

# **External Review of the Prevention of Domestic Violence project in Tajikistan**

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## Table of Contents

EXECUTIVE SUMMARY .....	4
1. INTRODUCTION.....	10
1.2 Scope of the mandate.....	10
1.3 Methodology and course of the review.....	10
1.4 Structure of the report and accompanying comments .....	11
2. CONTEXT ANALYSIS .....	12
2.1 General country context .....	12
2.2 Gender politics and gender in everyday life .....	13
2.3. Gender-based and domestic violence .....	14
2.4. The 2018 CEDAW concluding observations on Tajikistan.....	16
3. RECAPITULATION OF THE PREVENTION OF DOMESTIC VIOLENCE PROJECT .....	17
3.1 Project history.....	17
3.2 Project phase under review .....	17
3.3 Project interventions in brief .....	18
4. FINDINGS OF THE EVALUATION .....	18
4.1 Critical assessment of the general project orientation and project design.....	18
4.1.1 General observation of logical framework .....	18
4.1.2 Human-rights based approach .....	19
4.1.3 Gender-transformative logic.....	20
4.1.4 Sustainability .....	20
4.1.5 Missing holistic response to GBV .....	21
4.2 Relevance of the PDV-project .....	22
4.3 Effectiveness and efficiency.....	22
4.3.1 Outcome 1: State institutions at central and local level coordinate DV policies and provide effective services to the population .....	23
4.3.2 Outcome 2: Victims are using provided services related to domestic violence and people do not accept domestic violence .....	25
4.4 Influencing factors, gaps, sustainability of results.....	27
4.5 Key impact.....	28
5. CONCLUSIONS .....	28
6. RECOMMENDATIONS FOR IMPROVEMENT OF THE PDV-PROJECT .....	30
6.1 General recommendations .....	30
6.2 Specific recommendations for selected fields of improvement.....	31
6.2.1 Deepening local capacities and making referral mechanisms operational .....	31
6.2.2 Securing of protection: minimal service offer, risk assessment and legal protection .....	32
6.2.3 Exploring of a viable model of private-public partnership for service-delivery.....	33
6.2.4 Critically reflect and develop further work with perpetrators .....	34
6.2.5 Develop a systemic approach for violence intervention in extended families .....	36
6.2.6 Re-think community based prevention and behaviour change activities .....	36
7. POTENTIAL AREAS OF SUPPORT FOR A NEW SDC ENGAGEMENT ON GENDER AND VIOLENCE IN TAJIKISTAN.....	37
Annex 1: Terms of Reference.....	39
Annex 2: Mission Programme (final).....	42
Annex 3: Questionnaires .....	45
Annex 4: List of persons consulted .....	56

## Abbreviations

BCC	Behavioural Change Communication
CC	Crisis Centre
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CoWFA	Committee for Women and Family Affairs
CSO	Civil Society Organisation
DV	Domestic violence
GBV	Gender-based violence
GDP	Gross Domestic Product
GIZ	Gesellschaft für Internationale Zusammenarbeit
LAC	Legal Aid Center
LPDV	Law on prevention of domestic violence
M&E	Monitoring and evaluation
MoES	Ministry of Education and Science
MoHSP	Ministry of Health and Social Protection of the Population
MoIA	Ministry of Internal Affairs
MoJ	Ministry of Justice
MoU	Memorandum of Understanding
NGO	Non-governmental Organisation
OSCE	Organisation for Security and Cooperation in Europe
PDV	Prevention of domestic violence
RT	Republic of Tajikistan
SCO	Swiss Cooperation Office
SDC	Swiss Development Cooperation
Seco	State Secretariat for Economy
ToR	Terms of Reference
Un Woman	United Nations Entity for Gender Equality and the Empowerment of Women
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
UPR	Universal Periodic Review
VAW	Violence against women

## EXECUTIVE SUMMARY

### Task and methodology

This review had the tasks to conduct a review of the SDC funded Prevention of Domestic Violence Project, with a view to deliver recommendations for the remaining time of the ongoing exit phase (until September 2019) and to formulate ideas or elements for the planning of a potential new engagement in the field of gender and gender-based violence in the future. The review was supposed to assess the relevance, effectiveness, efficiency of the project and the sustainability of the achieved results in order to define best practices and challenges. The review should also assess the applied methods and approaches with regard to their effectiveness and applicability in the Tajik context.

The review was based on the study of relevant documents and on a 5-days-country visit with a series of meetings, semi-structured interviews and workshops with SDC staff, project partners and stakeholders. The review findings can be summarized as follows:

### Context and relevance of the PDV-project

Domestic and gender-based violence is a topic of high relevance for the context of Tajikistan. Violence has to be viewed as societal phenomenon with deep and cumulated historical, cultural and socio-economic background. The development of a formal legal background for the building up of mechanisms for DV-response has taken many years of extensive advocacy and lobbying on political level. The Law on Legal and Social Prevention of Family Violence was adopted in 2013. To give effect to this law, the State Programme on Prevention of Family Violence for 2014-2023 was adopted in 2014. The readiness and political will for responsibility taking in this field have grown slowly and, as experiences of the PDV-project have shown, the positive momentum for important steps in direction of governmental take over seems to be developing. Switzerland has given an important contribution to these developments through its continuous and persistent engagement with pioneer character and has been a relevant driving force for the instalment of the legal framework for addressing DV.

### Project design and orientation

The project design is assessed as very ambitious, with a clear orientation and a comprehensive objective system and activity plan divided in different important activity lines on well-specified levels of intervention. There are some shortcomings with regard to the design of the project logframe in relation to the definition of project outputs and the choice of indicators which do not allow an effective monitoring and evaluation of project achievements on outcome-level.

On conceptual level, the project has a clear orientation and logic that grounds in the history of the project and takes into consideration ongoing developments in the country and the need for creating a basis for sustainability of DV-response in the country. The project sets a strong focus on governmental responsibility take over while at the same time targeting the reduction of acceptance of DV in the population through a broad BCC (Behaviour Change Component) component.

Some critical aspects are identified in the single-sided focus on duty bearers and its risk to neglect the role and needs of the right holders (victims, CSOs), in the weak transformative character of interventions, due also to the alignment with governmental politics and the danger of reduced service coverage and quality of services through the shift to governmental service provision.

### Efficiency and Effectiveness

The PDV-project in its 9<sup>th</sup> phase of implementation can be confirmed as being on track and well positioned with its important shift towards strengthening state response and preparing governmental responsibility take over in the DV-intervention field. Impressive efforts have been deployed on the level of building ownership and developing the necessary regulative framework, capacity building for professional service provision as well as development of coordinated local response systems for dealing with cases of DV. This has been achieved through a combined set of intervention measures such as the building of inter- and intra-ministerial working groups, the well-coordinated annual planning for the development of relevant normative acts within these groups and a step by step development process with concrete results coming out of each meeting, all of it tightly accompanied by the project. This has allowed a very fast process of formulation and adoption of the regulative framework for DV-intervention on different levels. Furthermore, a well-structured and strategically conceptualized training plan has allowed capacity building in terms of building a general understanding for the

issue of DV and the different roles and responsibilities linked to DV-intervention on different governmental levels (national, local). Different professional groups have been well informed about the mechanisms of a coordinated response to DV. Also on local level, professionals have been introduced with the instructions for dealing with cases of DV and with the new service standards developed in this field. Furthermore state capacities have been developed and strengthened for developing and conducting nationwide BCC campaigns and thus supporting detection of cases of DV and their access and use of service. A strong team leader and a professionally implemented technical assistance approach to the government by the implementing partner GOPA have importantly contributed to the positive project development and successful implementation of project plans on different intervention levels. The evaluation team therefore can attribute high effectiveness and efficiency of the project in line with its general project goal.

Nevertheless, certain shortcomings and critical aspects still limit the effectiveness and especially the sustainability of achievements of the project on different intervention levels. There is still not sufficient ownership and clear political will presented on the top level of government for taking the lead in addressing DV in Tajikistan. In spite of the necessary relevant regulatory framework and normative acts developed with the support of the project, central state level as well as local level authorities have not developed sufficient management and planning skills in order to be able to develop and implement the necessary service offer according to the needs of the population. Capacity building has been extensive, but probably not deep enough to allow one to one application on the ground. It has allowed the transfer of a general know how and understanding of DV within the Tajik legal framework for counteracting family violence to a relevant range of professional groups in the targeted project regions and also nationwide as well as the anchoring of the topic in the training curricula of the most important intervening professional groups (police, health workers, social workers, psychologists, teachers). But training-units have been very short (three or one day) and mostly only one-time, with trainees mostly lacking completely any basic knowhow on the issue of domestic violence and showing themselves strong gender-stereotyped attitudes. Domestic violence intervention is a very demanding and complex working field that requires sound know how, attitude and skills, what makes longer term support to practitioners and the possibility for deepening capacities necessary. The trained professionals also lack a supportive environment that would support them in their daily work with DV cases. The trainings have not been able to have sufficient gender-transformative effects on the professionals themselves, what would have contributed to changed attitudes vis-à-vis the victims and the perpetrators and to changing of cultures of the institutions implementing the services.

On local level the established inter-agency intervention systems under the lead of the MDWGs - consisting of representatives of the local social assistance department, the local police department, health care department, the local CoWFA, the local educational department as well as local NGOs providing direct services to victims and local religious leaders, thus all local services involved in intervention in cases of DV, are still not fully functional and many of the services offered to meet the needs of the DV victims are still depending on project funding. Relevant services and the quality of DV-interventions in the project target regions have been secured by continuing project support to the crisis center and shelter run by the NGO Ghamhori and by seconding experienced professionals from former project-supported service-delivering NGOs to local governmental services (police, local MDWG, women room for victims of DV at maternity hospitals), their salaries still being covered by the project. The governmentally contracted crisis centre for DV-victims run by the NGO Femida can only survive and maintain its qualified service staff because of additional donor funding.

Victim's use of services has slightly increased, but there are clear indications that governmental services are not able to meet important needs of the victims. 50% of DV-victims that have appealed to the local MDWGs for support have remained without institutional response. The most requested services by DV-victims (psychological counselling and legal advice specialised in DV-issues) are very weakly represented in governmental services. Although exposure to the messages of the nationwide BCC campaign implemented by the CoWFA has been high, especially in the targeted project regions, changes in attitudes of the households monitored can't be directly attributed to the project. While a reduced acceptance of physical violence can be measured and prevalence has also decreased in the project region, the prevalence of emotional and other forms of violence still remain high. The project has rather followed an approach of targeting the reduction of

physical violence, but not really deeper change with regard to gender-relations and women's subordination. While the services offered by NGOs or public structures do try to resolve the violence problem through all existing mechanisms according to the law on prevention of domestic violence, in almost 50% of the cases – mostly because of economic, but also for “cultural” reasons - the survivors are reintegrated into their in-law-families and family conferences and mediation are the approach mostly used for conflict resolution. At the same time, perpetrator prosecution is almost at 0 % and the first room for aggressors that offers violence counselling to perpetrators has only started working in May 2018, its first principle objective remaining the preservation of the family. But for the service delivery component, empowerment of victims and prioritising the interests and rights of victims over family re-union should be fundamental in provision of service to either women or men. International standards on response to domestic violence clearly call for taking a stronger hold on application of gender-transformative approaches regardless of the target groups, i.e. men, boys, girls, women, religious and community leaders as well as institutions.

### Key impact

The project has produced important impact on the level of willingness of state bodies to take over responsibility for PDV on national level through its clear focus on the duty bearer’s side. It has also substantially contributed to system set up through its focus on development of a regulatory framework for DV-response. Furthermore, the project has implanted important tools for the insurance of capacities and functioning of support systems for DV-victims, but there is still insufficient operationalisation of coordinated DV-interventions on local level. But assessment of impact on the level of DV-victims and community at large is too premature and also difficult with regard to the project’s monitoring system in place.

### Recommendations

**The review strongly recommends continuing engagement of SDC in the GBV and gender mainstreaming field in Tajikistan.** Gender-mainstreaming and reduction of the prevalence of violence against women in Tajikistan is a relevant concern put forward in different strategies of the government. Major push factors are in place, such as e.g. the newly issued CEDAW recommendations for Tajikistan. Switzerland is playing a major role in the implementation of relevant activities on the level of policy development as well as service provision in the country since 18 years. Within the actual donor landscape in Tajikistan, SDC is by far the strongest actor in financial terms when it comes to VAW. SDC is therefore well positioned to take a leading role and to keep the issue high on the agenda for the coming years.

**The review furthermore underlines the innovative character of the current approach of the PDV project in handing over responsibility for domestic violence response to the government that should be deepened and capitalised** for relevant institutional learning. The concrete step towards investing in the capacities and regulatory framework of the government is rarely taken and experiences and expertise with such an approach are still very scarce in SDC’s GBV-programmes worldwide. The PDV project in Tajikistan is gathering relevant experience and practice in the process of handing over the responsibility for domestic violence response to the government to ensure sustainability of results achieved by PDV in the previous phases.

**The review stresses the urgent need to extend the current phase of the PDV-project for at least additional two years.** After 16 years, the PDV-project has taken a new direction in the current phase, focussing on the key process of governmental responsibility take over in the field of DV response. Important groundwork has been done and governmental ownership developed on national and local level, but the three years project phase will not be sufficient to anchor these achievements in a sustainable way. While the project has succeeded in reaching a basic understanding for the PDV-issue and the necessary convictions for needed steps of intervention on central state level (reflected in the issuing and passing of relevant regulatory acts until service level), translation into action on the operational level will need more time. In order to make the local referral systems functional, roles and responsibilities need to be internalised better. Capacity building efforts need to go deeper in order to allow professionals working in governmental services not only to learn functions, but to develop attitudes that are crucial for a victim-centred, problem solving approach. Specific input is needed in order to reach ownership on the top government level. Without political will on highest political level, the spheres of influence and room for manoeuvre of the involved ministries and working groups will remain limited.

For the moment being, planning and management capacities on central state level as well as on the level of local authorities are still insufficient in order to allow a needs oriented service planning and budget allocation for DV response. The different interventions models applied have not yet allowed drawing a clear picture about the necessary division of tasks and competencies between governmental structures and external capacities (of NGO-specialists) needed in order to maintain a quality service offer. Gender-transformative concepts are still weakly introduced and hinder a sustainable problem solving and deeper change from policy to service to community level. There is a clear risk that a premature withdrawing of the PDV-project would produce a substantial loss in service quality and variety and would even not allow maintaining a minimal service offer for DV-survivors.

The project team leader has played an important role in introducing and accompanying the relevant development steps on the level of ministries, inter-ministerial working groups, the CoWFA and the respective structures on local level. The personality and the profile of the team leader and her important skills and capacities have been crucial for the progress and the achievements of the project in this project phase and have allowed the fundamental anchoring of project results in the national system of response to DV. She has managed to open doors even to the top government level and to install trust in the joint development processes with different governmental actors and working groups with regard to PDV. Continuity in this support will be a relevant factor for sustainable anchoring of responsibility and governmental system set up.

Sufficient time is needed in order to allow thorough needs oriented service planning and to clarify which needs can durably be covered by governmental services and which gaps will have to be filled by civil society expertise. CSOs need to be actively integrated in this process of model identification and have to be given space for taking an advocacy role and for participating in policy processes for the implementation of the LPDV and improvements related to the recent CEDAW recommendations.

In particular, the following is recommended to be completed during this extended phase:

1. **Strengthen partnership with international development agencies with clear policy mandate** and technical expertise on gender equality and women's empowerment to contribute to the generation of top-level political will to enforce the legislation and replicate services with government budget allocations: SDC is recommended to strengthen its position and negotiation power through partnership with UN agencies (particularly UN Women) in order to have more influence for political level change and thus ensuring sustainability of results achieved through the PDV-project. One important step would be the development of a full-fledged sustainability strategy for long term anchoring of DV-response by the government of Tajikistan
2. **Focus on building capacity to plan and manage DV services in a more coherent way from central to local level:** Specialised knowhow regarding service planning based on assessed and forecasted needs, respective budget allocation, HR-planning and introduction of quality assurance mechanisms needs to be developed and trained. Management of services and intervention systems including coordination, monitoring and capitalisation needs to be learned. A capacity building plan for management and planning skills with regard to DV-interventions should be developed and implemented in the remaining years of an extended project phase.
3. **Further implement and operationalise DV-interventions on local level through functioning MDWGs and strengthened ownership of local authorities for the DV-field:** Referral mechanism improvement and more systematic case management in the frame of the MDWGs are needed in order to ensure a coherent in-take mechanism and management of DV-cases on local level. MDWGs should be formalised through protocols of intervention that clearly describe the role and responsibility of every service that is part of the local referral system and also regulate the documenting, the planning of case interventions and the handing over of cases. Stronger responsibility of local authorities needs to be developed by integrating MDWGs in local budgets. The Khatlon region referral mechanism with its first positive experience of coordinated community response could be capitalised as good praxis example in order to evaluate the success factors for setting up a functioning referral system on local level in Tajikistan. This could be presented on national level and in other provinces for potential replication.

4. **Deepen professional capacities for DV-intervention:** Trainings for different professional groups should last more days, with follow up distributed over a longer period of time and retraining after a certain time of on-the job application. Specific efforts are needed to increase the number of capacitated psychologists in the services. Additional coaching of the trained professionals in the process of application would allow reflection of own experiences and deepening of skills and attitudes. Introducing supervision or at least intervision among professionals would allow to improve skills and competences in dealing with cases of DV and prevent de-motivation and burn-out. Capacity building offers should already start at university level and be enriched by field visits and opportunities for internships in order to motivate skilled professionals to engage in the DV-field.
5. **Provide analysis for the most viable modalities of service provision and funding in order to be able to grant and maintain a minimal quality service offer:** The review recommends the conducting of a comparative study that would allow analysing the different governmental and non-governmental service provision modalities developed in the course of the PDV-project<sup>1</sup>. It should furthermore analyse in detail what services can be taken over by the government including the necessary professional capacities to be granted at service level, and what will have to remain as a very specialised service under NGO competence that otherwise would disappear. Some elements of the previous cost-effectiveness analysis could be integrated and re-done based on the existing models under research. In a second step, an assessment about the number and kind of services required for each region should be realised in tight collaboration with the MoHSPP and CoWFA, training at the same time their planning skills. The assessment should be building on the different models previously analysed, to be set against the budgets available on local levels. This would allow identifying which models or partial elements of the models can be replicated for roll out in different regions. Based on the most viable models assessed, collaboration or contracting modalities with NGO service providers or experts should be further discussed. Conditions for viable private-public-partnership modalities need to be defined for both sides (issue of salaries, financial capacities of local governments, etc.).
6. **Grant protection of DV-victims through all steps of DV-intervention, especially by introducing risk assessment and securing access to formal justice for victims:** The presence of legal and justice services is crucial for overcoming life-threatening situations for DV-survivors. Awareness and capacity of staff of justice institutions like police, prosecutors, judges etc. should be built in order to establish an enabling environment for victims wishing to realize their rights through formal legal mechanisms. Existing legal proceedings need to be assessed for identifying the weaknesses and obstacles for DV-victims in access to justice. Risk assessment should be built in into the whole process of case management in order to be able to assess the real threats a victim, her children and other involved persons might be exposed to and to direct interventions and security measures accordingly. This would imply special training in risk assessment and the introduction of respective monitoring instruments and system response mechanisms. The review recommends the PDV-project to seek coordination and collaboration with the broad variety of existing projects in the access to justice field in order to address necessary improvements.
7. **Further develop and deepen innovative approaches in working with perpetrators and systemic violence intervention in extended families:** The review recommends deepening capacities for the very important and innovative new approach of working with perpetrators through additional training, possibilities for study visits and continued coaching and supervision for the counselling team. Formal back up in the legal protection system will have to be developed over time, building also on needed amendments to the law and sub-regulations that would define the legal procedures perpetrator treatment programs should be integrated in. Formal integration of the room for aggressors in the local multi-disciplinary intervention system is considered of particular relevance to allow a coordinated community response to violence. In addition, the review recommends developing a broader systemic intervention approach that would allow addressing all members of the violence affected families by taking up, but re-arranging already used elements such as couple or family counselling or family conferences. Such a new intervention model could include specific interventions targeting men in labour migration as well as mothers-in-law by addressing specifically their particular pressures and vulnerabilities. The MDWGs could serve as platform for planning the family interventions with different actors taking different roles and addressing different members of the family. Such an intervention model could also serve as good learning platform for multi-disciplinary

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<sup>1</sup> Possible assessment criteria could be: variety of services covered, quality of services and staff security offered, capacity of services against needs and costs of services per case and also for general functioning, geographical area covered by the service.



case management within the local referral system. A good documentation and process-oriented evaluation of both approaches could serve for capitalisation and broader discussion of innovation in contextualised DV-response.

8. **Introduce more gender-transformative messaging in the BCC component:** In order to be able to address the root causes of gender-based violence in Tajikistan and to reach deeper change in society, the review recommends searching for ways of directly tackling authoritarian patriarchal values and beliefs, unequal power relations in couples and the oppressive power dynamics in the extended families through gender-transformative messaging. This can be explored by involving a broader range of stakeholders in the formulation of messages and campaigns, thus avoiding a watering of contents through the subordination to family preserving state politics. Such a strategy needs to go in line with direct gender-transformative work with the involved staff, working on their personal attitudes as well as the institutional cultures. On community level, gender-transformative work would imply addressing selected community resource persons with the highest potential for change. This means to rather seek strong personalities who already have progressive attitudes and are well accepted to play a role as role models and change agents in their communities. They should be given a role and function in fostering change in their communities, by allowing them first a process of self-reflexion and strengthening of personal convictions in transformative thinking in order to develop activist positions. Creating group identity and cohesion and space for gathering and exchange might be important, since they need to be strong and support themselves mutually in order to withstand negative reactions from conservative streams in the community. The same could be developed with the already targeted students of psychology, social work and law.

More detailed recommendations can be found in the report under chapter 6.

#### **Potential areas of support for a new SDC engagement on gender and violence in Tajikistan**

The review team comes to the conclusion that substantial investment in effective gender-transformative work with younger generations (e.g. school environment) and in institutional cultures (e.g. legal system) would be needed in order to address the root causes of gender-based violence in Tajikistan and to create the biggest potential for fundamental change in the society.

## 1. INTRODUCTION

### 1.2 Scope of the mandate

Swiss Cooperation Office in Tajikistan funds the project on Prevention of Domestic Violence since 2000 with the main project activities in Kurgan-tube area and in Dushanbe city. The project is actually in its 9<sup>th</sup> phase, with a perspective of exit by 30<sup>th</sup> of September, 2019. The Swiss Cooperation Office intends to plan a new initiative that may include ideas on promotion and protection of women's and girls' rights or other relevant ideas. An external review was contracted to assess the relevance, effectiveness, efficiency of the project and the sustainability of the achieved results in order to define best practices and challenges. The review should also assess the applied methods and approaches with regard to their effectiveness and applicability for the situation of Tajikistan and identify ideas or elements for the planning of a potential new engagement in the field of gender and gender-based violence in the future.

The external review consisted of the assessment of the Prevention of Domestic Violence project. The external review had the following focus relevant to the issues of domestic violence in Tajikistan and activities undertaken in the project:

- To assess the relevance, sustainability, effectiveness and efficiency of PDV project.
- To highlight the key achievements of the project and to define the key challenges faced by the project;
- To assess the effectiveness of various project approaches (for ex.: psycho-social services to victims, behavior change component, coordination mechanisms, etc.)
- To provide guidance in defining further support needed in the area of women's and girls' rights and gender, so that it makes a relevant and visible contribution to the development of the sector in Tajikistan.

The external review has been conducted by a team of one international and one local expert. The international contributed with her professional profile in gender, gender-based violence, women's rights and social issues and acted as a team leader for the review. The local consultant contributed with her vast experience and expertise in the gender and gender-based violence field in the region and her broad connections and knowledge of the actor landscape in the DV-field in Tajikistan. She provided relevant background information about local conditions and particular domestic developments relevant to the sector.

### 1.3 Methodology and course of the review

On the level of methodology, the review focused on cross-triangulation of information and appreciations gained from the preparatory desk study of documents (e.g. laws, annual reports, project documents, relevant studies) and by (semi-structured) interviews. In a preparatory phase an extensive desk study allowed a deeper understanding of the project and of the context and developments in the gender and DV-field in Tajikistan. The local consultant contributed with additional reports of major relevance to complement the picture of analysis and to add most recent documentations and findings. A first analysis of the project was shared in the review-team and formed the basis for the formulation of the guidelines for the semi-structured interviews for different groups of interview partners to be met during the field visit. A briefing at SDC Head Office in Berne allowed a deeper insight into the Cooperation Strategy for Tajikistan and helped to sharpen the focus and to add supplementary questions to the questionnaires. Two additional self-assessment questionnaires were developed and sent to former clients of DV-support services and to representatives of the local MDWGs. The assessment mission program was developed by the SCO in close consultation with the review team.

During its 5-days- review mission to Dushanbe and Kurgan Tyube (12. to 16. November 2018) the review-team had extensive discussions with the staff of SCO, and conducted the planned interviews with national stakeholders, local civil society organisations and international donors and key actors in the area of gender and prevention of domestic violence (see programme in annex 2). A SWOT-analysis was conducted with the PDV-team in order to assess their perspectives on the strengths, the weaknesses, the opportunities and the threats of the project. A field visit to Kurgan-Tube with visits to the CC Ghamhori and its shelter, meetings with local police inspectors and MDWG and CoWFA-representatives, a visit to the Levakand room for aggressors and to the newly opened women counselling room for victims of DV at the local women resource centre in Bohtar was organised in the middle of the mission. Two stakeholder workshops were organised with representatives of

international agencies and with relevant CSOs in order to discuss developments and achievements in the gender and DV-field in the country, to assess the contribution of the PDV-project, to exchange about other ongoing projects and initiatives in the field and to jointly reflect on actual and future challenges and needs for orientation for future programs. On the last day, two debriefing meetings with the team leader of the PDV-project and with the SCO-staff were organised in order to validate the findings and share and discuss preliminary conclusions and recommendations.

#### **1.4 Structure of the report and accompanying comments**

The following report is structured along the guiding topics and questions of the ToR. A comprehensive context assessment is placed at the beginning of the analysis in order to situate the project well in the context and specifically with regard to gender issues on societal and policy level. A particular look is put on the phenomenon of gender-based-violence in the Tajik context from an anthropological perspective taking into consideration historical, societal as well as socio-economical factors influencing gender-roles, power dynamics in the families and the position of women in society. In a second step, the project under review is described in its historical context and the actual set up in the ongoing project phase. The section on findings first makes a critical assessment of the project design and the general project orientation before going deeper into the analysis of project achievements with regard to relevance, efficiency and effectiveness, influencing factors, gaps and reflections on sustainability and a final look at key impacts of the project. Conclusions sum up the main findings of the project assessment and form the basis for the recommendations with regard to the continuation of the project as well as the future possible engagement of SDC in the gender and gender-based-violence field in Tajikistan.

The project review has tried to give a broad insight and assessment of the full scope of project activities realised under the project in the ongoing project phase. The project being only at the end of the second year of the three years project phase, the review could not assess the full range of activities and project results planned for the overall project phase. This sets a certain limitation to the analysis, what the review tries to compensate by giving recommendations also with regard to a further development of the project in its ongoing project phase.

The focus of the project being strongly oriented towards the governmental implementation of the law on prevention of domestic violence and the review mission having been organised around project activities targeting governmental responsibility take over in this regard, the voices of victims of DV and their families as well as the communities targeted and also implied in certain project activities have been less in focus during the project mission. The review team relied on the fact that these aspects have been covered extensively during the previous eight project phases, while the shift to the government side has been the main important innovation of the ongoing project phase and thus merited the maximum of attention.

In terms of terminology, the project is applying domestic violence as the main term when referring to the phenomenon of gender-based violence occurring in the Tajik society. With this denomination, the focus is put on the domestic sphere and violence defined as a family problem. Such a definition is in line with the governmental conceptualisation of violence against women in Tajikistan. The evaluators would like to raise the attention on the fact that violence against women in Tajikistan is heavily gendered and that the root causes of the violence and the subordination of women in society have to do with deeply enshrined gender stereotypes and hierarchical power dynamics between women and men in the society. Thus, even if the evaluation has taken over the project's wording and mainly refers to domestic violence as used in the project documents, the concept applied in this review is broader and includes the above mentioned aspects of violence. In this regard, it is also important to put some attention on the use of the word DV-victim. The denomination of a person who has suffered violence as victim puts her in a passive position as someone who is in need of help and benefits from support services. In international practice, the term victim is mostly substituted by survivor, in order to give the persons who have undergone violence a more active and resource oriented position, as persons who can develop the strength to come out of their situation of suffering and become active in defending their rights and developing new living perspectives without violence. In the frame of a project with a human rights based orientation, such a denomination might be considered more suitable. It also changes the orientation with

regard to the role given to the survivors and the attitudes developed of the intervention system in order to respond to their needs.

## 2. CONTEXT ANALYSIS

The present context analysis is rather detailed, because in view of the review team understanding the context in which the PDV-project was operational is important, especially from the perspective of project's current approach in making its previous achievements sustainable. As it is demonstrated below, political, economic and social developments in Tajikistan *inter alia* in the area of gender equality only now have gained a momentum when response to domestic violence can be addressed meaningfully. The political will for setting the gender equality agenda including domestic violence is strengthened. But economic development and societal features require further efforts to implement this gender equality agenda including domestic violence and need to be consolidated to work out sustainable and effective solutions.

### 2.1 General country context

Tajikistan is a small, landlocked country in Central Asia. UNDP ranking of human development places Tajikistan on the 129<sup>th</sup> position and includes it to the group of lower-middle level income countries. Soon after independence, Tajikistan went through a devastating civil war that ended with the Reconciliation Agreement between conflicting parties in 1995. Human and financial losses, displacement of population and permanent migration of population, disintegration of social relations on the ground of religion and politics were among the consequences of the civil war.<sup>2</sup> The impact of the civil war on the moral and psychological state of the people has not been sufficiently studied. However, UNDP argues that civil war gave rise to growth of criminality and violence that impacted the moral and psychological state of the population. In the post-conflict period, Tajikistan accelerated state-building and economic reforms, by-passing for many years the social and psychological situation of the population.

Tajikistan politics today are represented by a President who has been re-elected for a third term and by a local elite with a lot of influence on the country's economic resources and political processes. State power is divided between executive, legislative and judiciary branches<sup>3</sup>. In reality, power is highly concentrated in the executive branch with the President as its head. Since its peak in 1991, civil engagement with Non-Governmental Organisations (NGOs) has gradually declined due increased donor dependency, and tighter control over NGO activities by the government. This resulted in tighter control of funds received by NGOs from international sources and repeated inspections of NGOs by the State Committee on National Security, the Tax Committee, the Ministry of Justice, the Prosecutor General's office. Some NGOs were at risk of suspension of their activities and eventual closure upon these inspections. Mainly, NGOs working on sensitive human rights issues including rights of sex workers and Lesbian, Gay, Bisexual, Transgender (LGBT) were inspected.<sup>4</sup>

High dependence on migrant workers' remittances that made up 35 percent of country's GDP in 2015; and reduced world prices for cotton and aluminium as main export products, make Tajik economy vulnerable to external shocks.<sup>5</sup> Major development challenges of Tajikistan are shortage of energy; lack of productive employment; food insecurity; still high levels of poverty (30.3 percent in 2016 and 14 percent of extreme poverty) and weak public administration. The National Development Strategy 2030 and the Programme of Mid-Term Development of Tajikistan for 2016-2020 that were developed to meet Sustainable Development Goals (SDGs) are focused on addressing these development challenges.

In 2018, the population of Tajikistan was 8.9 million of people out of which 72.6 percent resided in rural areas. 49.4 percent were women. Youth below 20 years of age makes up 45 percent of all population (2015).<sup>6</sup> Tajikistan faces serious employment challenges for several reasons including focus of economic development on capital-intensive, but not job-creative sectors and still high population growth. Labour migration of the

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<sup>2</sup> Kuvatova, A (2001), Gender Issues in Tajikistan: Consequences and Impact of the Civil War In: Hommes armes, femmes aguerries: Rapports de genre en situations de conflit arme, p.128.

<sup>3</sup> The Constitution of the Republic of Tajikistan, 1994, art.9

<sup>4</sup> Report of the Special Rapporteur on the promotion and protection of the right to freedom of opinion and expression on his mission to Tajikistan, advanced unedited version, June 2017, A/HRC/35/22/Add.2, paras.54-58.

<sup>5</sup> IMF (2016), Republic of Tajikistan. Financial System Stability Assessment, IMF Country Report No. 16/41.

<sup>6</sup> Statistics Agency under the President of Tajikistan (2018), Population of the Republic of Tajikistan as of 1 January 2018, Printing house of the Statistics Agency, Dushanbe, p.9

working-age population and widespread informal employment reduce actual unemployment levels and pressure on the labour market in Tajikistan.<sup>7</sup> Women are adversely affected by large scale labour migration abroad – they represent 14 per cent of all migrant workers. Their needs are rarely addressed by national labour migration policies. Women and children abandoned by migrant workers make up one of the most vulnerable groups of the population in Tajikistan with variety of needs, including economic resources, legal protection and housing.

## 2.2 Gender politics and gender in everyday life

Tajikistan is a signatory to seven major UN human rights treaties including the CEDAW and its Optional Protocol. In 2009, UN Special Rapporteur on Violence Against Women, its Causes and Consequences (SR for VAW) visited Tajikistan and provided a wide range of recommendations for improvement. However, the progress of implementation of the CEDAW and recommendations of the SR on VAW has been rather slow as Tajikistan consistently failed to implement most of the recommendations.<sup>8</sup> Since 1992 several decrees, policies and laws to guarantee gender equality and combat violations of women's rights, such as polygamy, early-marriage, trafficking, domestic violence and other forms of discrimination against women were adopted by the Government. In 2005, the Law on State Guarantees of Equal Rights of Men and Women and Equal Opportunities of their Exercise was adopted. A National Strategy on Advancement of the Role of Women for 2011-2020 was adopted in 2010. In 2013 the Law on Legal and Social Prevention of Family Violence was adopted. To give effect to this Law, the State Programme on Prevention of Family Violence for 2014-2023 was adopted in 2014. The National Development Strategy 2030 and the Programme of Mid-Term Development of Tajikistan for 2016-2020 explicitly noted that one of the objectives of the human capital development is the reduction of social inequality, listing "achievement of actual (de-facto) gender equality" and "prevention of violence against women" as sub-objectives.<sup>9</sup> To this end, several measures were developed including introduction of mandatory gender expertise of the draft legislation and gender budgeting; an effective system of institutionalisation of gender across line ministries and gender mainstreaming to sectoral policies and programmes as well as strengthening response to violence against women in Tajikistan.<sup>10</sup>

Tajikistan ranks 95 of 144 in the Gender Gap Index of the World Economic Forum demonstrating low scores in economic participation and opportunities and political participation. Full achievement of gender equality in Tajikistan is hampered by several factors. The Tajik society is ruled by traditions, patriarchal customs and religious practices that put women in a subordinate position compared with men. Gender roles of women and men are strongly delineated limiting the role of women to taking care of the household, childcare and taking care of elderly family members, even when they are also formally employed outside the home. These traditional perceptions about the role of women contribute to persistent harmful practices such as violence against women; early marriage and forced marriages; polygamy and inequalities in the enjoyment of rights enshrined in the country's legislation.

The legal framework has a number of shortcomings including a lack of effective enforcement mechanisms and explicit prohibition of direct and indirect discrimination. Domestic violence is not a criminal offence. Sexual harassment in public and workplaces is neither clearly defined by the national legal framework nor effectively prohibited. Programmes and strategies on gender equality do not take into account the circumstances of women from vulnerable groups. The system for monitoring early and polygamous marriages is inadequate.

The national machinery on gender equality in Tajikistan is represented by the Committee on Women's and Family Affairs under the Government of Tajikistan (CoWFA) which was established in 1991. The CoWFA has limited decision-making power. CoWFA faces shortage of funding and weak capacity of human resources at the national and local levels. Awareness about gender equality and gender sensitivity of civil servants is low and

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<sup>7</sup> Amir, O. & Berry A. (2013), Challenges of Transition Economies: Economic Reforms, Emigration and Employment in Tajikistan in UNDP, Bureau for Development Policy (2013), Social Protection, Growth, and Employment: Evidences from India, Kenya, Malawi, Mexico and Tajikistan, UNDP, Bureau for Development Policy, NY.

<sup>8</sup> E.g. among concluding observations given to Tajikistan in 2007, only 1 recommendation was fully fulfilled by Tajikistan, 14 recommendations were partially fulfilled and 14 recommendations were not fulfilled.

<sup>9</sup> National Development Strategy of the Republic of Tajikistan for the period until 2030, adopted by the Resolution of the Government of the Republic of Tajikistan #392 on 1 October 2016; National Programme of Mid-Term Development of Tajikistan for 2016-2020.

<sup>10</sup> National Development Strategy of the Republic of Tajikistan for the period until 2030, adopted by the Resolution of the Government of the Republic of Tajikistan #392 on 1 October 2016; National Programme of Mid-Term Development of Tajikistan for 2016-2020.

training of public servants on gender equality and mainstreaming gender into sectoral policies, strategies and plans is ineffective.

Girls face particular problems with access to all levels of education in Tajikistan. Girls are still deprived of continuation of education after 9th grade due to early marriages, care after small siblings and gender stereotypes on their future role. This results in their restricted choices of continuing education to vocational and professional levels. Enrolment of girls to higher education is three times lower compared to boys. In the 2015/2016 academic year, just 33.5 percent of all students enrolled to higher educational institutions were girls.<sup>11</sup>

Gender statistics require major improvements to enable an assessment of the prevalence of various forms of violence against women. It is challenging to assess vulnerability of women and understand the situation of women from vulnerable groups (HIV-positive, rural, poor, abandoned wives of migrant workers, stateless women, women at-risk of statelessness, women with disabilities) due to lack of relevant disaggregation. Assessment of women's economic empowerment is also hampered by lack of statistics on women's access to resources.<sup>12</sup>

Tajik families are extended families where several generations living together in one household. The extended family model is prevalent partly because of tradition, but also because of a shortage of affordable housing and the absence of male family members who have migrated and work outside the country. Such situations create tensions among household members and as such contribute to increased family conflicts which may escalate to domestic violence. In rural areas, the well-being of families commonly depends on agriculture where women make up more than 60 percent of total labour force usually employed informally.<sup>13</sup> Women have less employment opportunities due to increased demands for family responsibilities, specifically child care, care for sick or old members of families and performance of house work. Large families with many children prevent mothers from going to work. Mothers in these families do not work or they are employed in unskilled labour.<sup>14</sup>

### 2.3. Gender-based and domestic violence

Due to lack of reliable statistics, it is difficult to assess prevalence of domestic violence. It is estimated that prevalence ranges from one-third to one-half of women in Tajikistan having regularly experienced physical, psychological or sexual violence.<sup>15</sup> Violence is committed by their husbands, mother-in-laws or other family members. There is a culture of tolerance of domestic violence in the Tajik society. The study of 400 people in six districts of Tajikistan commissioned by the Oxfam in 2016 found that 97 percent of men and 72 percent of women believed that a woman must tolerate violence to keep the family together.<sup>16</sup> This view is in line with national policies which call for family welfare and address domestic violence from perspective of reduction of divorce rates which are rather high in Tajikistan. Domestic violence is not regarded as a form of gender-based violence (GBV) in Tajikistan. The Law on Prevention of Domestic violence introduced the definition "violence in family" implying any intentional illegal act of physical, psychological, sexual and economic nature committed in family relations by one member of the family towards another member of the family resulting in violence of his rights and freedoms, physical pain or damage to his health or treat of this damage.<sup>17</sup> Thus, the Law covers all members of the family (at the same time not providing a definition of family and, respectively, scope of familial relations covered by the Law) and fails to acknowledge that in Tajik society mostly women and girls suffer from domestic violence.

Gender-based violence is a multi-dimensional problem and can only be understood and addressed when taking into account the cultural, religious and socio-economic environment and their changing over time. In the context of Tajikistan, it is important to reflect on the interconnections of a Soviet past, the civil war following independence in 1991 and the post-conflict and transition period marked by a revival of traditionalist patriarchal norms and radical Islamist streams, economic hardship and massive labour migration and life under

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<sup>11</sup> Agency of Statistics under the President of Tajikistan (2016), *Women and Men in the Republic of Tajikistan*, p. 80.

<sup>12</sup> FAO (2016), *National Gender Profile of Agricultural and Rural Households – Tajikistan*, Country Gender Assessment Series, p.2.

<sup>13</sup> ADB (2016) *Tajikistan Gender Country Assessment*, Mandaluyong City, Philippines: Asian Development Bank

<sup>14</sup> Agency of Statistics under the President of Tajikistan, UNICEF (2007), *TLSS*, pp.89-90.

<sup>15</sup> ADB (2016), *Tajikistan Gender Country Assessment*, p. 44.

<sup>16</sup> Z-Analytics (2016), *Knowledge, Attitude and Practice of Perception of Gender Roles and Gender-Based Violence in Six Districts of Tajikistan*, unpublished research.

<sup>17</sup> The Law on Prevention of Family Violence, 2013, Article 1.

an authoritarian regime. During the Soviet period, a policy of women's emancipation was pursued to increase the role of women in public sphere. Strong monitoring systems were in place to ensure girls' education, women's employment outside home supported by child care facilities and services for easing the household burden of women and their active participation in political life. However, these policies didn't touch upon the internal household dynamics and didn't address traditional division of labour of women and men at home. As a result, women had a double burden and their role and status in families remained in line with traditions and the patriarchal set-up of the Tajik society. In the post-Soviet transition period, in line with building of a new independent state, ideological underpinnings of the state and society, including Soviet ideology of equality between women and men were re-considered. This process has intersected with the resurgence of traditions and patriarchal values in Tajikistan and the growing role of Islam, the main religion professed in Tajikistan.<sup>18</sup>

The war is rarely mentioned and almost never debated when it comes to discussing violence in Tajikistan, but the whole society must have been affected and directly exposed to brutal forms of direct or indirect violence or threat from violence and killing over a period of 5 years. In spite of not being mentioned nor dealt with publicly, there is mention of war related sexual violence and massive rape during these times. The culture of honour and shame, but also the publicly imposed conspiracy of silence over the war past in the country make the severe individual and collective traumas produced by these violence experiences completely unspoken and deeply enclosed in individuals and families. As known from other contexts, suffocated and untreated trauma in a society, mostly in combination with economic hardship and difficulties in re-installing traditional family orders leads to increase of violence in the families and stronger subordination of women. Some of the forms of violence like early marriage, restrictions of movement of girls and polygamous marriage were used by families to protect girls from being raped and abducted from the streets, as gender norms in Tajikistan are furthermore reinforced by a deep-seated importance of family honour, which needs to be protected at all costs.

Patriarchy in Tajikistan intersects with gerontocracy, i.e. the power system in extended households is built on seniority. Women usually acquire more power with the age. This power focuses on control over younger family members. But the role in making decisions about household management remains in control of a man, head of the households. Mothers exercise authorities on life choices of their sons and daughters including arranging their marriages. Thus, sons are sandwiched between their obedience to their parents and the need to exercise authority over their wives, as expected from society. Daughters-in-law are at the lowest rank of the hierarchy and mostly deprived of many of their rights including right to education, freedom of movement, right to work and so on. They can only move up the power structure with progressing age once they get mothers-in-law themselves. Their life-long suffering is then turned into power demonstration and reproduction of subordination vis-à-vis the younger women in the family. When talking about gender-based violence, mothers-in-law are the other important perpetrator aside male partners.

Labour migration is another factor which poses a risk of increased domestic violence. The tightened migration regime in the Russian Federation – main country of destination of Tajik migrant workers – resulted in increased number of deportations of Tajiks followed by bans to re-enter the Russian Federation. Men are back home with little opportunities to find employment locally, thus not being able to perform their expected role of main breadwinner in the family. The impact of this situation on families is not fully studied, but as evidenced by Tajik media reports and NGOs, suicides among men and levels of domestic violence have increased.

The authoritarian regime which controls public spaces of deliberation makes it almost impossible to express grievances of the society about public spending and services and participate meaningfully in national politics. The government power is demonstrated throughout different spheres of life, arching from internet control, recommendations for acceptable clothing, manipulation of students organisations for political messaging, putting local religious leaders under public pay in order to control their actions, etc. Tajiks are therefore forced to subordinate and protests in the form of strikes or demonstrations are virtually unknown. Experience of continuous subordination and control in a dictatorship in public and private setting leaves the family space as the only power space, where people are free to exercise the power, including through domestic violence against vulnerable family members (children, elderly, disabled, wives, daughters-in-law).

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<sup>18</sup> Akiner, S (1997), New parameters for gender relations, *Between tradition and modernity: the dilemma facing contemporary Central Asian women*, in Buckley Mary (eds.) *Post-Soviet Women: from the Baltic to Central Asia*, pp.283-285; Kennedy-Pipe, C (2004), *Whose Security? State-Building and the 'Emancipation' of Women in Central Asia*, *International Relations*, Vol. 18(1), pp. 103-104.

Given all these factors it is important to underline that violence in general and specifically gender-based violence in Tajikistan has deep roots and has known continuous cumulation throughout history and recent developments. Violence therefore penetrates people's lives in all spheres and has to be seen as a marking factor which again has its consequences on social and economic development.

#### 2.4. The 2018 CEDAW concluding observations on Tajikistan<sup>19</sup>

During the time of the review, the newest CEDAW concluding observations on the sixth periodic report of Tajikistan had been released by the committee. The observations underline many aspects of the above context analysis and take up relevant elements that are directly treated by the project under review. The most relevant observations are summarized below:

The observations acknowledge relevant progress achieved by the Tajik Government since 2013 in undertaking legislative reforms and welcome efforts to improve institutional and policy framework aiming at accelerating the elimination of discrimination against women and the promotion of gender equality. The committee particularly mentions the strengthened financial and human resources allocation to the CoWFA, the awareness-raising and outreach activities conducted to overcome discriminatory gender-stereotypes and the first gender-analysis of textbooks, improvements in access to justice through mobile court sessions and free legal aid, relevant improvements on the level of regulations through the adoption of the LPDV, the introduction of mandatory birth registration, the introduction of quota for girls in higher education and the measures taken to support women entrepreneurs and to regulate domestic work.

But the recommendations express the committee's concern with regard to the general lack of knowledge on women's rights and gender equality among civil servants and the weak application of these rights in court proceedings. It also constats a still very weak help-seeking of women facing GBV in the justice sector and a persisting high prevalence of GBV against women and girls, supported by the lacking criminalisation of GBV and the persisting systematic impunity of perpetrators. The observations equally highlight the still inadequate support services for GBV-survivors, with little to any governmental responsibility and most work offered through service-delivering NGOs. With regard to education and employment, the committee criticizes the low enrolment rate of girls in schools, the high drop-outs in secondary and higher education related to early marriage, pregnancy or discriminatory gender-stereotypes. On the level of marriage and family relations the committee expresses its concerns with regard to the introduction of mandatory check-ups for future brides (so-called virginity tests) and the high incidence of polygamous unions, child and forced marriages and the decline in official registration of marriages.

Under the long list of recommendations, the review selected to highlight the committees urging call for capacity building for members of the judiciary and legal professionals for a direct and correct application of the national legislation when it comes to women's rights and the general need for gender-training for relevant stakeholders, government and law enforcement officials, parliamentarians, judges, lawyers, etc. Furthermore, related to the field of GBV, the committee highlights the urgent pending adoption of the necessary legislation to criminalise all forms of GBV, the effective enforcement of the LPDV and adequate budget allocation for the implementation of the law and the state program, the strengthening of the State Party's leadership and the clear definition of roles and responsibilities and improving coordination between its agencies and on the level of referral mechanisms; the need to ensure access to confidential and gender-sensitive complaint mechanisms, the raising awareness in public on all forms of GBV, available services and how to access them, the strengthening of independence and effectiveness of the judiciary and enforcing due investigation on all cases reported and the related prosecution of perpetrators and finally improve data collection including the follow up and outcome of GBV-cases. To conclude, the committee urges the State Party to develop a comprehensive strategy and action plan to eliminate GBV based on the results of a detailed prevalence survey that would also cover remote rural areas.

Within a time-frame of the next two years, the committee request the State Party to report specifically on the advancements with regard to the criminalisation of all forms of GBV, the elimination of negative stereotypes and barriers that hinder women and girls' access to education and the eradication of the mandatory pre-marriage check-ups for women.

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<sup>19</sup> CEDAW, Concluding observations on the sixth periodic report of Tajikistan. 9. November 2018, searched on 5.1.2019, 10.25 h, see: <http://docstore.ohchr.org/SelfServices/FilesHandler.ashx?enc=6QkG1d%2fPPrICAqhKb7yhsqWC9Lj7ub%2fHrJVf1GxZMHEKlgEy3EV5MKcAXsLQp5PD%2f8ImKYnx5c5kZmLuDnLTgSAIT6y0SSbvsti00QCI3CeUoLxhiRKPuMH6Ge%2fXu2wp>



The review team would like to underline the momentum created by the issuing of these observations and the formal pressure being created on the Tajik government for enhanced engagement in the GBV-field. They can be used for high-level policy dialogue with regard to the PDV-project and the further responsabilisation of the government for DV-response in the country.

### 3. RECAPITULATION OF THE PREVENTION OF DOMESTIC VIOLENCE PROJECT

#### 3.1 Project history

The Swiss Cooperation Office in Tajikistan funds the project on Prevention of Domestic Violence since 2000 with the main project activities in Khatlon province (with the center in Bohtar city, former Kurgan-Tube) and Dushanbe city. Over 16 years the project has successfully contributed to address the many challenges by addressing the policy and institutional framework, by delivering quality services to victims with a comprehensive and interdisciplinary approach and by addressing behavioural change through adequate communication to the broader public as well as the authorities at national and local level. Because of the absence of public victims' protection and support services and the lack of a legal framework to combat violence against women, the project has invested many years in supporting local service delivering NGOs who have been securing preventive and curative services related to domestic violence. Swiss engagement has importantly contributed to significant increase of professional competences of professionals delivering psychosocial support, medical treatment and legal aid to victims and to a general professionalization of services and their adaptation to victims' needs. Efforts have been done to strengthen cooperation of the NGO-services such as crisis centres and women's resource centres with public service providers, although systematic engagement from central and local authorities has remained low. At the same time, through the local NGOs good embedment in the local contexts, outreach activities in the communities and their direct implication in sensitization and awareness raising work has helped to increase awareness of the population with regard to the issue of domestic violence and opened victims improved access to support services in situations of crisis. In 2013, after important lobbying efforts and targeted support through Swiss mechanisms in the country, the law on prevention of domestic violence has been adopted by the government. This has been a milestone and an important turn in the fight against violence against women in the country. Unfortunately, with the closing of the programme of the Human Rights Division, Switzerland has lost important possibilities to influence policy development and implementation through political dialogue, what directly impacted of the project's leverage and possibilities to build on this momentum.

#### 3.2 Project phase under review

The ongoing project phase (October 2016 – September 2019) is planned as an exit phase. With the objective to secure project results achieved in so many years and to grant continuity in professional service provision to victims of DV even after the project has finished, the orientation taken for the new project phase has been marked by a conscious shift towards supporting the government in taking over responsibility for addressing DV, with particular focus on developing state capacities and policies on the one hand and taking responsibility for DV-related services on the other hand.

The impact hypothesis is that people's rights (for women, men and children) will be better protected - and DV reduced- if the government takes adequate measures to respond efficiently to DV phenomena.

The key project outcomes and outputs are as follows:

Outcome 1:	<i>State institutions at central and local level coordinate DV policies and provide effective services to the population.</i>
Output 1:	Evidence based regulatory framework adopted
Output 2:	Coordination among main stakeholders (CoWFA, line ministries) at central level improved
Output 3:	Capacities at central level to plan and manage DV services improved
Output 4:	Referral system(s), service network(s) and coordination mechanisms at local level established
Output 5:	Standards for (public) medical, psycho-social and legal services (related to DV) are developed and the services are in place in the targeted pilot areas
Output 6:	Monitoring and reporting mechanisms established and operational at service level
Outcome 2:	<i>Victims are using provided services related to domestic violence and people do not accept domestic violence</i>
Output 7:	Communication strategies developed by CoWFA

Output 8:	BCC campaigns carried out in the targeted pilot areas
Output 9:	Good practices in target pilot areas shared nation-wide

### 3.3 Project interventions in brief

As outlined in the project document for the ongoing project phase of the PDV-project (2016-2019)<sup>20</sup>, the following project interventions have been planned for the 3 years of project implementation:

Year 1: During the first year, current POs will continue to receive grants for service delivery and awareness raising activities related to DV, although with increasing attention for the central role of the government. In parallel, PDV will support experts' work on developing the regulatory framework (central level) as well as coordination mechanisms, mapping services, setting up and/or institutionalising a referral system, introduce case management at local level. CoWFA will be supported in developing a communication strategy.

Year 2: During the second year, limited grants for POs may be used for specific critical services, e.g. crisis centres. Public providers will be in a position to gradually take over some of the services required. Assuming a regulatory framework is in place, some of the tasks initiated during the first year will need to be continued, e.g. testing referral systems. With support from PDV, CoWFA will start with the implementation of the communication strategy and BCC activities, both at central level and in the pilot regions.

Year 3: During the third year, the necessary legal and procedural tasks, both at central level and in the pilot regions, will be completed and DV services should be planned, managed and monitored by public institutions. POs will no longer be the primary service provider, but have assumed a role as advisor, trainer, etc. DV services will be piloted in public institutions. Good practices will be shared nationwide.

Enforcement of the Law on Prevention of Domestic Violence (LPDV) and implementation of the State Programme to Prevent Violence against Women will be cross-cutting themes during project implementation.

## 4. FINDINGS OF THE EVALUATION

### 4.1 Critical assessment of the general project orientation and project design

Before going into a detailed analysis of project developments and achievements along the project objective system, the review team has considered it relevant to start with a critical assessment of the overall project design and the general orientation of the project. Apart from considerations regarding the logical framework that are putting some general restrictions to the monitoring and evaluation of project outcomes, the reflections deal with the human rights based approach as a conceptual framework for the project, the transformative elements in project orientation, risks associated with the sustainability focus of the project and the needs for a holistic response in gender-based violence intervention.

#### 4.1.1 General observation of logical framework

The logical framework (logframe) of the PDV is not clearly designed to be used as effective monitoring and evaluation tool. The indicators formulated by the logframe are mainly quantitative indicators or milestones. In some cases they are not relevant and specific. Indicators at the level of project goal are focused at measuring the progress in the project area, while at the level of goal indicators should be nationwide and should be used to measure how PDV contributes to changes at the impact level (which may not be measured during project life).

The outcome 1 is calling among others for provision of effective services to the population. But indicators to measure its achievements do not include the dimension of effectiveness of services. The indicators used are number and status of secondary legislation adopted to guide domestic violence response (milestone) and number of geographical locations with functioning referral mechanisms (quantitative). Another quantitative indicator is on proportion of victims of domestic violence having accessed services offered by public service providers (quantitative). These indicators are not measuring effectiveness of services, which may include such areas like relevance of services, responsiveness of services, changes services brought to live of victims and so on.

<sup>20</sup> GOPA ProDoC Main Phase Project Phase IX for the SDC Tajikistan Prevention of Domestic Violence (PDV), April 2016, executive summary

Among the outputs, the same shortcomings were revealed. Most of the indicators are milestones (bylaws, action plans adopted) or quantitative (number of staff trained, number of quality standards developed). Indicators to measure the quality of interventions are not developed. One of the examples of the outputs with irrelevant and not specific indicators is the output 3 under outcome 1. The output speaks about capacities at the central level to plan and manage DV services improved. The indicator refers to the number of staff trained by the project in pilot areas in 3 years. Thus, it is not clear if training covers the capacity to plan domestic violence services (such as assessing scope of services required nationwide, mapping current services, defining costs of services, identifying gaps in services and developing strategies to fill the gaps) and manage domestic violence services (allocating required costing, monitoring quality of services and access to services etc) and how this capacity at the central level will be measured by the PDV-project as the indicator used refers to the pilot areas only.

It was noted by the review-team that in fact the project achieved more results than reflected by the logframe. This may underline the effectiveness of the PDV-project, but at the same time, it is an evidence of weak planning of the PDV-project with main focus on activity and output, but not on processes of change and quality of changes and use of devised strategies to achieve planned outcomes and outputs.

#### **4.1.2 Human-rights based approach**

Following the recommendations of the last project review in 2016, the project has adopted a human rights based approach focus in the orientation of the new project phase. Building on the existing law and the State Programme for Prevention of Domestic Violence in Tajikistan, the project has shifted its main orientation towards strengthening the current state protection and assistance mechanism and transferring the experience and practices acquired since the start of the PDV-project to a regular service system, administered by the government. This should be done by harmonising the regulatory legislative acts, institutionalising the inter-agency victim-centred approach taken through DV-victims' need analysis, capacity/resources gaps assessment, transfer of good practices from NGOs to state agencies/strengthening social partnership and multi-level coordination.

A human rights-based approach assumes that in order to achieve development and growth, a positive transformation of power relations among the various development actors is needed.<sup>21</sup> There are two stakeholder groups in rights-based development: the right holders (who do not experience full rights) and the duty bearers (the institutions obligated to fulfil the holders' rights). Right-based approaches aim at strengthening the capacity of duty bearers and empower the rights holders. Stakeholders on both sides are conceptualized as actors for change and main goal is to overcome obstacles that are blocking rights and give governments the tools and training to provide these rights.

The project's choice of targeted accentuation on strengthening the side of the duty bearers on central governmental as well as on local level can be understood as an important shift in paradigm in an exit phase that wants to ensure sustainability of results and a durable anchoring of previous project efforts into governmental responsibility and ownership. Through the investment in governmental service provision improved access for victims' to support services should be granted on a durable basis.

Nevertheless, it can be critically assessed as a shift that neglects the role of the right holders and doesn't take into consideration the necessary space for empowering them as agents for change. While CSOs so far have had a strong outreach to the communities and have therefore been representing their needs and interests through a needs-oriented community based service offer, they are now being limited to governmentally contracted service provision with tightly defined regulations and standards for action. DV survivors are mainly conceptualized as help-seeking beneficiaries. The only exception is the continued support to the Ghamhori crisis centre in Bohtar that serves as an important hub in the region, advocating for making duty bearers responsible and at the same time serving as mouthpiece for the needs of the communities they target. In a time where the space for CSOs and their voice is shrinking or deliberately being curtailed in Tajikistan, but where CSOs will remain an important mouthpiece for the interests of the population under an authoritarian regime, a project such as PDV with its long history of support to CSOs should remain in a logic of also strengthening the side of the right holders and including an important advocacy component as a complementary axe to the strengthening of the ownership and action of the duty bearers. It is obvious that

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<sup>21</sup> Wikipedia, searched on 3.11.2018, 20.45 h, see <https://en.wikipedia.org/w/index.php?search=human-rights+based+approach&title=Special%3ASearch&go=Go>

especially the newly released CEDAW recommendations will need a strong advocacy from CSOs-side in order to push for their implementation. Previously, this gap was addressed through the Human Rights Dialogue intervention of Switzerland. But due to phasing out of this programme, a space for continued dialogue and advocacy for implementation of the Law on Prevention of Domestic Violence was lost. In the current phase, the PDV-project should have been given a responsibility to establish such space and shift the role of NGOs from service providers to advocacy agents of change to support the project's current efforts on increasing the role of the government for service provision. Such a focus would also have contributed to opening a dialogue on protection of victims through improved prosecution of perpetrators and bringing justice, which was overlooked by the current approach of PDV (more details about this below).

#### **4.1.3 Gender-transformative logic**

Besides strengthening of governmental capacities and handing over of responsibility for service provision to the governmental level, changing of attitudes with regard to the acceptance of DV in the population is a second important expected outcome of the project. Over the many years, the project has continued implementing strong BCC activities in communities mainly through NGOs, with a shift to working through governmental agencies and the creation of national public campaigns steered by the CoWFA in the ongoing project phase. There have been many changes in approaches from year to year and an ongoing controversial discussion about a context and culturally adapted messaging with regard to the issue of DV, as explained by SDC- and PDV-staff. Messages have mainly been focused on transporting positive messages such as “the healthy family” or “keeping the family together by investing in good relationships will keep the violence away”. Even the men-focused campaign has rather portrayed men as the nice neighbours, sons or brothers who invest their masculine features such as muscles and brain for helping the weaker (sisters, neighbours) instead of using violence (this the slogan). The work with religious leaders has put a strong focus in re-reading religious texts with a more liberal interpretation with regard to the women's subordinated role and the right to exercise violence over women, but not really tackled authoritarian patriarchal values and beliefs. The problem encountered with handing over to governmental bodies such as CoWFA as main partner for BCC in the last project year is that messages need to integrate the general politics of the state, which again are family preserving and not tackling the real issue of violence. This is again reflected on the level of the services addressing the survivors of gender-based violence. While the services offered by NGOs or public structures (rooms for victims of DV in health facilities, legal aid centres, police, counsellors at CoWFA on local level) do try to resolve the violence problem through all existing mechanisms according to the law on prevention of domestic violence, in almost 50% of the cases – mostly because of economic, but also for “cultural” reasons - the survivors are reintegrated into their in-law-families and family conferences and mediation are the approach mostly used for conflict resolution. At the same time, perpetrator prosecution is almost at 0 % and the first room for aggressors that offers violence counselling to perpetrators has only started working in May 2018, its first principle objective remaining the preservation of the family.

In general, the project has rather followed an approach of targeting the reduction of physical violence, but not really deeper change with regard to gender-relations and women's subordination. While the violence issue is tried to be solved and violence is pronounced to be harmful for all the persons concerned and involved, thus harmful to the whole family, interventions do not tackle the unequal power relations in couples and the oppressive power dynamics in the extended families. This means that although various interview partners have underlined the importance of addressing the root causes of the (gender-based) violence in the Tajik society, the project has so far only followed a sensitizing and short term problem solving response to violence. A deeper and gender-transformative perspective is missing in project interventions in both service delivery and the behavioural change component. The evaluation team shares concerns of PDV-staff that successful implementation of the BCC requires stronger commitment and engagement of the governmental partners in the formulation of messaging and their airing through national media outlets. But for the service delivery component, empowerment of victims and prioritising the interests of victims over family re-union should be fundamental in provision of service to either women or men. International standards on response to domestic violence clearly call for taking a stronger hold on application of gender-transformative approaches regardless of the target groups, i.e. men, boys, girls, women, religious and community leaders as well as institutions.

#### **4.1.4 Sustainability**

The project is in its 9<sup>th</sup> phase of implementation. Regarded as exit phase, the main project orientation is directed towards sustainability. Capacitating the government on central and local level to plan, manage and

implement DV services, developing the necessary regulatory framework as a basis and introducing monitoring and reporting mechanisms at service level to allow quality insurance and data collection for feeding into national statistics that would again ground future service planning have been defined as the main project activity fields in this regard. At the same time, the reduction of acceptance of DV in the population is another means in order to improve access and use of support and protection services for DV victims, thus contributing to better effectiveness in the prevention of DV. While the project has been mainly NGO and community oriented during its previous 8 project phases and sustainability has not been prepared through the past activities, this rapid shift in main project orientation brings up several critical aspects that need to be looked at more in detail.

First of all, handing over to governmental responsibility implies active political will and ownership for the process as well as the necessary absorption capacities and system preparedness for take over. The project is investing a lot of efforts on a horizontal level (ministries, CoWFA, implementation mechanisms/bodies on local level) for building up coordination structures and inter-agency cooperation, developing the necessary instruments and normative acts as well as primary understanding and capacities for dealing with the issue of DV for the involved professionals (outputs 1 – 3). But it has so far not put sufficient attention to the vertical power system and the need to make the top government level committed to the issue of DV. Efforts beyond ensuring sustainability of services piloted/running in Khatlon province are not foreseen. The design of the PDV-project doesn't envisage a strategy to ensure that capacities at the central level to plan and manage DV services are built and remain upon exit of the PDV. This would build a precondition for a sustainable system development for interventions in cases of DV as well as sufficient budget allocation and service coverage in response to prevalence and needs in the society. Such a strategy would imply a nationwide overview of demand of services and minimum services that need to be established all over the republic, supported by costing analysis of preferred models of service provision and responses which were piloted by the PDV-project and can be replicated in the country depending on locality specifics, current local capacities and availability of funds. Such a strategy should result in the adoption of a sustainability plan including financial requirements to be developed with the government and modalities of how it can be held accountable for its implementation. The projects actual technical assistance approach including timelines defined for exit phase is not sufficient to promote such development and a key question remains with whom to partner with in order to achieve the necessary leverage through negotiation, policy influencing, and conditionality.

Insufficient ownership and lack of capacities for sustainable service planning and securing bear a clear risk on the level of service provision and quality of services. In general, the provided governmental support services have not fully replaced the existing professional service offer of NGOs in the DV field, at the same time, service delivering NGOs with high professional capacities and expertise risk to disappear because they will not be able to keep their staff and service offer.

Finally, having to phase out and stop funding for CSOs in service delivery also means a further weakening of the CSO-sector in general. The new role of NGOs as experts in the field and as advocacy agents was not considered strategically in the current phase. While a general shrinking of space for civil society in Tajikistan can be observed, at the same time there is a broad acknowledgment of their important professional capacity and expertise that will be indispensable for a professional intervention system set up in the country. Therefore, a sustainability perspective should include a deeper reflection on the future role of CSOs and their potential re-activation and re-orientation in terms of effective advocacy, their participation in policy processes, the use and transfer of their technical expertise and their role in monitoring and quality insurance.

#### **4.1.5 Missing holistic response to GBV**

Focusing primarily on prevention, the law for prevention of domestic violence LPDV recognises the rights of victims to legal, medical and psychosocial assistance.<sup>22</sup> The law does envisage placing victims in support centres and medical and social rehabilitation centres where they should be provided free health, psychological, legal and social assistance and temporary shelter. The law outlines procedures for the registration of complaints/referrals by law enforcement officials, "disciplinary conversations" held by police officers with families to determine the causes of violence, administrative detention of a perpetrator of violence, guardianship of children and restraining orders.

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<sup>22</sup> Nota Bene, Helsinki Foundation for Human Rights, International Partnership for Human Rights (March 2017): Domestic violence in Tajikistan: time to right the wrongs

In a similar way, throughout all its years of existence, the PDV-project has also contributed importantly to the set up and development of first NGO-based and later governmental support mechanisms and services for DV-victims. The establishment and running of crisis centres for DV-survivors with a multidisciplinary service offer, the opening of Women rooms for DV victims at hospitals, the introduction DV units at police, access to free legal aid, establishing referral mechanisms and coordinated response to DV have all been important developments supported by the project.

But there are clear limitations when it comes to protection of DV-victims: there is an important lack of shelters throughout the country, victims encounter manifold obstacles in registering their cases, they are confronted with difficulties of receiving medical proof for the violence encountered, and there are huge obstacles for sewing a case as well as limited possibilities to enforce penalties. The law does not criminalize domestic violence and victims seeking prosecution and punishment of the abuser must bring claims under the Tajik Criminal Code in their private capacity through the courts. The lack of meaningful support for those victims who try to pursue their complaints through the courts results in impunity for the perpetrators. Attitudes of lawyers, judges, prosecutors are strongly gender-stereotyped and cultures in legal institutions are strongly patriarchal. During court hearings judges sometimes prioritize the protection of the family unit and fail to adequately inquire into issues of domestic violence. Because of lack of alternative living perspectives (economic survival) and traditions that defend the family unity, victims remain exposed to high risks when it comes to solutions of family reconciliation/reunion.

International practice underlines the importance of a holistic response to GBV. The project would have to reflect on the need for more investment in insuring protection, minimizing risks for survivors and more effective prosecution in order to give clear sign against tolerance of violence against women.

#### **4.2 Relevance of the PDV-project**

On the basis of the comprehensive documentation of the project (project document, annual reports, diverse studies realized in the frame of the project, etc.) and comparative analysis of further relevant reports tackling the issue of gender and violence in Tajikistan<sup>23</sup>, the evaluators come to the conclusion that the PDV project is fully relevant for the context of Tajikistan. It is fully aligned with the national development priorities as mentioned in Chapter 2 and contributes to the implementation of the state program on prevention of DV and the law on prevention of DV, especially by offering fundamental technical support to the Tajik government and the relevant line ministries in developing the necessary regulatory framework (sub-regulations, standards, instructions, etc.), in setting up implementation mechanisms (working groups on inter-ministerial level, MDWGs on local level, specialised intervention units in health facilities, etc.) and in building important general knowhow on DV and specific capacities for the different professional groups involved in service provision and prevention. It furthermore capacitates the CoWFA in developing and implementing the first national communication strategy for the prevention of DV and contributes to even broader sensitization and behaviour change efforts on community level via activities implemented through local partner organisations (governmental and non-governmental). The project targets a fundamental problem and elementary needs of the society and particularly of women and children by addressing the issue of gender inequality and gender-based violence which are not only drastically affecting the physical and psychosocial health of the survivors, but also impacting on their potential of contributing to the economic development of the country as GBV is internationally recognized as hindering economic growth. The project contributes to meeting the international obligations Tajikistan has committed to by ratifying important human rights obligations and follows up on the recommendations for addressing violence against women given to Tajikistan in the frame of UN human rights monitoring mechanisms (UPR, recent CEDAW periodic report for Tajikistan). The project directly targets and contributes to the achievement of SDG 5 (gender equality and empowerment of women and girls) and addresses implicitly SDG16 (peace, justice and strong institutions).

#### **4.3 Effectiveness and efficiency**

The evaluation team is assessing effectiveness and efficiency of project interventions jointly. The analysis below is first trying to give a general analysis of the design of the outcomes and outputs in the project document and the related logframe, in order to set a frame for the possibilities and limitations with regard to the assessment

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<sup>23</sup> IPHR Domestic violence in Tajikistan 2017, ADB country gender assessment 2016, OXFAM perceptions report 2016, CEDAW 6<sup>th</sup> periodic report on Tajikistan 2018

of effectiveness and efficiency of the project realisations. This analysis is followed by appreciations of the achievements on outcome-level followed by highlighting of certain shortcomings encountered through the review process. These elements will later be taken up in the recommendations for future project implementation.

#### **4.3.1 Outcome 1: State institutions at central and local level coordinate DV policies and provide effective services to the population**

##### **a) Design of the outcome 1 and outputs 1 to 6**

In order to be able to measure effectiveness and efficiency, it is necessary to assess the achievements by indicators for outputs and outcomes. As already showed under 4.1.2., the project shows some general inconsistencies and shortcomings on the level of selection of indicators and definition of outputs in relation to the outcomes. Especially outputs formulated under outcome 1 don't really respond to aspects of effectiveness. The outcome 1 is calling among others for provision of effective services to population. But indicators to measure its achievements do not include the dimension of effectiveness of services. On the output-level, most indicators are milestones (bylaws, action plans adopted) or quantitative (number of staff trained, number of quality standards developed). Indicators to measure the quality of interventions are not developed. Positively, the baseline's qualitative study gives a good insight into developments with regard to outputs formulated under outcome 1 and the key finding recommendations formulated out of the study have been a useful basis for comparison with the findings of the review mission and further in-depth analysis of project reports and studies. Thus, the evaluation team was able to make a more detailed assessment on the level of each output of outcome 1. Results of the analysis are presented in a summarized way on outcome-level.

##### **b) Achievements**

The PDV-project has deployed enormous effort through offering highly professional and well managed technical assistance to different government bodies on central state as well as local level in order to reach the ambitious goals as set out by the logframe and the high output-orientation of the project. The project can be assessed as being on right track with regard to the achievement of planned outcomes and outputs and partially has already reached its targets only after the second year of implementation. The evaluators observe **significant progress in building partnerships with line ministries and with the national and district level governments**. The PDV-project is well received and has been confirmed by all interview partners on governmental level as fundamental input for the operationalisation of the state action plan for prevention of domestic violence and for laying the foundation for its implementation on local levels. The project is perceived as highly effective through its rigid step by step implementation of the agreed project activities in collaboration with and by fostering active participation of the governmental working groups set up for these processes. Persons encountered at ministerial level as well as on local government level seemed fully convinced of the importance of PDV and well informed about the mechanisms in place in order to provide coordinated response to DV. This has led to an **important anchorage and ownership for regulatory changes** and allowed the **development of relevant normative acts** (instructions for professional groups, training modules, regulations for the operation of DV services, standards, etc.) with the relevant line ministries and coordination bodies on the national state level. With continuous input and support through the PDV-project and more technical support provided by other donors and project organisations, **CoWFA** has started to show more **ownership** in the coordination of PDV activities and the adoption of PDV legal and normative documents.

The project has dedicated an enormous effort into **strengthening capacities on PDV on governmental level**. Based on a detailed assessment of training needs, the project has developed a training concept and plan, taking into consideration differences in scope of work and responsibility on different levels of intervention (central, regional, local), specific needs per professional group (health workers, social workers, police officers, teachers) and also the need of inclusion of "semi-formal" key actors on the level of community (religious leaders, Machala leaders). Several aspects regarding multiplication and sustainability have been built in into the training concept, starting with a training of trainers' component for a well selected group of professionals from national level, who then have been fully integrated in the training of further groups of professionals on wider national and local level. Also former NGO partner organisations, possessing yearlong expertise and substantial professional knowhow have been integrated as trainers, especially on local level, and thus have been able to enter a new role as recognized experts in the DV field. Focusing first on the pilot regions, the project has extended training activities nationwide in the second year. In total the project has managed to train 3590 specialists in 2 years of

project implementation (the target having been 3550 for the full 3-years phase!). The trainings for health and social workers as well as for education specialists have been approved by the respective ministries and integrated into the curricula of the relevant national training centres (social work, family medicine, nursing medicine, post-diploma education of teachers).

The Project has been effective in maintaining the level of **service offer for DV-victims in the targeted project regions** in spite of phasing out relevant NGO-delivered services. More state run services are today available for help-seeking DV victims and the level of understanding, know how and skills of civil servants working in these governmental services has increased due to the capacity building activities of the project. 15 Multi-Disciplinary Working Groups (MDWGs) have been established (+2 established by OSCE) in order to allow an institutionalised coordinated DV intervention on local level. 2 NGOs (NGO Dilafruz and Femida) previously funded by the PDV project offering services in the PDV field have been included in state budget funding through subcontracting. 2 other crisis centres (CC Gamhori with additional shelter in Bohtar City and CC Bovari ba fardo in Dushambe) have been offering professional integrated multi-disciplinary services to DV victims funded by the PDV-project. They have established MoUs with the local authorities and work on the basis of jointly agreed annual work plans. From governmental side, 8 rooms for Women victims of DV have been opened and offer their services in the Maternity hospitals of the region. During the second project year, in order to fill in the gap of services for temporary shelter for DV victims in remote districts, on the request of Khukhumat of Khatlon region the MoHSPP requested the PDV-project to support the opening of three new Women support rooms in Khatlon region. Another room is planned to be opened in Dushanbe city by the end of 2018. The opening of the first room for aggressors on the initiative of the head of Khukhumat of Levakand city is an important milestone in DV-intervention in Tajikistan. Most of the interview partners during the evaluation mission have considered working with perpetrators as a top priority in the field of PDV.

The PDV-project has put in place a **multi-faceted monitoring and evaluation system** on project level. A M&E/organisational development expert based in the project's regional office in Kurgan-Tube is appointed to monitoring and evaluating activities of project partners including local MDWGs. Consequent data collection has been one of the important elements introduced on the level of the local services in order to allow continuous monitoring and reporting on DV-cases through the state intervention services.

### c) Shortcomings

Most outputs of the project under outcome 1 have been produced through the direct **cooperation between the project and the line ministries** at project level and the positive support provided through the CoWFA. Taking into account the limited space for action of the individual line ministries and their high dependency on decisions taken on the top government level as well as approval by the MoF, it can be questioned to what extent the interagency-collaboration and coordination would have been functional without the targeted inputs and efforts of the project. There is a high project-orientation in the activities of the different PDV-related bodies within the ministries and the working groups and a strong dependence from the ongoing inputs and facilitation efforts of the project. The inter-ministerial coordination body, the "Governmental Committee on Prevention of Violence Among Women" that had previously been established in 2006 under the Deputy Prime-Minister that would be the most relevant and decisive body for the development of strategies and action plans for counteracting DV, continues to be on- hold in spite of recommendations for its re-activation from the General's Prosecutors Office of the RT submitted on the recommendation of CoWFA with support of the project. This is generally having a weakening effect for all efforts deployed to strengthen inter-agency collaboration and the development of shared ownership for the implementation of the LPDV.

The **capacity building** component requires sufficient time and resources as to achieve the desired quality of services (ensured previously by NGOs). Provision of services by some state service providers, e.g. state social workers, state lawyers, etc., is a new task in their activity. Many of them have insufficient knowledge on DV legislation and the application of a victims'-centred case management approach and require assistance, including coaching, supervision and monitoring on a longer term basis. The stakeholders from the regions also reveal resistance towards the DV issue and try to justify the DV, what is also directly transmitted into their daily practice when dealing with DV victims, in spite of the training received. Therefore, eradicating gender-related and DV-stereotypes is an important component of the trainings to be deepened and continued in the future.

Furthermore, **capacities for planning and management of DV services** (assessment of number of services needed, planning of sufficient budget allocation, HR planning, quality insurance mechanisms etc.) on central government as well as on local level (MDWGs) are still not sufficiently in place. The translation from the



adoption of standards and regulations on central level towards competent application and full capacitating on local level needs time and funding. There is still an insufficient number of trained specialists such as psychologists, lawyers and social workers in place that would have to be ensured by the local public authorities and relevant ministries at local level. The **referral systems** still are not functional enough in order to secure a coherent in-take and management of the DV cases. Over 50% of the victims that appealed to the MDWGs remain without governmental support. Without the integration of external expertise of selected NGO-experts to some of the government services by the project, these services in spite of the received trainings would actually not be able to replace the services previously offered by qualified NGOs. Some urgently needed service provision (CC's and NGO-specialists seconded to governmental services with project funding) remains dependent on PDV-funding.

Important ground work to establish **reporting and monitoring mechanisms** has been developed by the project, but its application in everyday practice by the different service providers is not yet fully operational. A coherent and operational data collection system on national level is still not in place. It is evident, that monitoring and reporting with regard to DV cases should be developed on a more general level and not only project-bound and that there should be a central responsibility linked to general national statistics in the country. During the workshops with the international agencies as well as with national CSO's, many parallel efforts in developing professional data collection systems have become visible. It is difficult to assess how well coordinated activities in this field really are and how complementary efforts have been in developing a general understanding for the need and the quality demanded in managing statistical data. Only when a broader concept for an Information system for collecting, analysing and reporting data on PDV – as already developed by the PDV-project – will be adopted and introduced on central government level, the roles and responsibilities of the different service-providing structures for data delivery will be clarified and more coherent data collection and analysis will be granted. How the intense M&E work deployed by the project securing the quality of data collection and accompanying reporting and analysis can be transferred to governmental responsibility in the future remains an open question.

#### **4.3.2 Outcome 2: Victims are using provided services related to domestic violence and people do not accept domestic violence**

##### **a) Design of the outcome 2 and outputs 7 to 9**

The outcome questioning the use of provided services and the non-acceptance of DV, but the outputs being mainly focused on the development and implementation of the BCC campaign and sharing of best practice experiences in the country, the evaluators have considered it very challenging to make any assessment about the effectiveness and efficiency of this outcome. The indicators on output-level and outcome-level are poorly designed in relation to the formulation of the outcome and also the baseline carried out at the beginning of the project phase doesn't really give sufficiently differentiated and qualitative data about the use of the different services and a broader picture about the acceptance of DV in relation with different factors of influence. The attribution of project results to outcome-achievement remains difficult. One example is the baseline study that is used as a monitoring tool to measure the progress of achievement of this outcome. Based on the findings of the baseline study, there is evidence in reduction of acceptance of DV for men and women in the project sites. However, it is not possible to attribute this change to the PDV-project, because the design of the baseline study didn't envisage inclusion of pilot and control districts to the study to demonstrate the difference in reduction in districts where the PDV-project was operational and in control districts. Besides, BCC is not the only tool as assumed by the design of the outcome that may bring the change to the acceptance of DV and use of service by victims. The PDV-project has been active in service provision, community work and development of local responses to domestic violence. All these tools in addition to BCC may contribute to reduction of acceptance of DV.

Despite this shortcoming, the review team was still able to give a general analysis based on project reports and data collected during the review mission. Given the project timeframe, progress on implementation of the output 7 and 8 was reviewed. Full implementation of the output 9 is envisaged at the final year of current phase of the PDV.

##### **b) Achievements**

PDV fully achieved the output 7 at the time of the review. The **Communication strategy of the CoFWA** was developed and adopted and will be implemented with support of the PDV-project during the current project-

phase. The **BCC campaign** of PDV shifted messaging to advertise support services and in the long run it will contribute to creating more awareness about services.

For output 8 work is still in progress and on track with a full range of activities with different target groups in the project regions as well as nation wide (radio programmes, articles in newspapers, national conference held in april 2018). The planned and realised actions are developed with a good creativity basis, using innovative formats and reaching out to the public also in places where the people wouldn't expect it (f.e. mobile information car in market place; flash mob of students after classical concert). Young students have been actively involved in participating in campaigns and also contributing with their own ideas to their realisation. The campaign materials and products produced are very professional and convincing for quality and design. The concepts behind are also interesting, i.e. how the message is presented or by trying to involve famous figures as spokespersons and role models.

With regard to the **reduced level of acceptance of DV among men and women**, the comparison of the data of the baseline conducted at the beginning of the project phase with the endline of the last project phase gives evidence for further reduction of acceptance of DV for men and women. It also shows strong fluctuations in opinions of the population according to regions and time, but also clearly confirms that people who have been exposed to messages have been less affected by fluctuations in their opinions due to external factors such as economic issues in families. Only the endline of the actual project phase will allow some more detailed assessment of the achievements of this outcome.

The available numbers of **DV-victims registered in services** in the projects regions have slightly increased in the last project year compared to the previous year (+ 760 DV victims registered by MDWGs, of which 270 consulted by depWFA), while the number of cases received at the 2 project-supported NGO-CC's have remained approximately the same (1123 Oct2016-Sep2017; 1087 Oct2017-Sep2018). This would mean that the demand for services has increased and some of the victims profit from the broader access to services and also use governmental services as entry point when seeking support. Progress with increase of use of services need to be further measured at the end of the PDV.

### c) Shortcomings

The requirement for **national ownership for the communication strategy** affected the content of the messages. The project had to compromise on the content of the messages and bring them in line with the general narrative of positive messaging about family welfare used by the Government. During the review mission, stakeholders insisted on much stronger messaging about domestic violence by showing exactly the violence manifestations and consequences of violence. To overcome the pressure to comply with national narrative of positive messages, the PDV-project could have piloted more extensive consultations with other line ministries, NGOs, target groups of the project about contents of messages to be included to the communication strategy of the CofWFA and negotiate on this basis with the CoFWA on more empowering and transformative messages.

Another fairly critical aspect is that the whole **campaign** seems to be extremely costly and that many specialists have been engaged for its development. This rises the question of what capacities will CoWFA have after hand over to continue implementing the BCC communication strategy on the same level and with the same means. What will remain? The materials developed will be handed over completely and put at disposal to CoWFA. But campaigns need to be renewed. The question is whether capacities existing at CoWFA after this joint working process will be sufficient and whether costs will be allocated to produce next campaigns.

With regard to the **use of services**, as mentioned above, the PDV managed to secure access to services by replacing NGO-run service provision with state service provision through MDWG, rooms for victims, support centres for men and women. But analysis of services provided by the CCs demonstrated that out of 6404 consultations provided to DV victims, 2056 (32%) had been performed by psychologists followed by 1884 (29%) performed by lawyers, 1722 (27%) by social workers and 742 (12%) by health workers. Taking into consideration that in most of the governmental services psychologists and lawyers trained for DV intervention are mostly missing and that out of 760 cases registered by the MDWGs only 185 were provided legal advice, we can conclude that the offer from governmental side still doesn't meet the real demand on the victims' side. Besides, there is no mechanism to track the real demand for services and the real number of victims who have been sensitised on use of services. Finally, the increase in numbers of DV victims seeking support can be attributed to higher prevalence, but also to higher awareness and improved acceptability of services. Real prevalence remains unclear and with increased awareness the number of unreported cases could be much

higher. The many obstacles revealed in the project reports and during the interviews and workshop with CSOs (victims not referred on to other services, forensic examinations not testifying forms and gravity of violence, attitudes of police officers, lacking knowledge on the application of protection orders, judges closing cases on demand of in-law families, victims feeling being forced back to violent families etc.) give an idea of how much is still needed to grant quality services to victims and thus increase their trust in and use of services, what would then only depict the real demand and allow an assessment of satisfaction with services provided.

#### **4.4 Influencing factors, gaps, sustainability of results**

The review has identified several influencing factors which contributed to the implementation of the PDV-project. One of the key factors is the much stronger commitment of the Government to address domestic violence compared to the context when previous phases were operational. As mentioned before, currently, the reduction of the prevalence of violence against women is an explicit objective of the National Development Strategy 2030 as well as the Mid-term Development Strategy for 2016-2020. Thus, the PDV-project directly contributes to the implementation of these strategies. The project's work is strongly embedded in the current Law on Prevention of Domestic Violence and State Programme on Prevention of Domestic Violence. This creates an enabling environment for the project's agenda through official commitments of different line ministries in congruence with their official role and responsibility linked to the obligations under the Law and Programme. Furthermore, the PDV-project contributes to the implementation of the International obligations of Tajikistan under UN human rights monitoring mechanisms. Besides, at the time of review, CEDAW issued its concluding observations for Tajikistan. They strongly call for implementation of transformative violence against women interventions in Tajikistan and demonstration of a progress with enforcement of adopted legislation.

Switzerland, because of its long year engagement has also important credibility as bilateral development agency and has proven high professionalism and continuity through its PDV-engagement, at the same time partnering with the Tajik government on different levels and offering technical assistance to its strategic and implementing bodies. Parallel programs in the governance domain (legal aid services, birth registry) have enlarged the effects of the Swiss engagement in terms of synergetic contributions that have also positively influenced results of the PDV-project. Being member of the gender-thematic group coordinated by UN Women in Tajikistan, Switzerland has followed up and pro-actively contributed to the relevant policy dialogues with regard to improvement of gender equality and domestic violence politics in the country. Also in terms of funds, as has been confirmed by the representatives of relevant donor agencies and organisations during the workshop held in Dushanbe, the Swiss contribution to the topic is by far the most important one and might remain trend-setting also for the future.

Despite the full embeddedness of the project into national policy and legal framework, its progress may still be dependent on legal changes. The project has given important support to the relevant ministries (MoHSPP, MoES and CoWFA) in developing the necessary regulatory framework for the implementation of the law. The project also supported the government working group to amend the Law on Prevention of Domestic Violence. Amendments were submitted to the Presidential administration for the review and further submission to the Parliament of Tajikistan. Amendments relate to establishment of a referral mechanism for service provision and standards for social services (shelters, crisis centres). At the moment of review, these amendments were pending for adoption until the end of the year. Achievement of all outputs under outcome 1 may be at-risk if these amendments will not be adopted.

PDV has built strong partnerships with line ministries and CoWFA and has secured their commitments at the operational level. A strategy should be developed to secure similar commitment on the top political level. While there has been high level political will for the adoption of the legislation, there seems to be lack of political will for the enforcement of the legislation. GOPA as a management consultancy doesn't have a status to develop such leverage despite securing a strong and experienced team leader with strong partnerships building and networking skills. Here, strategic partnerships with relevant international development partners with a clear mandate for policy development on gender empowerment and women's empowerment and other influential donors could be important to explore. Devised strategies such as bringing on board high-level international experts, creating spaces for accountability of the top-level government on response to domestic violence, e.g. meetings with Ambassadors, Heads of states, high-level officials and others, public statements of important donors and so on should be used to generate political will to enforce the adopted legislation and allocate funding. External factors that can create momentum (such as the release of the CEDAW concluding observations) need to be used and worked strategically to increase influence and leverage.

In the last project phase of the PDV-project, the selection of the team leader has been one of the most successful strategic steps taken by GOPA. The personality and the profile of the team leader and her important skills and capacities have been crucial for the progress and the achievements of the project in this project phase and have allowed the fundamental anchoring of project results in the national system of response to DV. For ensuring full achievement of planned outcomes and outputs and sustainability of results achieved, her engagement until the end of the project phase and beyond will be crucial.

The shift in the project approach to a duty bearer focus for this last project phase (in spite of certain shortcomings and risks as referred to under 4.1.2.) has been instrumental for the sustainability in terms of laying the grounds for a durable system set up for DV-response by the government in Tajikistan. But time foreseen for the achievement of full responsibility take over by the government is unrealistic. Such change processes have to be planned in a longer term perspective. Additional time needs to be attributed for project realisation in order to consolidate the sustainability of the project results. As mentioned in the chapter on critical assessment of project design and orientation, despite the focus of the PDV-project on sustainability, the full-fledged sustainability strategy for long-term anchoring of governmental DV-response on national level was not foreseen in the project design. Human, financial and time resources need to be allocated to develop such a strategy with the government in participatory manner with inclusion of various stakeholders such as NGOs, donors, international development partners, media and so on.

#### 4.5 Key impact

The project only being in the second year of the ongoing three years phase and the shift to a full government focus in project orientation having targeted only this last 9<sup>th</sup> project phase, detailed and well-grounded conclusions with regard to impacts of the project are still difficult to be made. The evaluators nevertheless will try to give some very tentative observations on key impact of the project:

- The shift in focus to the side of the duty bearers has allowed the development of ownership of the central state government level for the obligation of implementation of the law on prevention of domestic violence. Specific impact can be assessed with regard to the willingness of the relevant line ministries to take over of responsibility on the national level. There has been substantial contribution to system set up with focus on regulatory framework.
- The project has furthermore implanted important tools for the insurance of capacities and functioning of support systems for DV-victims on the local level. Professionals in state services and structures on national and local level in the targeted project regions, but also nationwide, have gained important knowledge and skills with regard to the issue of DV and dealing with DV-cases and the relevant governmental coordination mechanisms have been put in place in the project target regions. But there is still lacking impact with regard to the operationalisation of coordinated DV-intervention on local level. More time and more focused efforts on this level will be needed.
- An assessment of impact on the level of DV-victims and community at large is still too premature. Only fragmented impacts can be observed with regard to specific services and project activities and their beneficiaries. Importantly, in spite of phasing out relevant NGO-delivered services, the establishment of governmental services addressing DV-victims in health structures, police, etc. has maintained access to services for DV-victims. This has allowed continuous service use by DV-victims. Intense BCC campaigning in the targeted project regions but also nationwide certainly has contributed to higher awareness and reduced acceptance for DV in the population. This can have impacted on the prevalence of DV (in both senses in terms of higher detection or reduction of DV), but also on the number of DV-victims daring to seek help. But this correlation is not possible to be made. Number of cases registered in the services do not allow a clear picture about the real number of DV-victims needing support. Increased awareness about DV in the population can also have led to an increase in awareness about exposure to DV on the side of the victims, but doesn't forcibly mean that they will be able to actively seek for help.

#### 5. CONCLUSIONS

The following conclusions try to give a summarizing overview on the main findings of the external review of the PDV-project. They highlight some of the most relevant observations of the review team and reflect them with regard to future project orientation. The conclusions serve as basis for the recommendations developed in chapter 6.

Domestic and gender-based violence is a topic of high relevance for the context of Tajikistan. Violence has to be viewed as societal phenomenon with deep and cumulated historical, cultural and socio-economic

background. The development of a formal legal background for the building up of mechanisms for DV-response has taken many years of extensive advocacy and lobbying on political level. The readiness and political will for responsibility taking in this field have grown slowly and, as experiences of the PDV-project have shown, the positive momentum for important steps in direction of governmental take over seems to be developing. Switzerland has given an important contribution to these developments through its continuous and persistent engagement with pioneer character and has been a relevant driving force for the instalment of the legal framework for addressing DV.

The PDV-project in its 9<sup>th</sup> phase of implementation can be confirmed as being on track and well positioned with its important shift towards **strengthening state response** and preparing governmental responsibility take over in the DV-intervention field. In the first two years of the ongoing project phase, the project has developed important groundwork. The tight collaboration with the relevant line ministries and responsible bodies such as the CoWFA has created ownership on central state level. Through the development of the necessary regulative framework and respective normative acts a formal basis for governmentally owned DV-support services and mechanisms has been installed. The project has substantially invested in the capacity building for professionals in governmental services in the targeted project regions as well as nationwide. The very professional technical assistance approach to the government implemented by GOPA has been relevant for these developments. For the future anchoring of these achievements and the financial backing of responsibility transfer to the state level, further important strategic efforts for developing the necessary political ownership on highest governmental level will have to be deployed.

On **local level**, the creation of functional inter-agency intervention systems for dealing with cases of DV in different localities has been initiated with support of the project. Specific DV-support services have been integrated into existing governmental structures (police, local CoWFAs, maternity hospitals). These are new tasks and mechanisms on local level, which still need more ownership and further strengthening with regard to their functioning and professional competence. Capacity building for these services needs to be installed on a longer-term basis with deeper effects of learning and change for the targeted professionals.

The **BCC component** has created an important fundament for the sensitization of a broader public on issues of DV. Responsibility transfer to CoWFA through the formulation of a national strategy for BCC has laid the grounds for a durable integration of prevention work on DV in the state system. A critical assessment is needed when it comes to the weakening of messages due to adaptation to governmental rhetoric's as well as the lack of the necessary financial resources in the state budget for the continuation of effective campaigning on the issue in the future.

The **modalities of professional support- and protection services for DV-victims** that will have the greatest potential to be durably integrated in a future governmentally owned intervention system in the DV-field still remain unclear. From a today's perspective and based on the findings of the review, a focus on purely governmental services will not be sufficient. The Tajik government will not be able to secure sufficient professional protection- and support services for DV-victims all over the country. The experience and expertise developed by **service-delivering NGOs** through their yearlong professional service provision will have to be considered in a future set-up. Therefore, CSOs should be re-integrated as relevant actors in the course of the further development and implementation of the project.

**Victims of DV and violence-affected families** will have to be offered more transformative approaches for a future without violence. Victims need more protection and security and a supportive environment in the intervention system that empowers them and strengthens their assertiveness for claiming their rights for a life without violence. Work with violence affected families should not be mainly oriented towards a reduction of physical violence, but focus on a deeper transformation of attitudes and power dynamics in relationships. Intervention approaches such as the family conferences could be further developed in this direction. Finally, the work with perpetrators, integrating also mothers-in-law as part of the enlarge violence perpetrating system in the families, should be further developed, professionalised and multiplied.

With view to a **future engagement**, the review team comes to the conclusion that substantial investment in effective gender-transformative work with younger generations (e.g. school environment) and in institutional cultures (e.g. legal system) would be needed in order to address the root causes of gender-based violence in Tajikistan and to create the biggest potential for fundamental change in the society.

## 6. RECOMMENDATIONS FOR IMPROVEMENT OF THE PDV-PROJECT

Recommendations for the current PDV-interventions are structured along general recommendations pertinent to overall project design and orientation as well as current implementation and specific recommendations for improvement of project interventions in areas identified by the review.

### 6.1 General recommendations

The review recommends to extend the current phase of the PDV-project for at least additional two years to capitalise its experience and establish stronger ground for making the models and approaches for domestic violence response developed under the project nationally owned and sustainable. Specifically, the following is recommended to be completed during this extended phase:

- **Continue engagement of SDC in the GBV and gender mainstreaming field taking into account SDC's previous achievements in the area:** Gender-mainstreaming and reduction of the prevalence of violence against women in Tajikistan is a relevant concern put forward in different strategies of the government. Major push factors are in place, such as e.g. the newly issued CEDAW recommendations for Tajikistan. Switzerland is playing a major role in the implementation of relevant activities on the level of policy development as well as service provision in the country since 18 years. DV has also been part of the existing broader programme in the governance domain implemented by SDC. Within the actual donor landscape in Tajikistan, SDC is by far the strongest actor in financial terms when it comes to VAW. SDC is therefore well positioned to take a leading role and to keep the issue high on the agenda for the coming years. Moreover, engagement with GBV is in line with Swiss policy *inter alia* in the development context. There is active support to programs that contribute to combating violence against women and to promote gender equality, especially in conflict and post-conflict contexts, and with the ratification of the Istanbul Convention in 2018 the Swiss government has underlined its clear will for targeted action in this field. Projects such as the PDV in Tajikistan might be good practice examples for demonstrating continued and long-term Swiss engagement with strong focus on government take over of the responsibility and sustainability.
- **Develop and capitalise on experience of PDV with a particular focus on the current approach applied:** The current approach applied by the PDV-project in Tajikistan is an important innovation in the broad range of SDC funded projects and programmes in the field of GBV worldwide (see also SGBV capitalisation report 2016). The concrete step towards investing in the capacities and regulatory framework of the government is rarely taken and experiences and expertise with such an approach are still very scarce. In the very few existing cases (e.g. Bolivia) working with formal authorities from both top down and bottom up has proved effective, strengthening the relationship with the State at national and municipal level. The PDV project in Tajikistan is gathering relevant experience and practice in the process of handing over the responsibility for domestic violence response to the government to ensure sustainability of results achieved by PDV in the previous phases.
- **To reach the sustainability of results achieved by PDV-project in the current phase, focus on building capacity to plan and manage DV services in more coherent way:** Important results have been achieved with regard to strengthening the government and developing the necessary regulatory framework for developing and securing a governmental intervention system for addressing DV in the first two project years. But the third year of the project will not be sufficient to secure results and make them sustainable. A prolongation of the ongoing project phase is needed in order to strengthen ownership and planning and management capacities for the implementation of the LPDV on central government level as well as to allow real operationalisation of the inter-agency intervention systems through the professional functioning of the MDWGs on local level. It would be important and relevant to allocate sufficient time to thoroughly monitor and evaluate the processes initiated with a particular focus on the system integration of the NGO-owned services and new forms and mechanisms of promising public-private partnerships. Finally, a crucial focus should be put on the budget planning for DV support services and its durable integration in the financial plans of the government.
- **Strengthening partnerships with international development agencies with clear policy mandate and technical expertise on gender equality and women's empowerment to contribute to generation of top-level political will to enforce the legislation and replicate services with government budget allocations:** Further positive development in this field will strongly depend on the political will on top level government. Therefore high-level policy dialogue and policy influencing need to be strengthened in the remaining time

of project implementation. SDC could strengthen its position and negotiation power through partnership with UN agencies (UN Women) to have more political influence for political level change and thus ensuring sustainability of results achieved through the PDV-project. One important step will be the development of a sustainability plan for the operation of the law and gradual takeover of the services and other components of domestic violence response by the government of Tajikistan.

- **Improve coordination of PDV-project with activities of other international development agencies:** Coordination of strategic steps and especially of activities carried out with different governmental bodies and services needs to be actively sought in order to allow joining of efforts and avoid doubling of activities. There is a high potential for synergy use with other actors that hasn't been strongly followed up during the past years. As a potential partner of UN Women and also active member of the gender-thematic group, SDC could be given a formal role in coordination of DV-related activities in the country. This would also enhance the possibilities for joint funding of certain fields of intervention.
- **Further implement and operationalise DV-interventions on local level:** Ownership for the issue has still not been developed by the local authorities and the MDWGs. Stronger responsibility needs also to be developed by integrating MDWG in local budgets.
- **Reconsider the role of the CSOs in the PDV and shift the focus from the role of service providers to role of experts and agents of change:** As actual analysis of the intervention landscape shows, losing the expertise of the professional NGOs and their staff would create a gap that would not be able to be fully filled by the state capacities. It would be important to support the search for new roles for the NGOs in the system that validate their expertise and give them a relevant function in the governmentally lead intervention system. Furthermore, CSO's should again be given a role in advocacy/lobbying with regard to the needed pressure on the government for the implementation of the CEDAW recommendations, but also with regard to their role in monitoring the quality of services and advocating for sustainability.
- **Introduce more gender-transformative messaging in the BCC:** The project should explore better how interventions in BCC can be made more gender-transformative, for instance, through engagement with a wider range of stakeholders to discuss the content of messages and other strategies of the campaigns.

## 6.2 Specific recommendations for selected fields of improvement

The external review has identified a number of areas where the PDV-project needs to be improved in the current and possibly extended phase.

### 6.2.1 Deepening local capacities and making referral mechanisms operational

In spite of a substantial investment of the PDV-project to capacity building, a very elaborate training plan and numbers of trained people already surpassing set targets after the second project year, reflections are needed on how to deepen, multiply and systematically anchor the provided know how on institutional and human resources level. Widespread rotation of personnel is lowering the effects of increase in capacities of professionals employed and demands for retraining of the newly affected staff. Trainings have been rather short in duration (3 days for the ToTs, 1-2 days for different professional groups and representatives on local level). Taking into consideration the completely lacking understanding of DV of many of the targeted professional groups and the strong gender-stereotypes manifest in many of the trainees, it seems obvious that such a short and only one-time training isn't sufficient to allow a deeper process of understanding, learning and transforming of personal and professional attitudes with regard to the complex topic of GBV/DV.

Recommendations:

- Trainings should last more days, with follow up distributed over a longer period of time and retraining after a certain time of applying knowledge should be included. Specific efforts are needed to increase the number of capacitated psychologists in the services, which eventually might be initiated already at university level, by applied seminars with possibilities for field visits in order to interest and mobilize this very young and still small students' group for work in the DV field.
- Apart from training, also coaching of the trained professionals in the process of application in their everyday working fields with the possibility to reflect on own experiences and to clarify uncertainties that might only come up through practical work would be very much needed on all levels.
- Introducing supervision or a least intervision among professionals (as also recommended in international standards for psychosocial work) within a service or a professional group would help to share experiences

from everyday interventions, discuss difficulties encountered and improve skills and competencies in dealing with cases of DV.

- Since the governmental services where DV intervention has only recently been introduced don't really provide a supportive environment for the trained persons with regard to their application of know how and recognition of their professional resources, possibilities for internship in service-providing NGOs or professional mentoring by experienced specialists who formerly worked in NGO-services for DV victims could be introduced in order to strengthen their skills but also their self-esteem as professionals working in this very demanding field. The same internships can be introduced for students studying social work, psychology, medicine, pedagogy to develop a pool of possible champions among these professions on provision of services to victims of domestic violence and to expand the pool of potential professionals willing to work on domestic violence.
- To confront the risk of continuous loss of newly built capacities through staff rotation, for certain intervention units related to DV consistency in staffing could be developed as a standard. As has been experimented and positively assessed e.g. in Bolivia, the obligation of gender units at police to keep trained staff for a defined number of years in the same post has increased professionalism of the units considerably and also allowed institutional knowledge to be strengthened and anchored with regard to DV.
- Apart from specific professional skills for dealing with DV cases, also important management and planning skills are required on different levels of the intervention system. On ministerial level, but also on level of local authorities, specialised knowhow regarding service planning based on assessed and forecasted needs, budget allocation, HR-planning and introduction of quality assurance mechanisms needs to be developed and trained. Management of services and intervention systems including coordination, monitoring and capitalisation needs to be learned. A capacity building plan on the level of management and planning apart from professional skills development with regard to DV should be developed.
- Referral mechanism improvement and more systematic case management in the frame of the MDWGs are needed in order to ensure a coherent in-take mechanism and management of the DV cases. MDWGs should be formalised through protocols of intervention that clearly describe the role and responsibility of every service that is part of the local referral system and also regulate the documenting, the planning of case interventions and the handing over of cases. There should be a system that tracks referral and allows identifying the chain of services addressed or referred to by DV-victims within the multi-disciplinary and multi-actor intervention systems on local level. This would allow learning more about the system use and identifying the weak elements within the intervention system and the needs for improvement.
- The Khatlon region referral mechanism with the broad range of services included and some first positive experience of coordinated community response could be followed up and capitalised as good praxis example. This would offer the opportunity to evaluate the success factors for setting up a functioning referral system on local level in Tajikistan. Results could be presented and publicly debated in the frame of a conference or similar and also used as case example in the frame of the mid-term evaluation of the State program on PDV actually under preparation by CoWFA at central level.

### **6.2.2 Securing of protection: minimal service offer, risk assessment and legal protection**

The review has revealed that protection of DV victims in Tajikistan is still not sufficiently ensured. Shelters are available in a very limited number and only offer very limited protection over a short time for a very restricted number of victims. The very low number of issued protection orders and the even lower number of opened criminal cases by police as well as the negligible number of cases brought to court and perpetrators prosecuted reflects the very limited scope of interventions and support offered to victims that would enhance their protection on a short and longer term basis. Sheltering might also not really have been pushed as a protection measure and prosecution of perpetrators not treated as priority because of resistances rooted in traditional and stereotyped attitudes, protective patriarchal positions towards men and lack of solutions for DV victims that might not have a place to be sent to after sheltering. But the recent opening of additional rooms for DV victims in health facilities under governmental responsibility reflects an increasing demand, but also a growing recognition for the need for shelter on the level of local authorities. While preservation of the relationship and return to the violent family surrounding might have to be kept as an option under certain circumstances, the granting of protection and preserving the victim and her children from further serious threats has to be the first priority of the intervention system.



## Recommendations:

- A minimal protection offer needs to be granted throughout the whole country (minimal shelter coverage for the territory of Tajikistan to be defined), with financing to be provided and secured by the government on a longer term basis. The multi-disciplinary service offer to be installed in these sheltering structures should furthermore be regulated by professional standards (to be applied to shelters as well as to women support rooms). Standards should reflect the acute crisis the victim and her children find themselves in in a moment of seeking shelter and ensure the adequate necessary professional support to be offered in this situation. Setting up a minimal number of shelters for DV victims under governmental lead should become one of the relevant lobbying objectives of the PDV-project in the frame of handing over PDV interventions to governmental responsibility.
- Risk assessment should be built in into the whole process of case management in order to be able to thoroughly assess the real threats a victim, her children, but also the whole help-system might be exposed to and to direct interventions and security measures accordingly. Special training in risk assessment might be needed and also respective monitoring instruments and system response mechanisms introduced.
- With regard to protection needs and living perspectives of the victim, family reunion as a goal and family conferences as method need to be questioned and re-conceptualized. Even if the traditional conflict-resolution approach of family mediation would be maintained as a method to be used, the goal of such conferences or mediations should remain focused on the protection of the victim from further violence exposure, even if this might counter the culturally and socially preferred outcome of family preservation. In cases where family reunion or preservation would be chosen as a solution, direct accompanying protective measures such as work with the violence perpetrating members of the family and continued monitoring of the situation of the victim should be introduced.
- Existing legal proceedings need to be assessed for identifying the weaknesses and obstacles for DV victims in access to justice. The presence of legal and justice services is crucial for overcoming life-threatening situations due to abuse. Coordination should be sought with the broad variety of existing projects in the access to justice field in order to address necessary improvements. For cases with high risk and need for protection access to formal justice for victims and prosecution of the perpetrators needs to be granted. Awareness and capacity of the staff of justice institutions like police, prosecutors, judges should be also built to establish an enabling environment for victims wishing to prosecute perpetrators through formal mechanisms.

### ***6.2.3 Exploring of a viable model of private-public partnership for service-delivery***

In spite of the strong push and investment by the PDV-project, governmental responsibility on the level of service provision is still only partially realised. Existing state services are not ensuring the multi-disciplinary quality services needed and therefore not covering existing needs in the population. Professional NGO-services that have so far also offered relevant services that did not exist in the public service offer, such as competent psychologists and DV-specialised lawyers, risk disappearing. Through the investments of the PDV-project in seeking viable solutions for a maximum governmental responsibility take over while at the same time trying to ensure the needed variety and quality of services to respond to the needs of DV victims, several models of service delivery have been developed and tested in the project regions: fully NGO-run services (CC Ghamhori with shelter), governmentally contracted service (NGO Femida), governmental inter-agency response to DV with different detached services involved (MDWGs), governmental temporary shelter integrated in health system (rooms for DV victims at maternity hospitals) and government-donor co-funded room for aggressors. Finally there is a new approach of strengthening governmental bodies and services by seconding external expertise (MDWGs, police units and Women room for DV victims with seconded specialists from NGOs). Thus different experiences exist and can provide data with regard to variety of services covered, quality of services and staff security offered, capacity of services against needs and costs of services per case and also for general functioning. The cost-effectiveness study realised at the end of the first project year has also provided some interesting comparison with neighbouring countries and relevant assessments of the readiness and willingness of the Tajik government to outsource services to NGOs. These findings should be re-assessed in few of the recent experiences and lessons learned of the project. In order to secure sustainability of intervention, the project will need to provide analysis for the most viable modalities of service provision and funding in order to be able to grant and maintain a minimal quality service offer that responds to the demand and the needs of the population by taking into consideration the financing capacities of the government.

#### Recommendations:

- A comparative study should analyse the different service provision modalities along the different criteria mentioned above (variety of services covered, quality of services and staff security offered, capacity of services against needs and costs of services per case and also for general functioning, geographical area covered by the service). It should furthermore analyse in detail what services can be taken over by the government including the necessary professional capacities to be granted at service level, and what will have to remain as a very specialised service under NGO competence that otherwise would disappear. Some elements of the cost-effectiveness analysis could be integrated and re-done based on the existing models under research.
- In a second step, an assessment about the number and kind of services required for each region should be realised in tight collaboration with the MoHSPP and CoWFA, training at the same time their planning skills. The assessment should be building on the different models previously analysed, to be set against the budgets available on local levels. This would allow identifying which models or partial elements of the models can be replicated for roll out in different regions.
- Based on the most viable models assessed, collaboration or contracting modalities with NGO service providers or experts should be further discussed. Conditions for viable private-public-partnership modalities need to be defined for both sides (issue of salaries, financial capacities of local governments, etc.).

#### **6.2.4 Critically reflect and develop further work with perpetrators**

The PDV-project has contributed to the development of the first service focusing men perpetrators of DV in Tajikistan. The professional team of the room for aggressors in Levakand city, consisting of a psychologist, a lawyer, a social worker and a religious leader, and supported by the district police inspector, has passed a 3-days training on work with perpetrators by an international expert and developed a locally adapted model for perpetrator treatment that builds on different concepts and approaches used internationally. The treatment is a combination of individual and group treatment, with a fix structure and multi-disciplinary involvement of specialists, based on an open group concept, when perpetrators can be included in the treatment process continuously. The treatment consists of 30 sessions. Because of lack of legal provisions for mandatory perpetrator treatment, perpetrators are entering the treatment process on their free will, although there is a semi-mandatory character to their participation in the perpetrator program, since they are mostly referred to treatment by police via MDWG and often in combination with a restraining order. Partner assessments is included in the treatment process, and follow up after treatment for a period of 6 months is foreseen as part of the treatment plan. Professional coaching to the still young team of professionals is organized through a well-known psychologist from Dushanbe University.

This important and innovative service offer is still very new and needs some time to be able to reflect on first experiences and develop its concept and approach further. Some general reflections need to be made on the basis of the existing set up. The attitude of the personnel of the men's intervention room is very authoritarian. Police inspector and religious leader are included as part of the intervention team and play an important role in enforcing change in the behaviour of the perpetrator. Preserving the family and avoiding divorce is one of the main outcomes to be achieved by the treatment. While changing the men to be non-violent and taking responsibility for his violent acts is at the centre of counselling work, it is not clear how far also self-reflective work with regard to gender and power dynamics in the family is included and gender-transformative elements are added to the development of non-violent methods of conflict resolution. The general concept and objective of the perpetrator counselling offer might have to be re-discussed under this perspective. The key questions to be addressed are: What is the set up, the strategy, the attitude, the message of the service offer? How does it comply with international guidelines for standards in work with perpetrators?<sup>24</sup>

#### Recommendations:

- Rethink the denomination of the perpetrator counselling service. Room for aggressors has a judgmental character. Men are reduced to their violent behaviour. Although violence has to be clearly declared as non-

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<sup>24</sup> <https://www.work-with-perpetrators.eu/resources/guidelines.html>

tolerable, valuing men also as persons with a potential for change who are offered support for a positive outcome could be included as message in the denomination of the service. This might especially be important since men come for counselling on their free will and need to be motivated in doing so.

- Developing counselling skills for work with perpetrators is a deeper learning process involving self-reflective work and conscious dealing with personal attitudes and behaviours with regard to gender and in situations of crisis and conflict. The 3-days training might not have been sufficient to give space for this reflection and to internalize the main concepts and attitudes behind violence counselling work with perpetrators. Additional training, possibilities for study visits and continued coaching and supervision will be important to allow a further deepening of the counselling skills and the professionalism of the counselling team in this very delicate and demanding work. Integration into the European network for work with perpetrators (who also accept memberships from out of Europe) would be recommended. There are trainings in form of webinars offered, mentoring by international experts can be applied for and study visits and annual exchange meetings are organised in the frame of the network in order to allow continuous learning and further development of the work with perpetrators intervention field.
- In the Tajik context, the involvement in the multi-disciplinary intervention system will be of particular relevance, since violence is a problem concerning the broader family system and a coordinated community response to violence is needed. The room for aggressors might have to first find its position and linkages with other intervening structures in order to be fully integrated in the case management. It will play an important role in professional risk assessment and building intervention plans based on this continuous analysis will be a joint task to be introduced. Issues of confidentiality and data protection will have to be solved in order to maintain trust and a cooperative relationship with the perpetrator. Special attention is therefore recommended to be given to the development of a systematic integration in the local intervention system, with a clear definition of the role and responsibility of the perpetrator treatment service in the whole case management process. A risk assessment procedure would be necessary to be developed and introduced in collaboration with the other members of the intervention system.
- For the moment the room for aggressors is working without a formal back-up in the legal protection system. This can be a weakening aspect when it comes to binding in perpetrators in treatment programs and leaves a lot of single responsibility on the service providers in cases of recidivism with often severer character that can develop to very dangerous and even life-threatening situations for the victims and also the intervention system. Therefore a formal back up in the legal protection system needs to be developed over time. It would therefore be important to assess the need for amendments to the law and sub-regulations that would define more clearly PDV through perpetrator intervention and define the legal procedures perpetrator treatment programs should be integrated in. Regulations should be developed for both, mandatory and voluntary treatment. Excluding criteria for the participation in a treatment program should be clearly defined.
- Since the work with family aggressors is a completely new working field in Tajikistan, developing understanding and acceptance in the population for the work with the perpetrators might be very important. Community sensitization work could be developed through the MDWGs and traditional leaders, building on previous positive experiences and best practice of the PDV-project. The selection of good messages for the presentation of the work with perpetrators in the community will be important. The innovative character of the still young service can be used for gaining attention and interest for the issue in the public. It is recommended to have especially men talk about the possibility for change in the behaviours of men in the Tajik society.
- As the interest for work with perpetrators seems to be growing in Tajikistan, it could be important to define how this pilot experience can be used for the further development of this intervention field in Tajikistan. It is important to assess what is the interest for multiplication and who can be in charge for replication of this service. A good documentation and a process-oriented evaluation could serve for capitalisation of the experience and be presented at some relevant milestone moment in the future. Maybe the next 16 days of activism could be used as frame.
- As mothers-in-law are the second-main perpetrators of DV in the Tajik families, a reflection on whether and how they would have to be included in perpetrator counselling as an important target group would be needed. Enlarging work with perpetrators to this group would be a very innovative approach. Whether they can be addressed by the same service offer and received at the same counselling centre by the same professional team that mainly works with men, should be well evaluated. Otherwise specific perpetrator

treatment elements might have to be introduced in the suggested systemic violence intervention work with families presented under 6.2.5.

### **6.2.5 Develop a systemic approach for violence intervention in extended families**

DV in Tajikistan has to be addressed as a family problem. The historically grown complex dynamics related to gender norms, but also traditions, aspects of honour, gerontocratic structures, additional challenges and pressure through migration are all relevant factors that influence power-relations in the families, define the role and subordination of women and give space to DV as means to re-establishing family order and sanctioning “non-compliant” behaviour. Although mostly addressed against women and especially younger women in the families, violence is affecting all family members in different forms, roles and responsibilities. The project has built around these different pressures and expectations coming from traditional culture, but also social and economic living realities of families and national policies. This has been reflected in the choice of messages used for sensitization and behaviour change and also in developing family conferences using traditional mediation practices as one possible problem solving strategy for victims. Although this method has been critically reflected as not being sufficiently protective and not allowing victims to defend and realise their rights and recommendations have been made with regard to re-conceptualising family conferences as a method (see 6.2.2.), there is still an interesting aspect that might be deeper researched when it comes to involving the whole family system in the problem solving strategy related to DV.

Recommendations:

- The project might want to rethink some of the positive elements developed in DV intervention when reaching out to different members of the family and the community in mobilizing resources and support for the violence affected members of the family system. Elements such as couple or family counselling or the family conferences could be further used, but re-arranged around a systemic intervention approach addressing all members of the violence affected families. There is an interesting example of Nepal that has been presented during the SGBV capitalisation workshop of SDC in Sarajevo in 2016<sup>25</sup>, which shows a systemic intervention approach by working with family and community. It relies on a model where different members of the intervention system reach out to the different members of the family system, build relationship and trust and carefully listen to what all family members have to say.<sup>26</sup> This has shown to have enormous value and to help accelerate the process of healing and behaviour change in the individuals concerned, while at the same time taking into consideration social hierarchies and backgrounds regarding who is giving advice and support to whom, in order to foster respect and acceptance.
- Such a new intervention model could include specific interventions targeting men in labour migration as well as mothers-in-law by addressing specifically their particular pressures and vulnerabilities.
- The approach of home-visits named “from home to home” could be further developed in this direction. The MDWGs could serve as platform for planning the family intervention with different actors taking different roles and addressing different members of the family. Such an intervention model could also serve as good learning platform for multi-disciplinary case management within the local referral system.
- This concept would have to be developed according to possibilities in the Tajik context. Time would have to be given for different processes with different targeted persons in the family system (e.g. allow process of perpetrator before urging for family conference; give victim time to overcome immediate trauma and win trust and make informed decision for further steps; ). Transformative aspects and processes need to be given space (individual transformation of family members).

### **6.2.6 Re-think community based prevention and behaviour change activities**

The BCC component has been an important element of the PDV-project ongoing for many years. The need for deeper transformative work in BCC with focus on root causes of DV has been pronounced by many different

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<sup>25</sup> SDC 2016: “Violence against an individual is violence against society, and the family as a whole”, SDC’s experience in addressing sexual and gender-based violence, p. 17-18.

<sup>26</sup> So f.e. reaching out to mothers-in-law, who had been the main perpetrators in the family system and taking time to listen to their life history full of personal injuries, frustrations and pressures from the social environment, has already had a “therapeutic” effect and as a consequence the relationship with the daughter-in-law, who had been recognized of being “the same” as the mother-in-law in younger age, improved (example presented by Barbara Weyermann, SDC Nepal, during the capitalisation workshop in Sarajevo).

stakeholders on all levels during the evaluation mission. As international experience and best practice show, gender-transformative work cannot primarily be reached through broad messaging only, but it demands for rather fine work on community level and by addressing selected community groups with the highest potential for change. Several reflections on how to take up community based gender-transformative work through existing intervention lines of the PDV-project and how to develop them further can be made.

Recommendations:

- The project has already found a good entry point through the school-based interventions initiated during this project phase. Here work needs to be continued and might be developed further and deeper. This could imply deeper training of teachers with gender-transformative elements and work on their personal attitudes and change, testing the developed modules for school classed for the different age groups with regard to the integration of transformative elements and space for self-reflexion and for testing personal change, reflecting on how to include parents and families in the transformative process of their children in order to develop an enabling environment for change.
- On community level, local formal or informal leaders are good to be involved, but not all to be addressed. The project might rather seek strong personalities who already have progressive attitudes and are well accepted, with highest potential as role models and change agents. These resource persons on community level (e.g. labelled as “model husbands”, “men champions”, “leaders for change”, as seen in other contexts) could be organised into a community intervention group and supported in developing activities on community level. They should be given a role and function in fostering change, by allowing them first a process of self-reflexion and strengthening of personal convictions in transformative thinking in order to develop activist positions. Creating group identity and cohesion and space for gathering and exchange might be important, since they need to be strong and support themselves mutually in order to withstand negative reactions from conservative streams in the community.
- The project might furthermore enter universities (psychology, social worker, law) (as already done in the ongoing project phase in the frame of the BCC campaign) and sensitize students of these relevant professional groups apart from the standard training on DV they receive through their curriculum. Here potential activists can be found. University fora on the issue of DV with presentation of concrete intervention practice on the ground and invitation of local and international specialists to present actual research and best practice in the field can be attractive happenings in the life of a student that can form interest and ideas about future fields of work. Interested students could be encouraged to develop peer to peer work in order to get engaged voluntarily in PDV actions.
- The project might seek support by integrating external professional expertise from the gender-transformative field for developing further community activism and gender-transformative work in the project set up and implementation. This could at the same time serve for preparing grounds for a new future project focusing on gender-transformative in the Tajik society. This could eventually offer a new role for NGOs/CSOs who previously worked with the PDV-project and who are specialized in the topic and well embedded in the communities.

## **7. POTENTIAL AREAS OF SUPPORT FOR A NEW SDC ENGAGEMENT ON GENDER AND VIOLENCE IN TAJIKISTAN**

Convinced by the important, visible and effective contribution of Switzerland given to the development of PDV in Tajikistan, the review team would like to support and encourage the idea of a “next generation” of the gender and gender-based violence portfolio of SDC in Tajikistan. Switzerland has been and still is one of the most relevant bilateral donors in the DV-field in Tajikistan. Given the important position and output developed not only on national policy level, but also on local implementation level, it is assessed important for SDC to maintain role and influence, also on the basis of the long year experience and results in the country. A further continued and strong engagement of Switzerland in the field of gender and gender-based violence will also go in line with Switzerland’s clear commitment and obligation to contributing to SDG 5 as one of the SDGs that received important pro-active support and recognition from the Swiss parliament.

Starting from the assumption that a prolongation of the ongoing PDV-project as suggested under 6.1. would lead to a well anchored and professionally implemented coordinated DV-response from governmental level in Tajikistan, the review-team suggests that a new generation project of SDC in this field should shift to focussing fully on the root-causes of gender-based violence in the Tajik society. A new project should develop a gender-

transformative approach and address youth as well as institutional cultures targeting to affect and change attitudes and behaviours with regard to gender and the traditional subordination of women in society. This would also go in line with the broadly confirmed recommendations of interview partners during the review mission that future projects should target the deeply enshrined gender-stereotypes in the Tajik society by especially addressing patriarchal power structures represented in institutional cultures and give younger generations the needed support and empowerment to be able to develop new attitudes and become change agents in the society.

The review-team suggests two separate project lines to be developed in the frame of a project for gender-transformative change:

1. A gender-transformative programme at schools targeting youth of both sexes as well as parents and teachers as enabling environment for change
2. A changing institutional cultures programme in the access to justice field targeting governmental structures in the legal field that deal with processes of legal protection and prosecution of DV-cases.

For the school-related new programme, SDC could already build on the BCC component targeting schools in the ongoing PDV-project. Gender-transformative work could be deeper developed by enlarging school-based action with an additional peer-to-peer component where youngsters with a high potential of taking a role as change agents could be addressed, accompanied with a gender-transformative empowerment approach and then supported in implementing their own activities with their peers within the school programs and also as separate youth activist groups. The interesting experience and approach of the “Be a man Club” initiatives in the Western Balkan Region<sup>27</sup> based on the Promundo “programme H”-concept<sup>28</sup>, implemented through local NGOs with the support of Care International<sup>29</sup> could be taken as good practice example to be explored, adapted and further developed for the Tajik context. The program should focus young boys and young girls jointly and separately at the same time and have a clear focus on gender-transformative change and empowerment. Through the schools and possibly also supported by related community based activities, also parents would need to be addressed in their different roles: mothers of daughters and sons (i.e. potential future mothers-in-law) and fathers (with special reference to responsible fatherhood as important issue). Schools can play an important role as institutional setting where such work can be developed and anchored with a sustainability perspective. The involved teachers and further education specialists involved need to be involved separately with regard to their own gender-transformative processes, but also integrated as important supporters and mediating spokespersons between youngsters and their parents. Other community leaders might have to be involved in order to build on their roles and influence in the local communities.

A changing institutional cultures programme in the access to justice field would build on the assumption that access to justice is the field needing most improvement with regard to supporting DV in realizing their rights in Tajikistan, but being represented with those professional groups (police, lawyers, judges, prosecutor) with the most patriarchal and hierarchical attitudes in the intervention system. Therefore legal institutions particularly call for interventions fostering gender-transformative change in the institutional settings. SDC having an important focus in the access to justice field would furthermore be well positioned to develop such a programme in this field. This project component would in a first step analyse the different levels of intervention, where gender-related attitudes linked with professional knowledge on DV and related legislation influence on the support delivered to DV-victims and the measures taken against DV-perpetrators. This would allow detecting where structural adaptations would first be needed, in order to be able to define clearly where the soft factors come in that need to be worked on in order to allow a more efficient legal proceeding in cases of DV that protects victims better and counteracts impunity of perpetrators. A targeted training and organisational development programme in pilot governmental structures on operational level in the legal field integrating gender-transformative reflexion and development work on the institutional level would have to be developed on this basis. Synergies with the free legal aid centres-project of SDC could be sought.

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<sup>27</sup> <https://youngmeninitiative.net/en/about-us/working-with-youth/>

<sup>28</sup> <https://promundoglobal.org/resources/program-h-and-program-m-engaging-young-men-and-empowering-young-women-to-promote-gender-equality-and-health/>

<sup>29</sup> <https://www.care.org/work/education/youth/be-man>

## Annexes:

### Annex 1: Terms of Reference

# Terms of Reference for reviewing the Prevention of Domestic Violence project in Tajikistan

## 1. Background

### 1.1 General context in Tajikistan and context patterns related to the Prevention of Domestic Violence.

Tajikistan is a developing country with a post-conflict history and a thorny way out of deep economic and social crises. Local social situation is drastically affected by massive migration processes both inside the country from the rural areas and external seasonal labour migration mainly to Russia (more than 1.2 million people in labour migration). More than 30% of the population lives in poverty and the unemployment rate is rather high particularly in the rural areas. Due to labour migration women have to accept new roles in the households and also women have to work in the fields in order to feed their families. Economic/financial difficulties are forcing girls in the rural areas to drop out of schools after the 8<sup>th</sup> grade in order to help their mothers at home or in the fields. These girls have no opportunity to continue their education or even enter into high education institutions. As the alternative these girls become married while still being young and uneducated and unprepared for family life. Despite the need of supporting the household (and the men are in migration) women's social roles and their participation in the social life are still limited and especially young girls are often subjects to gender discriminations in the society and in their families. Local traditional mentality of people and conservative views on the role of women in the society are further reducing the opportunities for women and girls in choosing their own life, persuading educational or professional development.

At the same time the Government of Tajikistan is trying to protect women rights in Tajikistan through the adoption of the relevant legislation and providing special quotas for girls in the education system. In 2013 the Government also adopted a law on prevention of family violence that supposed to help family members protecting their right in case of domestic violence. However the adopted legislation often lack the budgetary support, thus the implementation is rather difficult and fragmented. Adding to the fact of budgetary constraints the Governmental agencies responsible for the implementation of the law on prevention of family violence do not have effective coordination amongst themselves. In this situation the main work on the protection of the victims is undertaken by civil society organizations, supported by the international agencies working in the country. Unfortunately the number of such agencies is rather limited and their coverage of work is rather small (i.e. OSCE, UN Women, UNICEF, etc.).

Swiss Cooperation Office in Tajikistan funds the project on Prevention of Domestic Violence since 2000 with the main project activities in Kurgan-tube area and in Dushanbe city. The project faced several major changes in the implementation and shaped the current model in the end of 2008. In the same year, the project was outsourced for the implementation to GOPA Consultants. Currently the project is in phase 9 mainly to the Government agencies (such as the Ministry of Health and Social Protection, Ministry of Interior, Ministry of Justice, Committee on Women and Family Affairs, etc.) in building their coordination mechanisms and developing clear plans on the implementation of the law. At the same time the project continues supporting two crisis centres (NGO based organizations) in Dushanbe and Kurgan-tune cities that provide day-to-day psycho-social and legal assistance to victims of domestic violence.

The key project outcomes and outputs are as follows:

*Outcome 1: State institutions at central and local level coordinate DV policies and provide effective services to the population.*

Output 1: Evidence based regulatory framework adopted;

Output 2: Coordination among main stakeholders (CoWFA, line ministries) at central level improved;

Output 3: Capacities at central level to plan and manage DV services improved;

Output 4: Referral system(s), service network(s) and coordination mechanisms at local level established;

Output 5: Standards for (public) medical, psycho-social and legal services (related to DV) are developed and the services are in place in the targeted pilot areas;

Output 6: Monitoring and reporting mechanisms established and operational at service level;

Outcome 2: Victims are using provided services related to domestic violence and people do not accept domestic violence.

Output 1: Communication strategies developed by CoFWA

Output 2: BCC campaigns carried out in the targeted pilot areas;

Output 3: Good practices in target pilot areas shared nation-wide

## 2. Purpose and objectives of the external review

The project exiting phase comes to an end on 30<sup>th</sup> of September, 2019 and the Swiss Cooperation Office intends to plan a new initiative that may include ideas on promotion and protection of women's and girls' rights or other relevant ideas. Thus the Swiss Cooperation Office needs to assess the relevance, effectiveness, efficiency of the project and the sustainability of the achieved results in order to define our best practices and challenges. This review should also assess the applied methods and approaches and suggest whenever they are effective and applicable for the situation of Tajikistan and what we can use as the ideas or elements for the potential planning of our new intervention in the future.

Furthermore the assessment should provide the recommendations with regards to the possible engagement on the topic of domestic violence, gender and women's and girls' rights in the frame of a new project initiative. The current project contributed a lot to raising awareness of the population about domestic violence and building the capacities of the state and civil society in preventing this negative social phenomena, however we also understand that the issues of domestic violence and gender equality will remain a challenging problem for Tajikistan in the nearest future. Thus we would like to use the opportunity of the assessment in order to define further models for a future intervention in the area of women's and girls' rights.

The external review consists of the assessment of the Prevention of Domestic Violence project. The external review will have the following focus relevant to the issues of domestic violence in Tajikistan and activities undertaken in the project.

The **main objectives** of the review are as follows:

- To assess the relevance, sustainability, effectiveness and efficiency of PDV project.
- To highlight the key achievements of the project and to define the key challenges faced by the project;
- To assess the effectiveness of various project approaches (for ex.: psycho-social services to victims, behavior change component, coordination mechanisms, etc.)
- To provide guidance in defining further support needed in the area of women's and girls' rights and gender, so that it makes a relevant and visible contribution to the development of the sector in Tajikistan. – *These recommendations shall take into account the possible strengthening of SDC portfolio and the programmatic approach implying more synergies/complementarities between the projects, and for a better alignment and key alliances with other agencies working in the country.*

Key questions for the PDV project review:

*Relevance:*

- *How relevant is the project for Tajikistan? To what extend are the objectives of the project still valid and relevant in the context of Tajikistan?*

*Effectiveness:*

- *Did the project achieve the planned/intended results (at outcome and outputs levels)?*

*Sustainability:*

- *What were the main factors influencing the achievement or non-achievement of the project results and how sustainable are these results?*

*Efficiency:*



- *How efficient was the project implementation taking into account the existing challenges vs. the achieved results?*

*Impact:*

- *What changes the project brought into the state system of prevention of domestic violence (i.e.: implementation of the law, better services, increased capacities, etc.)?*
- *What is the key impact of the project work on the population?*

*Recommendations for the future*

- *What are the gaps in addressing domestic violence issues within the project?*
- *How can project approaches be optimized in order to achieve better results?*
- *What elements of the current project could be continued or expanded in the future and why?*
- *What other critical gender issues could be addressed by SDC in collaboration with the Government of Tajikistan and non-state actors in the future?*

### **3. Review Team and requested qualifications**

The external review will be conducted by a team of international and local experts. The review requires at least one international expert with a professional profile in the spheres related to prevention of domestic violence, gender, women's rights and social issues. The repartition of tasks among the team will be discussed during the preparation of the review. One of the consultants will be tasked as team leader for the review and will ensure that the different expertise sides, international and Tajik, law and organizational/institutional development, are put at the service of the components of the review.

The **international consultant** should possess the following qualifications:

- Excellent professional skills and strong working experience in evaluation methodologies;
- Excellent knowledge of sustainable development and cooperation in transition context, in particular as regard to project management and capitalization of experiences;
- Excellent knowledge of and working experience in the sphere of prevention of domestic violence, psychological and social services, legal services, family related issues, women's rights.

And:

- Good knowledge of and working experience in organizational and institutional development, networks, effective cooperation between government and civil society organizations, as well as strong understanding of empowerment and governance;
- Excellent oral and written knowledge of English.

To support international expert in his/her work at least one local specialist will be identified upon the needs of review. National expert shall provide the necessary information about local conditions and particular domestic developments relevant to the sector. He/She will provide inputs for the review report. The profile and tasks of the national expert will be further defined during the preparation stage.

### **4. Methodology and expected output**

During the preparatory stage, the international consultant will review all the relevant documents. A briefing at SDC Head Office will be held in Berne with the international consultant to give deeper information on the Cooperation Strategy for example and to clarify the ToR. At least 1 week before the field mission, the international consultant will prepare a self-assessment questionnaire to be sent to the partners. The assessment mission program will be developed by the SCO in close consultation with the review team leader.

Upon arrival in Tajikistan, the consultant will have a briefing with SCO Tajikistan. Then, he/she will visit the Prevention of Domestic Violence project and conduct necessary interviews with the key stakeholders working in the relevant sphere in Tajikistan, such as:

- The state partners (Committee on Women and Family Affairs (CoWFA), Ministry of Interior, Ministry of Health and Social Protection, Ministry of justice, Parliament, etc.);
- Local civil society organizations (Bovari, Ghamhori, Dilafruz, Mahbuba and etc.);
- International organizations (OSCE, EU, GIZ, OSI, ABA/ ROLI, etc.); projects and program partners.

At the end of the mission, a debriefing will be organized. The consultants will present the preliminary key findings, conclusions and recommendations of the assessment to SCO Tajikistan and the project partners. The preliminary key findings, conclusions and recommendations are to be summarized in a document or power point presentation and to be handed over to the SCO before departure.

In order to conduct the external review at the project level, it is necessary that the international and local experts work closely together. The review team shall jointly identify most suitable working methods in order to optimize time and resources. The consultant in the position of team leader will take an overall responsibility for developing further the methodology and main instruments of the review, for defining the repartition of tasks in the review team, and for conducting the review and writing the review report.

The review report shall be in English (hard copy with electronic version) and should not exceed 30 pages (without annexes). The report is introduced by an executive summary (of maximum 4 pages). Its main body starts with a description of the method used and is structured in accordance with the present ToR. Based on the review assessment and findings, the review report shall draw conclusions and make recommendations and present them in order of priority. The report shall contain both recommendations for the PDV project and highlight the future potential areas of support related to the topic of DV, women's right, etc. If any translations into Russian will be needed, it will be arranged by the SCO Tajikistan.

## **5. Review Timetable**

The mission in Tajikistan is scheduled on week from 44 till 45.

The draft external review report shall be submitted to the SCO no later than 10 days after return from the mission, i.e. by November 12, 2018. The consultant will receive consolidated comments from the SCO and the project partners, which will be used to finalize the Review Report, to be submitted by November 20, 2018.

### **Working days for the review team leader**

1	day	Briefing in Berne
3	days	Preparation / desk study
3	days	Travel Switzerland-Tajikistan-Switzerland
7	days	Field mission
5	days	Elaboration of report
2	days	Finalizing the report
TOTAL working days: 21 days		

Note: The mission's working week will counts 6 working days if the mission is more than 10 days in total.

## **6. Logistics**

SCO TJ shall support the international consultants in their travel arrangements, as required (visa, tickets, travel advance, information for SDC consultants traveling to CA/TJ, etc.) and shall organize the field missions of the review team and provide the logistic support.

## **7. Documentation**

- Swiss Cooperation Strategy for Central Asia 2017-2020
- Sector analysis for the SDC RoL/Access to Justice sector(2011)
- Project self-evaluation report
- Relevant project documents (Credit proposals, project documents, and operational reports)
- PDV end-of-phase appraisal

### **Annex 2: Mission Programme (final)**

#### **Mission Program to Tajikistan**

**Ms. Maja Loncarevic, PDV project evaluation (12.11.2018 – 17.11.2018)**

**MONDAY, 12 NOVEMBER 2018**

TIME	ACTIVITY	ADDRESS/CONTACT
04:20	Arrival by Turkish Air TK 254	Dushanbe Airport
	Transfer to Hotel Serena	Serena
09.00-11.30	Meeting with Dilbar Turakhanova	Serena
12:00	Lunch in the SCO office	SCO office
13:30 – 14:30	Meeting with SCO RoL team	SCO office
15:00 – 17:00	Workshop with PDV team	SCO office

**TUESDAY, 13 NOVEMBER 2018**

TIME	ACTIVITY	ADDRESS/CONTACT
09:00 – 10:00	Meeting with NGO “Bovari bo Fardo”	SCO office
10:30 – 11:30	Meeting with the Ministry of Health and Social Protection	CoWFA
12:00 – 13:00	Lunch	
13.30 – 14.30	Meeting with UN Women	UN Women
15.00 – 16.00	Meeting with the Committee on Women and Family Affairs	
16.00 – 17.30	Meeting with the Ministry of Education	CoWFA

**WEDNESDAY, 14 NOVEMBER 2018**

TIME	ACTIVITY	ADDRESS/CONTACT
08:00 – 09:30	Transfer to Bokhtar city (ex Kurgan-tube)	
10:00 – 12:00	Meeting with NGO “Gamkhori”, DV inspector, staff of the CoWFA, victims	
12:00 – 13:00	Lunch	
13:30 – 16:00	Meeting with men’s intervention center, consultation room for victims in Levakand	
16.00 – 17.00	Meeting with Deputy Chair of the local authority of Khatlon province	
17.00 – 18.00	Transfer to Dushanbe	

**THURSDAY, 15 NOVEMBER 2018**

TIME	ACTIVITY	ADDRESS/CONTACT
08.00 – 09.45	Meeting with Nigina Kudratova, PDV Communications Specialist	
10:00 – 12:00	Workshop with international development partners (UNICEF, UN Women, Oxfam, OSCE)	
12:00 – 13:00	Lunch	
13.00 – 14.00	Meeting with Shakarbek Niyatbekov, SDC Programme officer	
14:00 – 17:00	Workshop with local NGOs	

17.00 – 18.30	Meeting with NGO Femida	
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**FRIDAY, 16 NOVEMBER**

TIME	ACTIVITY	ADDRESS/CONTACT
09:00 – 12:00	Final discussion to summarize first reflections	
12:00 – 13:00	Lunch	
13:30 – 15:00	Final discussion with PDV team	
15:30 – 16:30	De-briefing with SCO RoL team	

**SATURDAY, 17 NOVEMBER 2018**

TIME	ACTIVITY	ADDRESS/CONTACT
03:50	Transfer to airport	
05:50	Departure to Istanbul, Turkish Air TK 255	

## Annex 3: Questionnaires

### Questions central state level:

<b>Entry question</b>	1. How did you collaborate with the PDV project in the past?
<b>Regulatory framework / governmental steering</b>	<p>2. What have been the most important steps in setting up the necessary structures/bodies/working groups in order to develop the regulatory framework/guiding documents/instructions to allow an effective implementation of the state programme to prevent violence?</p> <p>3. How has the PDV project supported the Tajik government to develop and strengthen the regulatory framework and governmental steering of PDV?</p> <p>4. What have been most important results/successes/achievements during these processes?</p> <p>5. What have been obstacles and difficulties encountered?</p> <p>6. What is still missing or needs to be strengthened in order to grand a durable framework for professional protection and support of DV survivors in the country?</p>
<b>Implementation on local level: MDWG / interagency collaboration</b>	<p>7. What are the mechanisms to make the regulatory framework introduced and implemented on operational level in the cities and regions of the country?</p> <p>8. How is implementation being monitored?</p> <p>9. What is the weakest part of implementation on the ground that would be needed to secure protection, support and rehabilitation for DV-survivors?</p>
<b>Service quality and capacity</b>	<p>10. How do you make sure that the professionals in the services on local level have the necessary knowledge and professional know how to be able to implement the regulatory framework?</p> <p>11. How do you assess the contribution of the PDV project with regard to capacity building?</p> <p>12. How can the existing/newly built expertise for dealing with cases of DV be secured for the future?</p> <p>13. Which additional expertise would be needed and on which level/for whom in order to be able to maintain/improve/further develop the set up intervention mechanisms against DV on operational level in the future?</p>
<b>Role of NGO's as service deliverers</b>	<p>14. How do you see the role of NGOs as professional service deliverers in the DV field?</p> <p>15. How can their expertise be valorised and integrated in the public intervention system?</p> <p>16. What should be their role in the future?</p>
<b>Budget/financing</b>	<p>17. How do you assess the budgetary situation for sufficient funds allocation for the financing of a governmental interventions system to protect and support DV-survivors: until the end of PDV-project / for the forthcoming 5 years / for the longer term future?</p> <p>18. Where should funds be allocated?</p> <p>19. What would funds have to be allocated for?</p> <p>20. How can be granted that funds will be allocated and used for this purpose?</p>
<b>Public awareness / behaviour change</b>	21. What would be necessary actions in order to increase public awareness on the law on DV and the existing measures to protect DV-survivors?

	<p>22. What has been developed in collaboration with PDV in the last years?</p> <p>23. What would be the most important messages for public awareness work in order to prevent and reduce DV in the families?</p> <p>24. What would be the most relevant target groups in order to induce behaviour change in the society with regard to gender relations and violence in the family?</p>
<b>Future focus</b>	<p>25. What would be the most relevant thematic fields to be invested most in the future? (perpetrators, prosecution, case management, psycho-social support to survivors, children as direct/indirect victims, etc.)</p> <p>26. What other gender issues should be addressed in addition to prevention of domestic violence?</p>
<b>Strategic partners</b>	<p>27. Who would be the most relevant strategic partners to engage with in the future and what for?</p>

**Questions for stakeholders on local level:**

<b>Entry question</b>	<p>1. How have you been collaborating with the PDV-project in the past?</p>
<b>Regulatory framework / governmental steering</b>	<p>2. What have been the main changes in the DV-intervention on local level in the last 2 years?</p> <p>3. Have there been new regulations/guidelines/instruments from the central governmental level that have helped to improve DV-interventions in your region?</p> <p>4. How have you learned about them and how have you introduced them in your daily practice?</p> <p>5. How has the PDV-project contributed to these developments in your region?</p> <p>6. Are they sufficient to guide your work? What is missing or needs to be adapted to everyday realities?</p>
<b>Implementation on local level: MDWG / interagency collaboration</b>	<p>7. How has the collaboration in the MDWG changed your work with DV-survivors?</p> <p>8. How does the work in the MDWG function? How is case management organized?</p> <p>9. Are all relevant services represented in the MDWG? Do they know their role and responsibility and are they all able to contribute pro-actively to an improved intervention in cases of DV?</p> <p>10. Which services of the MDWG do you consider the most important one's for the violence affected families? Are important services missing?</p> <p>11. How has the PDV-project contributed to the setting up and work of the MDWG?</p>
<b>Service quality and capacity</b>	<p>12. How professional do you judge the different services in the fulfilment of their tasks according to the standards and governmental regulations?</p> <p>13. What have been the most important capacity building activities organized through the PDV-project and eventually other initiatives in order to help you improve your knowledge and skills with regard to coordinated DV-intervention?</p>

	14. Have the capacity building measures offered in the last 2 years been sufficient? Would you need any further support in order to be able to apply the newly gained knowledge?
<b>Role of NGOs as service deliverers</b>	15. How do you experience the role and the collaboration with NGOs who deliver services to DV-survivors? 16. How well are they integrated in the DV-intervention system? 17. What should be their role in the future and how should they be financed?
<b>Budget/Funding of services</b>	18. Are there sufficient funds to make the/your service(s) function? Will they be granted on a longer term basis?
<b>Prevention / behaviour change</b>	19. What would be necessary actions in order to increase public awareness on the law on DV and the existing measures to protect DV-survivors? 20. What has been developed in collaboration with PDV in the last years? 21. What would be the most important messages for public awareness work in order to prevent and reduce DV in the families? 22. What would be the most relevant target groups in order to induce behaviour change in the society with regard to gender relations and violence in the family?
<b>Further improvements needed / new intervention fields</b>	23. What further improvements would be needed in order to meet the needs of the survivors? 24. What especially would you see as necessary improvements on the side of protection of DV-survivors and the prosecution of DV-perpetrators? What is missing on the level of legislation? How should legal procedures be further developed in order to fulfil these needs?

#### Questions for service-delivering NGOs:

<b>Entry question</b>	1. How have you been collaborating with the PDV-project in the past?
<b>Regulatory framework / governmental steering</b>	2. How do you assess the recent developments in the institutionalisation process in the DV-intervention field? 3. Have the necessary pre-conditions been created for the handing over into government responsibility? 4. What is well prepared and installed? 5. What is missing, weak or needs further development and strengthening? 6. What are the necessary pre-conditions on system level to make achievements (from your work and the successful aspects of institutionalisation) durable and qualitatively assured/sustained?
<b>Implementation on local level: MDWG / interagency collaboration</b>	7. How have these changes affected the clients and the quality of support and protection they receive? 8. Is interagency collaboration functioning better? Are cases managed in a coordinated way? 9. How has the PDV-project contributed to the setting up and capacitating of the local referral mechanisms?
<b>Role of NGOs as service deliverers</b>	10. How do these developments affect your own work as service delivering NGO? 11. with regard to the services for DV-survivors you offer? 12. with regard to know how and expertise in your organisation?

	13. with regard to the role and position as CSO in society and towards government?
<b>Prevention/behaviour change</b>	<p>14. What would be necessary actions in order to increase public awareness on the law on DV and the existing measures to protect DV-survivors?</p> <p>15. What has been developed in collaboration with PDV in the last years?</p> <p>16. What would be the most important messages for public awareness work in order to prevent and reduce DV in the families?</p> <p>17. What would be the most relevant target groups in order to induce behaviour change in the society with regard to gender relations and violence in the family?</p>
<b>Future orientations</b>	<p>18. How do you perceive your future role in this new set up in DV-intervention?</p> <p>19. What do you see as necessary fields of action for civil society on advocacy level in order to further improve protection and support to DV-survivors and gender equality in general?</p> <p>20. What would you need in terms of support in order to be able to develop and durably install this role in the DV- or related thematic fields?</p>

**Questions for DV-survivors:**

<b>Access to services</b>	<p>1. How did you know about the protection and support services in relation to DV and what helped you to take the courage and address them for help?</p> <p>2. Where did you go first and what kind of help did you receive there?</p>
<b>Service use through referral system</b>	<p>3. What have been the different services you have used/been sent to and how exactly did they help you out of the violent situation?</p> <p>4. What kind of support/counselling/advice has helped you most and strengthened you as a person on this difficult path out of violence?  - Is there anything that you would have needed more?  - Have there been things that you expected, but have been missing?</p> <p>5. Have the services involved only you, or also reached out to your children, your partner/husband, your family-in-law, your family of origin or your social environment? If yes, how did the services involve them and how has this helped or contributed to the solving of the problem?</p> <p>6. What has been the solution you have been able to develop with their support in order to grant you a life without violence? Do you see it as a durable solution?</p>
<b>Access to justice</b>	<p>7. Have you deployed a legal procedure?</p> <p>8. If yes: What steps have you undertaken and where is the process now?</p> <p>9. What do you expect to reach? How do you assess the probability for a successful outcome?</p> <p>10. What do you consider the biggest obstacles in legal proceedings?</p> <p>11. Are there also risks related to winning a legal procedure? What consequences can it have: for you and your children, for your</p>



	husband/partner, for your family in-law, for your family of origin?
<b>Work with perpetrators</b>	<p>12. Have there been steps taken by the services/system to address the perpetrators of the violence you lived?</p> <p>13. If yes: what have been the steps and have they contributed to improvement of the situation?</p> <p>14. If no: what would you consider necessary as a measure towards perpetrators of DV?</p> <p>15. What are the obstacles to effectively address the perpetrators in your surrounding?</p>
<b>Prevention / Behaviour change</b>	<p>16. What do you think should change in your society in order to prevent women like you from suffering from DV?</p> <p>17. Which target groups should be addressed first in order to bring about the wanted change?</p> <p>18. Who would be the legitimate persons on community/village/district level in order to promote the needed change?</p>
<b>Future orientation</b>	<p>19. What would you consider to be a good life for yourself and your children in the future?</p> <p>20. What support would you need in order to be able to realize such a life?</p> <p>21. With all the experience you have, what would you recommend other women who suffer from violence as you did before?</p>

**Questions for multilateral agencies and other international actors:**

<b>Developments in DV-intervention field</b>	<p>1. How do you assess the situation regarding DV in the country?</p> <p>2. What have been recent positive developments?</p> <p>3. What are gaps and difficulties encountered on policy, institutional and community level?</p>
<b>Relevant programs and contributions</b>	<p>4. What are the relevant programmes of your agency or of other relevant actors in this field?</p> <p>5. What has been your/their contributions?</p> <p>6. What has been the contribution of the PDV-project and what impact has their intervention produced in the country?</p>
<b>Tendencies in DV/GBV-interventions</b>	<p>7. How do you analyse the tendencies in programming and funding of gender and gender-based violence related interventions in the country?</p> <p>8. Who are the most relevant actors to be supported in order to grant a professional and needs oriented service delivery to DV-survivors in the future?</p>
<b>Future orientations</b>	<p>9. Where should funds be directed to and who should take the lead in order to further develop and secure DV-response in Tajikistan?</p> <p>10. What would be other important fields of intervention in order to reach more fundamental change in relation to gender equality in the country?</p>

**Questions for MDWG-representatives on functioning of referral system for local MDWG's**

*We are helping to improve the different services and the multi-disciplinary collaboration mechanism that help to protect and support women who have suffered violence in their families. Therefore we would like to learn from the experiences of multi-disciplinary working groups in order to understand how the collaboration between the implicated services functions and how they jointly intervene in cases of domestic violence. We are very happy and grateful to be able to count on your collaboration.*

Date of filling the questionnaire: .....

Location of MDWG (district, city etc): .....

Name:..... Organisation/institution:.....

*We would kindly ask you to answer the following questions:*

1. Since when does your MDWG exist? (please state exact date, month and year)

Start of MDWG: .....

2. How regularly do you meet? (e.g. once per month, once per week etc.)

Regularity of meetings: .....

3. How many meetings did you have since start and up-to-date?

Number of meetings since start: .....

4. Which interventions in DV-cases does your MDWG provide? (please list below all the interventions)

.....  
.....  
.....

5. Has the treatment of DV-cases improved since the start of the MDWG?

Yes, it improved                       no, it didn't improve

*If you answer "yes", go to the question 6. If you answer "no", go to the question 7*

6. You said that treatment of DV-cases has improved. Please describe what have been the main improvements?

Main improvements:

.....  
.....

7. You said that treatment of DV-cases did not improve. Please explain the reasons:

.....  
.....

8. Do you consider that there are still difficulties in the functioning of the MDWG?

- Yes, there are difficulties                       no, there are no difficulties

*If you answer "yes", please proceed to question 9. If you answer "no", please, proceed to question 10.*

9. You said that there are still difficulties in functioning of MDWG. Please state below the main difficulties in the functioning of the MDWG:

Main difficulties in functioning of MDWG:                      .....  
.....  
.....

10. Do you consider that there are still difficulties in the treatment of DV-cases through this mechanism?

- Yes, there are difficulties                       no, there are no difficulties

*If you answer "yes", please proceed to question 13. If you answer "no", please, proceed to question 14.*

11. You said there are still difficulties in treatment of DV-cases through this mechanism. Please state below main difficulties:

Main difficulties in treatment of DV-cases:                      .....  
.....  
.....

12. Could you describe or draw an example of an ideal case how a victim enters and goes through your multi-disciplinary DV-support and protection system?

.....  
.....  
.....  
.....

13. Based on your experience, please, provide your recommendations for the improvement of the functioning of the MDWG.

.....  
.....  
.....  
.....

14. Based on your experience, please provide your recommendations for the improvement of the treatment of domestic violence cases.

.....  
.....  
.....  
.....

Thank you for your cooperation!

**Questions for former clients of the local intervention system for cases of DV**

*We are helping to improve the different services that help to protect and support women who have suffered violence in their families and to contribute to their better collaboration. Therefore we would like to learn from the experiences of women who have used these services in order to understand how the services function and intervene. We are very happy and grateful to be able to count on your collaboration.*

Name: ..... (not mandatory)

Sex:

male                       female

Age: .....

Place of residence (please state the district, jamoat, city, etc.):

.....

*We would kindly ask you to answer the following questions:*

1. When did you apply for service for the first time?  
Please state the date, month and year

.....

2. What was the reason of application for the service? Please state which reason brought you to seek support from this service:

.....

.....

3. Which service did you address to first in order to seek help based on the reason you stated in question 2?

Service first used: .....

4. How did you learn about this service?

TV

Radio

Advertisement in the street

Friend told me about it

My relative new about this service

I was referred by someone: please state who referred you (organisation, head of mahalla, staff of police and so on.) .....

Other, please specify.....

5. Could you please enumerate one after the other all the services that you have used or been referred to after this first contact and what kind of support you have received at each of the services?

Service 1: .....	support received: .....
Service 2: .....	support received: .....
Service 3: .....	support received: .....
Service 4: .....	support received: .....
Service 5: .....	support received: .....
Service 6: .....	support received: .....
Service 7: .....	support received: .....
Service 8: .....	support received: .....
Service 9: .....	support received: .....
Service 10: .....	support received: .....
Service 11: .....	support received: .....
Service 12: .....	support received: .....
Service 13: .....	support received: .....
Service 14: .....	support received: .....
Service 15: .....	support received: .....

6. Upon use of the service and support received, did you find a solution to your problem which made you use the services?

- yes, my problem was solved after the support provided to me
- no, it is still being solved
- no, it was not solved after the support provided to me

*If you answer "yes", please, proceed to question 7. If you answer "no, it was not solved", please, proceed to the question 8.*

7. You said your problem was solved. How long did it last from the first service contact until you had found a solution for yourself?

Duration of support by services since first contact: .....

8. You said that your problem was not solved. Can you, please, state the reasons why it was not solved after support was provided to you?

.....  
.....

9. What service would you address to first again, if you will need help in similar situations which brought you to the service?

Service to be used first: .....

10. Would you recommend your friend, relative, neighbour to use the service if they encounter problems similar to you?

yes, I will recommend

no, I will not recommend

*If you answer "yes", please, proceed to question 12. If you answer "no", please, proceed to question 11.*

11. You said that you will not recommend your friend, relative, neighbour to use the service if they encounter problems similar to you. Please, state the reasons why you would not recommend it:

.....  
.....

12. Please, provide us recommendations on what needs to be improved in order to help people who like you experience problems in the family or other problems similar to the one which brought you to the service:

.....  
.....  
.....  
.....

Thank you for your cooperation!

## Annex 4: List of persons consulted

### PDV team:

1. Ms. Elena Maximenko, Team Leader;
2. Mr. Alisher Mirzoev, Policy, advocacy and capacity building project and coordination of the PDV with state bodies;
3. Firuza Jobirova, M&E and Organisation Development Expert based in Khatlon province;
4. Ms. Nigina Kudratova, Media and Communication Expert;
5. Ms. Lola Rajabova Coordination on Health and Social Protection areas.

### SDC team:

6. Ms. Corinne Demenge, Deputy Director
7. Mr. Shakarbek Niyatbekov, NPO on Rule of Law

### Line ministries, local authorities and state services

8. Ms. Sohima Mukhabatova, Head of Unit of Social policy and state social guarantees, Ministry of Health and Social Protection;
9. Mr. Sherali Rahmatulloev, Head of the Department of Protection of Health of Mother and Child, Ministry of Health and Social protection;
10. Ms. Javohir Akobirova, Head of the Gender and International Relations Department;
11. Ms. Firuza Ganieva, Senior Specialist of the Department of Economy and Planning, Ministry of Education;
12. Ms. Gulbakor Safarzoda, DV police inspector, Department of Internal Affairs of Bohtar city;
13. Ms. Mahbuba Bobojanova, Specialist of the Department on women's and family affairs of the Bohtar city local authority;
14. Ms. Mahfirat Khodirzoda, Deputy Chair of the Local Authority of Khatlon Province.
15. Ms. Rukhshona Shoinova, Psychologist-consultant, Department of the Internal Affairs responsible for DV with DV in Khatlon province;
16. Ms. Safarmo Mirzonazarova, Psychologist consultant, Resource and Information Center under the CoWFA;
17. Mr. Iskandar Yorov, District police inspector, Levakand city;
18. Ms. Firuza Nabieva, Chief specialist of the Levakand Department on women's and family affairs;
19. Mr. Niyozali Ashurov Psychologist of the Room for Aggressors of Levakand city;
20. Mr. Sangov Rakhmatullo, Lawyer of the Room for Aggressors of Levakand city;
21. Mr. Shujoatov Khikmatullo, Religious leader of the Room for Aggressors of Levakand city;
22. Mr. Dilshod Naraliev, Social Worker of the Room for Aggressors of Levakand city;
23. Ms. Manzura Salomova, Director, Women's Support Center "Self-Awareness" under Dushanbe city government.

### International development partners:

24. Ms. Aziza Hamidova, UN Women Country Manager;
25. Ms. Farida Nouredine, Child Protection Officer, UNICEF;
26. Ms. Mahbuba Mamadatokhonova, Gender officer, OSCE;
27. Ms. Shahlo Shohzade, Oxfam Director;
28. Ms. Nodira Safarova, Project Manager, EU Delegation to Tajikistan;
29. Mr. Azimjon Saifiddinov, Director, Eurasia Foundation of Central Asia;

### NGOs:

30. Ms. Gulnora Akhrorova, Director, NGO Bovari bo Fardo;
31. Ms. Mavluda Khuseinova, Lawyer, NGO Bovari bo Fardo;
32. Ms. Farzona Sharifzoda, Psychologist-consultant, NGO Bovari bo Fardo;
33. Mr. Bahodur Toshmatov, Director of the NGO Ghamkhori;
34. Ms. Mavjuda Sharipova, Director of Crisis Center, NGO Ghamkhori;
35. Ms. Madina Nizomova, Lawyer of the Crisis Center, NGO Ghamkhori;
36. Ms. Shohsman Karabaeva, Social Worker, NGO Ghamkhori;
37. Ms. Guljahon Bobosadykova, Director, Coalition of NGOs from Equality De-Jure to Equality De-Facto;
38. Mr. Nurmakhamad Khalilov, Director, NGO Human Rights Center;



39. Ms. Zukhra Mirzoeva, Project Manager, NGO Jahon;
40. Ms. Sanoat Solieva, Director, NGO Femida.

