will be identified for each activity including tracking of changes in policies, plans, coordination guidelines and content of domestic violence database; tracking of changes in training programme designs; pre- and post-training assessment of participants; systematic documentation of pilot project activities; impact assessment of campaign activities and media produced. Data collecting processes for the purpose of monitoring will be designed as part of each activity from the beginning.
- 3) Baseline data on the monitoring indicators will be collected with project partners using existing

data, and where data does not exist, surveys will be conducted. A baseline survey on knowledge, attitudes and behavior of service providers and a survey on attitudes and behavior of target groups in pilot communities will need to be conducted. Also, an assessment of institutional capacity of stakeholder agencies will need to be conducted at national level and in pilot areas to set a baseline for measuring change in policies, structures, and individual knowledge, attitudes and behavior.

- 4) Monitoring and evaluation of the pilot project will be designed and conducted in more details specific to the component. The pilot project will be evaluated particularly to verify its effectiveness and readiness for replication.
- 5) Awareness raising initiatives will be monitored through pre and post surveys of the target audience and focus group discussions to ensure that correct message are being transferred.
- 6) The project will have a mid-term review together with implementing partners in the second year, and with the participation of key stakeholders.
- 7) The project shall be subject to a final independent evaluation at the end of project. An independent evaluation team will be commissioned for this purpose. The evaluation will focus on the extent to which the project outcomes were achieved. It will look into the relevance, effectiveness, impact, and sustainability. It will verify the theory of change of the project such as the linkage between primary prevention and the reduction of incidences of violence; the effectiveness of multi-sectoral coordination and capacity development in improving responses and women's access to support services.

## **11. Institutional Arrangements, Management and Administration**

### **Management Arrangement**

This programme will be implemented jointly by participating UN agencies (UNDP, UNFPA, UNIFEM) and participating national partners (governments and NGO partners). UNIFEM has been designated the Lead Agency/Administrative Agency to coordinate this joint programme on behalf of the UN Resident Coordinator of Thailand. UNOHCHR will also participate in the implementation of the project by working in close collaboration with UNIFEM and providing technical inputs particularly around Output 2.1.

A Joint Programme Management Committee (JPMC) will be established to facilitate effective and efficient collaboration between the participating UN agencies and the host government for the implementation of the project. The JPMC will be co-chaired by MSDHS (the government lead agency for implementation of the DV Act) and UNIFEM, and the committee comprises: the Head of each participating UN agency, a senior representative of MSDHS, MPH, NPF, MOJ, the Judiciary, MoI and two to three leading NGOs working on DV in the country. Experts will be invited to the JPMC meetings as needed. The committee will meet semi-annually, but may meet more often as determined necessary by the co-chairs. The specific responsibility of the JPMC include:

- a. Approving the annual work plans and budgets as well as recommending necessary adjustments to attain the anticipated outcomes;
- b. Establishing an adequate reporting mechanism within the Joint Programme
- c. Ensuring operational coordination;
- d. Agreeing on re-allocations and budget revisions and making recommendations to implementing agencies;

- e. Reviewing the consolidated Joint Programme report of the administrative agent, providing strategic comments and decisions and communicating this to the participating UN Organizations;
- f. Suggesting corrective action to emerging strategic and implementation problems;
- g. Approving the evaluation terms of reference, endorsing the evaluation findings and the management response.
- h. Identifying emerging lessons learned;

A Technical Coordination Committee comprising of technical specialists of each participating agency will be formed for day-to-day coordination of the project activities. Where necessary, sub-working groups will be created to discuss and agree on technical aspects of certain project components (i.e. training module development, management of pilots, coordination of awareness raising activities).

Each participating UN Organization will use the funds disbursed to it by the Administrative Agent to carry out the activities for which it is responsible as set out in the joint programme document and the annual workplans agreed between all participating UN Organizations, and ensure that the activities produce results that contribute towards those specified in the joint programme document. Participating UN organizations will implement its activities in accordance with its own applicable regulations, rules, policies and procedures.

Participating UN agencies have agreed that, due to constraints of existing human resources in each agency and the need of the project to have good coordination among the participating UN agencies, a Project Coordinator (part-time) will be placed in UNIFEM. The Project Coordinator will be responsible for coordination of activities between participating UN agencies, and with government and NGO partners. In addition to coordinating and assisting in the implementation of project activities, the Project Coordinator will act as the secretariat for the JPMC and ensure that the JPMC meetings are convened and decisions properly recorded. The Project Coordinator will also be responsible for compiling the Annual Work Plan and Annual Reports to the Trust Fund with inputs from participating UN organizations.

#### **Technical expertise and Comparative Advantages of Participating UN agencies**

**UNIFEM** is the women's fund at the United Nations, dedicated to advancing women's rights and achieving gender equality. It provides financial and technical assistance to innovative programmes and strategies that foster women's empowerment. UNIFEM works on the premise that it is the fundamental right of every woman to live a life free from discrimination and violence, and that gender equality is essential to achieving development and to building just societies. UNIFEM focuses its activities on the overarching goal of supporting the implementation at the national level of existing international commitments to advance gender equality, including commitments to ending violence against women. Ending violence against women is one of the core areas of the organization's work.

UNIFEM's comparative advantage is its technical expertise and knowledge on international human rights standards such as CEDAW and international good practices and lessons learned on GBV and DV policies and legislations and its implementation generated through its global network of offices. These expertise have been put to use in Thailand for supporting the development of policies and legislations against GBV, including advocacy of women's human rights groups around the DV Act and amendments to the Penal Code to penalize marital rape, and developing expertise within the government and NGOs to address GBV and DV from a gender responsive and rights based perspective. Most recently, UNIFEM has been providing technical assistance to the Thonburi Criminal Court which has resulted in development of a gender responsive judicial procedure guide, and the rearrangement of courtrooms using partitions and cameras to protect the survivor from having to directly encountering the perpetrator. In this project, UNIFEM will

use its expertise and knowledge to lead in supporting the government in establishing an effective coordination mechanism, an accountability system of monitoring and reporting that creates a space for dialogue between the government and NGOs, and the development of capacity development tools and programmes that respect the human rights of women. UNIFEM's comparative advantage is also in the network of Thai governmental and non-governmental partners that is has worked with in the past on GBV and DV issues which will be mobilized to take part in the project.

**UNFPA** promotes the right of every woman, man and child to enjoy life of health and equal opportunity. UNFPA recognizes that violence against women is inextricably linked to gender-based inequalities. When women and girls are expected to be generally subservient, their behaviour in relation to their health, including reproductive health, is negatively affected at all stages of the life cycle. UNFPA puts every effort into breaking the silence and ensuring that the voices of women are heard. At the same time, the Fund works to change the paradigm of masculinity that allows for the resolution of conflict through violence. Involvement of men - policy makers, parents and young boys — is one of the key strategies deployed in discourse about the dynamics and consequences of violence.

In Thailand, the Fund supports government, NGOs and civil society partners to meet changing needs in reproductive health and population development, as well as to promote gender equality. The goal of the 9<sup>th</sup> Country Programme of cooperation with the Royal Thai Government which covers a five year period (2007-2011) is to contribute to the quality of life of people through improved reproductive health with special attention to poor and vulnerable population groups who are vulnerable to maternal and newborn ill health and HIV infection. In close collaboration with Department of Health, Ministry of Public Health together with the Provincial Health Offices, UNFPA is committed to improving maternal health through gender-sensitive culturally-sensitive efforts to Thailand's vulnerable populations.

UNFPA has expertise and technical knowledge on gender and cultural sensitive programming and on dealing with gender-based violence from human right and health perspective. The Fund has rich experiences in developing gender-related training curriculums adopting best practices from international and local contexts. The ongoing country programme has developed and implemented the basic and advance courses on counseling for health providers in premarital counseling and couple counseling which will be beneficial to the Joint Project. Standard of care for quality sexual and reproductive services for male's involvement in maternal health and for youth was developed to be used by health providers. From the demand side, the country programme focuses on communities and youth's participation and raising awareness to improved access to friendly sexual and reproductive health services. In addition, the current country programme works with the National Statistical Office (NSO) and academicians dealing with GBV and DV data. The on-going 2009 National Reproductive Health Survey undertaken by NSO with technical support from Chulalongkorn University in which selected questions about GBV were asked will be available to the public by end of the year 2009.

**UNDP** Thailand has accumulated knowledge and expertise in mainstreaming the cross cutting issues such as gender into the development process of democratic governance. UNDP provides technical cooperation to the Thai government in support of its policy effort on decentralization and legal empowerment to the poor and the vulnerable groups. One of key priorities for UNDP technical support to Thai government agencies is mainstreaming of women issues and gender dimensions into decentralization process and rights based development. The project "Supporting for Women in Politics through Constitutional Reform Process" (2007) generated dialogues on the role of women in national politics and to promote the idea of increasing number of women in the elected bodies.

UNDP Thailand also has a track record in supporting better data collection and statistics. As part of the

joint programme on MDG monitoring and statistical strengthening, UNDP has been working with the National Statistical Office (NSO), including strengthening capacities of the staff, providing in-depth knowledge on methods of analysing the panel data and income distribution on projects and policies. In the past few years, UNDP Thailand has also been working closely with OWAFD, MSDHS to strengthen Thailand's statistics on the status of women and this resulted in the production of Thailand's first *Gender-Disaggregated Statistics Report, Gender-related Development Index (GDI+) in 2008*. UNDP's experience working with both NSO and OWAFD, MSDHS gives them an advantage in supporting strengthening of the GBV/DV data collection in this project.

Although not a "Participating UN Agency" (i.e. not a signatory of the MOU between Participating UN agencies), OHCHR will collaborate with the Participating UN agencies and provide technical inputs to the project. **Office of the United Nations High Commissioner for Human Rights (OHCHR)** works for the protection of all human rights for all people; to help empower people to realize their rights; and to assist those responsible for upholding such rights in ensuring that they are implemented. Operationally, OHCHR works with governments, legislatures, courts, national institutions, civil society, regional and international organizations, and the United Nations system to develop and strengthen capacity, particularly at the national level, for the protection of human rights in accordance with international norms. Institutionally, OHCHR is committed to strengthening the United Nations human rights programme and to providing it with the highest quality support. OHCHR is committed to working closely with its United Nations partners to ensure that human rights form the bedrock of the work of the United Nations.

OHCHR's strengths lie with the human rights normative basis of its work and its close link with the human rights machinery. OHCHR provides assistance and support to the international human rights treaty bodies including CEDAW. It is working on the implementation of recommendations at the national level. This includes the establishment of transnational mechanisms to promote and protect the full range of women's rights and eliminate VAW. For example, in the latest concluding comments from Thailand from the CEDAW comments were made on the adoption of measures to address violence against women<sup>16</sup>. OHCHR also provides support to the mandate of the Special Rapporteur on violence against women. The link to the human rights machinery is of particular relevance for this project as well as the experience the Office has in working with law enforcement. The expertise and knowledge will be particularly useful when working with various partners in the establishment of a well-functioning protection mechanism for women and girls facing DV.

#### 12. Budget (see templates attached in Annex 4)

Please note that the budget included in the logframe (Annex 2) reflects only the activity budgets (i.e. budget categories II to VI of Annex 4 budget sheets). For full budget allocation to each participating UN agency, refer to Annex 4.

<sup>16</sup> Committee on the Elimination of Discrimination against Women Thirty-fourth session, 16 January-3 February 2006, CEDAW/C/THA/CO/5

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